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**Evaluation Report:
Section 81 Agreement between the
O-Chi-Chak-Ko-Sipi First Nation and the Correctional
Service of Canada –
The O-Chi-Chak-Ko-Sipi Healing Lodge**

File # 394-2-70

**Evaluation Branch
Performance Assurance Sector
November, 2007**

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EXECUTIVE SUMMARY

Introduction

Section 81 of the Corrections and Conditional Release Act (CCRA, 1992) provides the legislative framework within which the Correctional Service of Canada (CSC) and Aboriginal communities have the opportunity to work toward two key objectives: alternatives to incarceration, and more effective and culturally appropriate community corrections for Aboriginal offenders (Correctional Service Canada [CSC], 2003).

In February of 2000, the O-Chi-Chak-Ko-Sipi First Nation in Manitoba signed a Section 81 Agreement with the Minister, enabling the O-Chi-Chak-Ko-Sipi First Nation to be fully involved in the delivery of correctional services to Federal Aboriginal offenders for a period of five years. Over the early years of the Agreement, some operational difficulties were experienced (e.g., related to staffing, programming, financial management). As a result of concerns arising from some of these issues, O-Chi-Chak-Ko-Sipi (OHL) management and the OHL Board of Governors requested that offenders be removed from Healing Lodge in May of 2002. Two years of restructuring and renewal followed. The O-Chi-Chak-Ko-Sipi Healing Lodge officially reopened again in 2004, with the first new offenders arriving at OHL in May of that year.

Following the expiry of the first 5-year Agreement, a new Section 81 Agreement¹ was signed in 2005 for a period of 3 years. The Agreement specified the terms and conditions for the provision for services of up to 18 male offenders at the O-Chi-Chak-Ko-Sipi Healing Lodge, and included an option to extend the Agreement for an additional 3 years.² In accordance with the Section 81 Agreement, offenders are transferred to the Lodge and provided with programs and services developed using a combination of correctional methods and traditional Aboriginal healing approaches. Services may be offered to Aboriginal or non-Aboriginal offenders and inmates who meet transfer eligibility and suitability criteria established through protocols agreed upon by both parties.

This report provides findings concerning the evaluation of the O-Chi-Chak-Ko-Sipi Healing Lodge in accordance with the provisions of the Section 81 Agreement (2005). The report measures achievements and outcomes based on issues mutually agreed upon by CSC and the O-Chi-Chak-Ko-Sipi First Nation, as outlined in the Results-based Management and Accountability Framework (2007)³.

¹ An Agreement for the Provision of Correctional Services and for the Transfer of Aboriginal Offenders to the Care and Custody of the O-Chi-Chak-Ko-Sipi First Nation (2005).

² The second Section 81 Agreement was signed in February, 2005 for a period of three years (until February, 2008). This current Agreement also includes provisions for extension for a period of 3 years (from February, 2008 to February 2011). An extension may be granted on the basis of mutual written agreement between the O-Chi-Chak-Ko-Sipi First Nation and CSC (where no amendments are necessary), or by agreement between the O-Chi-Chak-Ko-Sipi First Nation and the Minister (should amendments prove necessary at the time of renewal).

³ Results-based Management and Accountability Framework for the Evaluation of the O-Chi-Chak-Ko-Sipi Healing Lodge Section 81 Agreement (2007).

Evaluation Strategy

The evaluation was conducted by the Evaluation Branch, in consultation with Aboriginal Initiatives Branch (Prairie Region, CSC) and the O-Chi-Chak-Ko-Sipi First Nation. The purpose of the current evaluation was to assess the results achieved per the Section 81 Agreement, in order to determine the viability of extending the Section 81 Agreement for the 3 option years as specified in the current Agreement (2005). At the time of the evaluation, the Healing Lodge had only been fully operational for approximately three (3) years. Therefore, the evaluation was formative in nature, focusing on progress towards achievement of results since the re-opening of the Healing Lodge in 2004. In summary, the evaluation objectives focused on continued relevance, success, cost-effectiveness, implementation, and any unintended effects associated with the Agreement.

Qualitative and quantitative methodologies were utilized to conduct the evaluation. Information was collected through:

- interviews with key stakeholders in April of 2007, including members of the O-Chi-Chak-Ko-Sipi First Nation, past and present members of the O-Chi-Chak-Ko-Sipi Healing Lodge, CSC and Healing Lodge staff members, and community partners;
- automated data collection, including queries of CSC's Offender Management System (OMS)
- O-Chi-Chak-Ko-Sipi Healing Lodge reports, including quarterly bed utilization and financial reports; and
- review of relevant documentation, including the previous and current Section 81 Agreements, operational documents, relevant CSC policies and procedures, and financial documentation (e.g., Cost of Maintaining Offenders).

Financial Expenditures

Appendix G of the Section 81 Agreement outlines the expenditure plan for the O-Chi-Chak-Ko-Sipi Healing Lodge. This plan is comprised of two primary components:

- 1) Salary and benefit costs for staff of the Healing Lodge; and
- 2) Operations and maintenance costs, including building lease payments, resident costs, program costs, costs for utilities, equipment and maintenance, professional fees and training, and transportation costs, among others.

CSC pays the O-Chi-Chak-Ko-Sipi Healing Lodge according to the total expenditure plan outlined in the Section 81 Agreement. For any days in which the Healing Lodge is not operating at maximum capacity (18 beds), the daily resident amount is deducted from CSC payments.⁴ The daily rate payable for accommodation measures may be adjusted each fiscal year at a rate that is not to exceed the percentage increase in the Consumer Price Index for Manitoba.

⁴ The daily resident amount was \$15.73 per day per offender in 2005/06.

Actual expenditures for the Section 81 Agreement, as described above and detailed in the report, are presented in the Table below. Following the implementation of financial control procedures and the re-opening of the Healing Lodge in May of 2004, the Healing Lodge has evidenced a more balanced record of earnings and expenditures.

O-Chi-Chak-Ko-Sipi Healing Lodge – Summary of Financial Expenditures and CSC Payments

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
	\$	\$	\$	\$	\$	\$	\$	\$
Daily Resident Cost per Offender	N/A	13.90	13.90	13.90	13.90	13.90	15.73	15.93
OHL's Expenses								
Salary/Benefits	N/A	513,898	773,376	139,761	433,648	493,676	552,213	527,323
Operating Costs								
Resident Costs	N/A	33,521	83,135	6,423	0	37,663	74,132	69,031
Other Operating	713,384	544,188	951,708	565,292	451,120	367,164	478,559	401,182
OHL's Total Expenses	713,364	1,091,607	1,808,219	711,476	884,768	898,503	1,104,904	997,536
CSC's Payments	758,336	1,080,399	1,094,925	1,012,374	1,009,178	956,265	1,078,403	1,044,037
Surplus/Deficits	44,972	-11,208	-713,294	300,898	124,410	57,762	-26,501	46,501

Note: See notes for Table 1 in "Section 1.4: Financial Expenditures" for more detailed information regarding data sources and financial information included or excluded from this financial summary.

Key Findings and Recommendations

Objective 1: Success:

Efficiency:

FINDING 1: The O-Chi-Chak-Ko-Sipi Healing Lodge generally operates below optimum capacity. Access to an available pool of potential candidates does not appear to have been maximized.

Recommendation: *CSC and O-Chi-Chak-Ko-Sipi should review the Healing Lodge referral and admissions protocols on an annual basis to determine whether enhancements are required. Protocols and procedures related to advertising of the Healing Lodge to prospective members should be established, including at a minimum, guidelines regarding institutions where recruiting will occur, advertising methods/mechanisms, approximate time-frames for advertising activities, and the designation of person(s) responsible for advertisement.*

Effectiveness:

FINDING 2: The Healing Lodge provides culturally appropriate alternatives to incarceration within CSC institutions, particularly for Aboriginal offenders, while maintaining levels of reintegration that appear to be commensurate with that of the Prairie Region as a whole.

No Recommendation

FINDING 3: Although some programming has been offered to OHL members to address two criminogenic need areas in which the majority of members had significant needs (substance abuse, personal/emotional orientation), stakeholders suggested that more programming was required. The inclusion of Aboriginal appropriate programming and traditional teachings was perceived to have a positive impact on offenders' healing process.

Recommendation: *The Correctional Plans of offenders identified for potential transfer to OHL should be structured so as to emphasize continuity of care from the CSC institution to the Healing Lodge environment, to ensure a link between the needs of offenders transferred to OHL and the types of programming available. The possibility of offering more programming at OHL to address a broader range of offender needs should be explored.*

FINDING 4: The O-Chi-Chak-Ko-Sipi Healing Lodge provides a generally safe environment for offenders and staff, although some concerns were reported regarding the accessibility of the Healing Lodge to unauthorized personnel.

Recommendation: *CSC and O-Chi-Chak-Ko-Sipi should conduct a joint review of Healing Lodge security procedures to ensure measures are sufficient to regulate unauthorized access to the Healing Lodge.*

Objective 2: Cost Effectiveness:

FINDING 5: The O-Chi-Chak-Ko-Sipi Healing Lodge is cost-effective, in that similar reintegration results are achieved at a lower cost than at alternate CSC facilities located in close proximity to the Healing Lodge.

No Recommendation

Objective 3: Implementation:

FINDING 6: There are gaps in CSC's Offender Management System (OMS) in several areas including: the historical movement of inmates and offenders to and from the O-Chi-Chak-Ko-Sipi Healing Lodge, offender incidents, program information, temporary absences, and work releases from the Healing Lodge.

Recommendation: *CSC and O-Chi-Chak-Ko-Sipi should ensure that guidelines and accountabilities regarding record keeping are clear and that procedures are followed regarding the completion and entry of resident information into the Offender Management System.*

FINDING 7: The transfer of offenders to the Healing Lodge has not always been consistent with the criteria in the Section 81 Agreement.

Recommendation: *CSC and O-Chi-Chak-Ko-Sipi should ensure that transfers to the Healing Lodge are conducted in accordance with the criteria identified in the Section 81 Agreement.*

FINDING 8: The Healing Lodge has developed several links to the surrounding community, resulting in reported benefits for Healing Lodge members. However, some respondents reported a need to enhance access to community and family support.

Recommendation: *Given the remote location of the Healing Lodge, CSC and O-Chi-Chak-Ko-Sipi should explore alternative options for promoting family and community contact and establish criteria for approving phone contacts and visitors lists for residents.*

FINDING 9: The Healing Lodge had an overall staff-to-resident ratio commensurate with other similar sized/functioning facilities; however, there was a reported need for on-going OHL staff development and capacity building. A need was also reported for greater access to personnel and services in specific areas related to CSC responsibilities as per the Agreement (e.g., psychological services, preparation of Reports for National Parole Board Hearings).

Recommendation: *(a) CSC and O-Chi-Chak-Ko-Sipi should establish and implement a strategy for OHL staff development and capacity building. (b) CSC should establish a strategy to provide enhanced access to services related to CSC responsibilities as per the*

Agreement (e.g., preparation of reports for National Parole Board Hearings, psychological services/assessments).

Objective 4: Unintended Outcomes:

FINDING 10: The O-Chi-Chak-Ko-Sipi Healing Lodge provides benefits to the O-Chi-Chak-Ko-Sipi First Nation and surrounding community, including the provision of community services and employment for members of nearby communities.

No Recommendation

Objective 5: Continued Relevancy:

FINDING 11: There is a clear link between the goals and objectives of the O-Chi-Chak-Ko-Sipi Healing Lodge and Aboriginal reintegration.

No Recommendation

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ACRONYMS

AA	Alcoholics Anonymous
ACDO	Aboriginal Community Development Officer
CCC	Community Correctional Center
CCRA	Corrections and Conditional Release Act
CCRR	Corrections and Conditional Release Regulations
CD	Commissioner's Directive
CEO	Chief Executive Officer
CJIL	Criminal Justice Information Library
COMO	Cost of Maintaining Offenders
CPPRs	Correctional Plan Progress Reports
CRC	Community Residential Center
CRF	Community Residential Facilities
CRS	Custody Rating Scale
CSC	Correctional Service Canada
DP	Day Parole
DR	Discretionary Release
ETA	Escorted Temporary Absence
FP	Full Parole
HR	Human Resources
IMRS	Integrated Management Reporting System
ISOYW	In Search of Your Warrior
OHL	O-Chi-Chak-Ko-Sipi Healing Lodge
OIA	Offender Intake Assessment
OMS	Offender Management System
MOU	Memorandum of Understanding
NPB	National Parole Board
RCMP	Royal Canadian Mounted Police
SIR	Statistical Information on Recidivism
SR	Statutory Release
SRS	Security Reclassification Scale
TA	Temporary Absences
UAL	Unlawfully at Large
UTA	Unescorted Temporary Absence

1.0 INTRODUCTION

1.1 Background

Over the past 20 years, Correctional Service of Canada's (CSC) approach towards Aboriginal corrections has evolved significantly. New strategies have been developed and implemented in an effort to recognize the needs of Aboriginal offenders and their communities while addressing the over-representation of Aboriginal peoples in the criminal justice system.

The over-representation of Aboriginal peoples in the criminal justice system has been documented for some time, with several significant reports focusing on this issue. Earlier documents, such as the *Task Force on Aboriginal peoples in Federal Corrections* (Ministry of the Solicitor General, 1988) and the Daubney Report (Daubney, 1988), identified the need for alternatives to imprisonment for Aboriginal offenders and encouraged the use of more culturally appropriate Aboriginal-specific programming. In 1996, the Report of the Royal Commission on Aboriginal peoples further detailed the severity of problems for Aboriginal peoples in Canada (including the issue of over-representation) and identified the need for greater recognition and understanding of Aboriginal community issues as well as Aboriginal cultures and traditions.

Several important legislative changes also occurred during this period. In 1996, amendments to the *Criminal Code* (1985), Section 718.2(e), were introduced, requiring sentencing judges to take into consideration alternative available sanctions other than imprisonment for offenders, paying particular attention to the circumstances of Aboriginal offenders. Moreover, the *Corrections and Conditional Release Act* (CCRA) was enacted in 1992. Section 81 of the CCRA (1992), provided the legislative framework within which the Correctional Service of Canada and the Aboriginal communities could work together to provide care and custody, as well as providing innovative services, to Aboriginal offenders in a culturally effective manner (CSC, 2003):

81. (1) The Minister, or a person authorized by the Minister, may enter into an Agreement with an Aboriginal community for the provision of correctional services to Aboriginal offenders and for payment by the Minister, or by a person authorized by the Minister, in respect of the provision of those services.

Scope of Agreement:

(2) Notwithstanding subsection (1), an Agreement entered into under that subsection may provide for the provision of correctional services to a non-Aboriginal offender.

Placement of offender:

(3) In accordance with any Agreement entered into under subsection (1), the Commissioner may transfer an offender to the care and custody of an Aboriginal community, with the consent of the offender and of the Aboriginal community.

In accordance with the CCRA, Section 81 Agreements between CSC and Aboriginal communities or organizations may be developed to provide care and custody for offenders within Aboriginal communities. There are four Section 81 Agreements currently in place, one of which is the Agreement for the O-Chi-Chak-Ko-Sipi Healing Lodge (OHL), which is the focus of this evaluation.

1.2 The O-Chi-Chak-Ko-Sipi Healing Lodge

The West Region Tribal Council is comprised of eight communities, one of which is the O-Chi-Chak-Ko-Sipi First Nation.⁵ This First Nation community has a total registered population of 865, with 495 registered individuals living on the reserve,⁶ and is located in rural north-western Manitoba. The Healing Lodge is located on O-Chi-Chak-Ko-Sipi First Nation lands, at the northwest end of Lake Manitoba.

The physical layout of the OHL consists of buildings designated to provide accommodations for members, as well as administrative offices, program rooms, weight and games rooms, and a vocational garage. The grounds themselves include a spiritual sweat lodge, floral and vegetable gardens, gazebo, and wishing well. A designated family visiting area is located at the site of the gazebo and wishing well, and outdoor recreational activities are possible with the availability of sporting equipment. Staff members include the Director of Operations, a security supervisor (and security staff), an Elder, program facilitators, a member support worker, a case manager, and administrative staff. Healing Lodge staff are employed directly by the OHL.

⁵ http://sdipro2.inac.gc.ca/FNProfiles/FNProfiles_DetailsTC.asp?Tribal_Council_Number=1021.

⁶ Population as of June, 2007.

http://sdipro2.inac.gc.ca/FNProfiles/FNProfiles_DETAILS.asp?BAND_NUMBER=279.

As described in the Section 81 Agreement, the OHL is a residential facility established along the lines of the traditional Anishnabe "Big Tent". The Healing Lodge has been described as providing the opportunity for culturally-based healing, through a healing approach that includes essential elements of both reconciliation and restoration.⁷ According to the operational plan in the Section 81 Agreement, Healing Lodge members will be encouraged to develop constructive community relationships, progress in the avoidance of substance abuse, develop healthy sexuality and engage in healthy violence-free family relationships, and to deal with violence and abuse they have experienced. Healing Lodge staff will assist the members to address issues pertinent to their healing plans and the reintegration process.

1.3 The Agreement

In February 2000, the O-Chi-Chak-Ko-Sipi First Nation signed a Section 81 Agreement with the Minister, enabling the O-Chi-Chak-Ko-Sipi First Nation to be fully involved in the delivery of correctional services to Federally sentenced Aboriginal offenders. The Agreement was signed for a 5 year period and the first offenders were accepted into the Healing Lodge in March 2000. Over the next two years, some operational difficulties were experienced related to: staffing (e.g., high turn-over rate for the position of CEO; difficulties locating staff with experience in the field of corrections or healing), programming (e.g., capacity to provide programs that could meet the needs of the offender population as a whole), as well as financial difficulties. As a result of concerns arising from some of these issues, OHL management and the OHL Board of Governors requested that offenders be removed from OHL in May 2002.

Two years of restructuring and renewal followed. During this time, staffing processes were initiated, Memorandums of Understanding (MOUs) were developed with community organizations, new operational/policy documents were created, financial control mechanisms were established, and pre-opening audits were conducted. The OHL officially re-opened again in 2004, with the first new offenders arriving at the Healing Lodge in May of that year. Following the expiry of the original Agreement in 2005, a new three-year Agreement was renegotiated and signed in February 2005, providing services and accommodation for up to 18 male offenders. This current Agreement also included provisions for the extension of the Agreement for

⁷ An Agreement for the Provision of Correctional Services and for the Transfer of Aboriginal Offenders to the Care and Custody of the O-Chi-Chak-Ko-Sipi First Nation (2005): Appendix B.

an *additional* 3 years.⁸

Services are provided predominately to Aboriginal offenders. However, non-Aboriginal offenders may also be transferred to the Healing Lodge. In accordance with the Agreement, offenders are transferred or paroled to the Healing Lodge where they are provided with programs and services developed using a combination of proven correctional methods and traditional Aboriginal healing approaches designed to meet the following objectives:

- To provide a safe and secure living and working environment;
- To contribute to and facilitate their healing and spiritual growth, both for their own benefit and to reduce the likelihood of re-offending; and,
- To contribute to and facilitate their healing, spiritual growth, and skills to enhance their ability to reintegrate in families, communities, and societies.

1.3.1 Criteria for Offender Placement

According to the Section 81 Agreement, there are three conditions under which offenders may be placed at the Healing Lodge:

1. Transfer of an incarcerated inmate;
2. Residency as a condition of work release or temporary absence; and,
3. Residency as a condition of parole or statutory release.

1.3.2 Suitability Criteria for Transfer

According to Appendix D of the Section 81 Agreement, Federal inmates must meet the following criteria before being transferred to the OHL:

- Present a low probability of escape;
- Present a low risk to the safety of the public in the event of escape; and,
- Present a conduct requiring only a low degree of supervision and control of the inmate's activities within the Healing Lodge setting.

⁸ The second Section 81 Agreement was signed in February, 2005 for a period of three years (until February, 2008). This current Agreement also includes provisions for extension for a period of 3 years (from February, 2008 to February 2011). An extension may be granted on the basis of mutual written agreement between the O-Chi-Chak-Ko-Sipi First Nation and CSC (where no amendments are necessary), or by agreement between the O-Chi-Chak-Ko-Sipi First Nation and the Minister (should amendments prove necessary at the time of renewal).

1.4 Financial Expenditures

The original Section 81 Agreement (2000-2005) detailed a funding arrangement based on a Contribution Agreement between the O-Chi-Chak-Ko-Sipi First Nation and CSC. With the signing of the new Agreement in 2005, a new expenditure plan was developed that outlined the costs of supervising members at the OHL.⁹ The expenditure plan outlined in the 2005 Agreement is comprised of two primary components: Salaries and Benefits for Healing Lodge Staff and Operating and Maintenance Costs:

1. Salaries and Benefits for Healing Lodge staff;
2. Operating and Maintenance Costs, including:
 - a. Vehicle Maintenance (e.g., repairs, maintenance, fuel);
 - b. Professional Fees (e.g., legal, auditor);
 - c. Board of Governors Fees (e.g., meetings, committees);
 - d. Resident Costs (e.g., food, living allowance, member travel, clothing allowance);
 - e. Program Costs (Aboriginal-appropriate, social/recreational, personal development programs, gifts, travel);
 - f. Building Lease;
 - g. Hydro;
 - h. Equipment & Maintenance;
 - i. Advertising;
 - j. Bank Charges & Interest;
 - k. Office Supplies;
 - l. Liability Insurance;
 - m. Postage;
 - n. Telephone;
 - o. Training;
 - p. Travel (for Director of Operations, Membership Liaison Officer, Case Manager, Other Staff for Escorts); and,
 - q. Transportation (for Healing Lodge Vans).

⁹ See Annex G of the Agreement

At the beginning of each fiscal quarter, the OHL is provided with advance payments equalling one-quarter of the total budgeted cost detailed in the Agreement. At the end of each quarter, Healing Lodge staff submits a listing of bed days utilized for the preceding quarter. For any unused bed days, the total unused resident costs are calculated (from item d. above). This unused resident cost (for any unused bed days), is then deducted from the advance payment for the next quarter.¹⁰ The new Section 81 Agreement signed in 2005 includes provisions for the adjustment of the daily resident costs each fiscal year at a rate that is not to exceed the percentage increase in Consumer Price Index of Manitoba.

OHL records of financial expenditures and CSC's payments to OHL since the inception of the initial agreement in the fiscal year 1999/00 are presented in Table 1. Table 1 outlines significant expenses, as reported by OHL, including: Salary/Benefits and Operating Costs (Resident Costs, and other Operating Costs). Note that a proportion of the Operating Costs are paid to the O-Chi-Chak-Ko-Sipi First Nation for the building lease each fiscal year (\$196,080 per year as per the 2005/06 Section 81 Agreement).¹¹ As can be observed by the record of expenditures and contributions for the 2001/02 fiscal year, some financial difficulties were experienced by the Healing Lodge in the early years of the original Agreement. Shortly thereafter, residents were removed from the Healing Lodge, which is reflected by the minimal resident costs/expenses in fiscal years 2002/03 and 2003/04. Following the implementation of financial control procedures and the re-opening of the Healing Lodge in May 2004, the Healing Lodge has evidenced a more balanced record of earnings and expenditures.

¹⁰ For example, the daily resident cost (for food, living allowance, member travel, and clothing allowance) was designated at \$15.73 per member per day in the 2005 Section 81 Agreement. Therefore, if 4 of the beds were empty for a total of 20 days each in the first fiscal quarter of the year, a total of \$1 258.40 (4 x 20 x 15.73) would be deducted from the quarterly advance payment for the second fiscal quarter of that year.

¹¹ Note that this amount has varied somewhat over the course of the Agreements since 1999/00, but has been set at \$196,080 in the new Agreement signed in 2005/06 (see Appendix G of the Section 81 Agreement between CSC and O-Chi-Chak-Ko-Sipi First Nation).

Table 1: O-Chi-Chak-Ko-Sipi Healing Lodge - Summary of Financial Expenditures and CSC Payments

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
	\$	\$	\$	\$	\$	\$	\$	\$
Daily Resident Cost per Offender ^a	N/A	13.90	13.90	13.90	13.90	13.90	15.73	15.93
OHL's Expenses								
Salary/Benefits ^b	N/A	513,898	773,376	139,761	433,648	493,676	552,213	527,323
Operating Costs								
Resident Costs ^b	N/A	33,521	83,135	6,423	0	37,663	74,132	69,031
Other Operating ^c	713,384	544,188	951,708	565,292	451,120	367,164	478,559	401,182
OHL's Total Expenses ^b	713,364	1,091,607	1,808,219	711,476	884,768	898,503	1,104,904	997,536
CSC's Payments ^d	758,336	1,080,399	1,094,925	1,012,374	1,009,178	956,265	1,078,403	1,044,037
Surplus/Deficits ^{e,f}	44,972	-11,208	-713,294	300,898 ^g	124,410	57,762	-26,501	46,501

Notes: ^a Daily Resident Cost was provided by Manitoba NW Ontario District. ^b Financial Information obtained from OHL's Yearly Statement of Earnings. ^c Other operating costs = Total operating expenses - Resident cost - Salary and benefits. ^d Financial Information obtained from IMRS (Regional system) with the exception of 1999/2000 (obtained from OHL's Income Statement). Note that total CSC contributions do not include medical costs for OHL members, which are paid separately by CSC. ^e Surplus/deficits = CSC's contribution to OHL - OHL's total operating expenses. ^f OHL has other sources of income (e.g., contribution from Indian and Northern Affairs Canada, interest revenue), that is not reflected here. ^g Note that during this fiscal year (2002/03), O-Chi-Chak-Ko-Sipi First Nation allowed \$280,000 in forgivable rent, that is not reflected here.

2.0 EVALUATION STRATEGY

2.1 Logic Model

The activities in which the Healing Lodge is expected to engage to achieve the goals of the Section 81 Agreement are represented in the logic model (see Appendix 1). Six activities are identified as being essential to meeting the requirements of the Agreement:

1. Recruitment of potential candidates to the OHL;
2. Exchange of offender information between CSC and the OHL;
3. Administrative and financial records are maintained by the Healing Lodge;
4. Provision of care and custody for inmates;
5. Provision of accommodation and supervision for offenders on release; and,
6. Development and provision of programming, including Aboriginal specific programming, for OHL members.

Direct outputs of these activities include:

1. Offenders in CSC institutions are provided with pamphlets, information packages, and/or presentations;
2. Development/maintenance of Healing Plans, and transfer of files between CSC and O-Chi-Chak-Ko-Sipi;
3. Regular administrative and financial reports are submitted to CSC;
4. Development of standard operating procedures and protocols; and,
5. Cadre of tools, programs, and links to Aboriginal community resources are developed.

The expected results of the activities carried out were grouped into immediate, intermediate and long-term impacts. The four immediate impacts were:

1. Maximized utilization of the OHL by the targeted group;
2. Provision of a secure and supportive environment;
3. Enhanced participation in Aboriginal centered programming; and,
4. Enhanced linkages to families and communities.

There are two intermediate outcomes:

1. The safe and timely release of members into the community; and,
2. The criminogenic needs and healing requirements of members are addressed.

Ultimately, the expected long-term outcome of the O-Chi-Chak-Ko-Sipi Healing Lodge, as illustrated in the logic model, was:

1. Successful reintegration of OHL members into the community, contributing to public safety.

2.2 Evaluation Plan

The evaluation was conducted by the Evaluation Branch, in consultation with Aboriginal Initiatives Branch (Prairie Region, CSC) and the O-Chi-Chak-Ko-Sipi First Nation. The purpose of the current evaluation was to assess the results achieved per the Section 81 Agreement between CSC and the O-Chi-Chak-Ko-Sipi First Nation. Achievement of results (outcomes) was assessed to provide the information needed to determine the viability of renewing the Section 81 Agreement for the three option years as specified in the current Agreement (2005). Implementation practices were reviewed in order to ensure that the Agreement was implemented as intended and to determine areas for improvement in process and efficiency in achieving outputs.

The original Agreement for the Healing Lodge was signed on February 19, 2000. However, the focus in early years was on planning and developing infrastructure. As mentioned previously, regular custody and supervision of residents at the Healing Lodge began in May 2004. Due to the fact that the Healing Lodge has only been fully operational for approximately three (3) years, the current evaluation will be formative in nature, focusing on implementation issues and progress towards achievement of results since the re-opening of the Healing Lodge in 2004 (see Appendix 2 for the Evaluation Matrix). In summary, the evaluation objectives will focus on continued relevance, success, cost-effectiveness and implementation issues, and any unintended effects associated with the Agreement.¹²

¹² Success is the extent to which a policy, program, or initiative is producing its planned outputs as a result of the initiative and in relation to resources used. Cost-effectiveness determines the relationship between the amount spent and the results achieved relative to alternative design and delivery approaches. Implementation ascertains whether the policy, program, or initiative is organized or delivered in such a way that goals and objectives can be achieved.

2.3 Measures and Procedure

Both qualitative and quantitative methodologies were utilized in the analyses of data. Information was collected through interviews with key stakeholders, quarterly bed utilization reports, automated data, and a review of relevant documentation. A total of 39 interviews¹³ were conducted by the evaluation team in person and by telephone during the month of April 2007 with various stakeholders including: CSC staff, OHL staff, current and former OHL members, and members from the O-Chi-Chak-Ko-Sipi First Nation and surrounding community. O-Chi-Chak-Ko-Sipi quarterly bed utilization reports were provided to the Evaluation Branch by Aboriginal Initiatives (Prairie Region). These data identified residents at the Healing Lodge between May 3, 2004 and March 31, 2007. Resident lists obtained from quarterly bed utilization reports were then electronically tagged to information in CSC's automated data base, the Offender Management System (OMS). Various resources and financial documents/databases were also reviewed, including information from the regional Integrated Management Reporting System (IMRS), OHL's Statements of Earnings and Expenditures, and the Cost of Maintaining Offenders (COMO) database. Note that detailed information regarding specific data collection sources/methods and analytical techniques is provided in Appendix 3.

The presentation of information in the following sections is as follows. Data from OMS and financial databases (e.g., IMRS, COMO, OHL) are presented in the text of this document in the sections on member profiles and key findings. Results of interview questions are presented in the key findings section where related to the appropriate evaluation objectives (relevancy, success, cost-effectiveness, implementation issues and unintended effects). Note that frequencies and percentages obtained from "closed interview questions" (e.g., dichotomous/5-point-scale responses) are reported in the text of the key findings section. Overall themes obtained from the thematic analysis of the responses to the "open-ended interview questions" are also presented in the text of the key findings section, and actual frequency counts resulting from the thematic analysis of the open-ended interview question are presented in Appendix 4.

Lastly, continued relevancy is the extent to which a policy, program or initiative remains consistent with departmental and government-wide priorities, and realistically addresses an actual need.

¹³ See Appendix 4 for key informant interview formats.

2.4 Limitations

The most significant limitation of this evaluation is related to the limited number of offenders who resided at the Healing Lodge over the three-year span of the current operational period. The small numbers precluded any statistical analyses of Healing Lodge members versus a matched comparison group, and analyses of long-term outcomes following residence at the Healing Lodge (e.g., recidivism) were therefore limited. As such, the majority of analyses were descriptive (frequencies/means of OMS statistics) or qualitative (e.g., based on survey data) in nature.

Where possible, descriptive data for the Prairie Region as a whole is presented to provide a benchmark for specific outcomes (e.g., recidivism). However, statistical analysis (e.g., survival analysis) of differences between OHL and Prairie Region groups was not possible due to the small number of OHL participants, and therefore interpretation of the findings is limited. Note that this type of presentation of descriptive information for OHL versus the Prairie Region does not include the opportunity for control of extraneous factors that may be influencing results. For example, OHL participants are specifically selected based on characteristics that make them good candidates for a Healing Lodge environment, and may therefore be somewhat different from other offenders in the Prairie Region as a whole. Some descriptive information is provided based on various groupings typical of the Healing Lodge in providing comparative data (e.g., Prairie Region Aboriginal offenders' recidivism rates broken down by static risk level at intake). However, this does not constitute a true matched-group design and comparisons between the two groups should be made with caution. Overall, a longer follow-up period including a larger number of participants would enable more rigorous statistical analysis in the future.

Note also that OHL member placements varied with respect to a number of characteristics, including type of placement (e.g., full/day/statutory release status or inmate status), length of placement, as well as releasing facility (i.e., some offenders were released directly from OHL, but others had a placement at OHL, returned for some period of time to a CSC institution, and then were released to the community).¹⁴ All of these factors may have had an impact on expected outcomes (e.g., recidivism). However, due to the small sample size overall, it was not possible to investigate or control for all of these factors in the analyses.

¹⁴ Note that additional information regarding these factors is presented later in this report.

The evaluation is also limited in the degree of precision regarding financial comparisons. The process of calculating the cost of maintaining an offender varies between CSC and the Healing Lodge. Specifically, comparison of certain fixed costs such as heating do not account for economies of scale, while operating costs such as transportation are dependent on geographic location. In addition, the cost of maintaining an offender within CSC facilities includes costs for offender medical and psychological services. However, offender medical and psychological services are not included in the Section 81 Agreement for OHL costs. These costs for OHL members are paid directly to the medical/psychological service provider by CSC and are therefore not included in the financial summary of OHL costs and expenditures.

In order to account for these differences in the cost-effectiveness analysis, a summary of total medical and psychological costs for OHL members for the fiscal year 2005/06 was requested from the Manitoba, Saskatchewan, North-Western Ontario District Office. The total amount of medical costs was obtained; however, total psychological costs for OHL members for that year were unavailable. In order to account for these costs as part of the cost-effectiveness analysis, medical costs were then added to the total amount contributed by CSC to the Healing Lodge as per the Agreement for that fiscal year. Since the cost of psychological services for OHL members was not available (and therefore not included in the OHL costs for the cost-comparative analysis), the opposite approach was taken with respect to psychological service costs. Specifically, the total costs for psychological services/assessments for CSC institutions/facilities was obtained from IMRS for the fiscal year 2005/06 and subtracted (on a per offender basis) from the total CSC COMO cost data to facilitate equal cost-comparisons for the cost-effectiveness analysis.

Note also that cost-comparisons were conducted only for the fiscal year 2005/06 as this was the only year in which complete cost and offender data were available. Cost comparisons beyond this point were not possible due to the fact that 2006/07 COMO data were not yet available at the time of the writing of the report. Cost comparisons for earlier years were not conducted due to the lack of a full fiscal year of resident data necessary to conduct the cost comparisons, since resident data was only available beginning in May 2004.

3.0 O-CHI-CHAK-KO-SIPI HEALING LODGE MEMBER PROFILES

3.1 Healing Lodge Transfer Status Groups

Residents may be placed at the Healing Lodge for temporary visits (Escorted Temporary Absences) or for longer full-time placements. For the purposes of the evaluation, members are classified into the following groups:

1. **Escorted Temporary Absences (ETA) to OHL.** CSC Federal inmates may be granted ETAs to stay at the Healing Lodge,¹⁵ typically of four days duration. These ETAs have commonly been utilized to introduce potential Healing Lodge candidates to the Healing Lodge environment in order to determine whether they wish to transfer to the Healing Lodge to continue their sentence;
2. **Full-Time Members.** Inmates or offenders on release may be transferred to reside at the Lodge on a full-time basis if they meet the eligibility criteria for placement. There are three different groups of inmates/offenders who may be placed at the Healing Lodge:
 - a. **Offenders on Discretionary Release (day and full parole).** *Day parole* is granted to an offender by the National Parole Board (NPB)¹⁶ and allows the offender to be at large during their sentence in order to prepare the offender for full parole or statutory release. *Day parole* requires the offender to return to a penitentiary, a community-based facility, or a provincial correctional facility each night, unless otherwise authorized. *Full parole* is granted by the NPB and allows the offender to be at large during their sentence without having to return to a correctional facility for the evening. Note that both day and full parole releases are not automatic but are at the discretion of the NPB;
 - b. **Offenders on Statutory Release.** Statutory release members are those released from imprisonment and subject to supervision before the expiration of their sentence (CCRA, 1992, Part II). A residency condition is imposed on a statutorily released offender by the NPB when the Board considers supervision necessary in

¹⁵ According to Section 17 of the CCRA (1992), inmates may be granted an ETA for various reasons, including “personal development for rehabilitative purposes”.

¹⁶ The National Parole Board is an independent administrative tribunal that has exclusive authority under the CCRA to grant, deny, cancel, terminate or revoke day parole and full parole. The NPB may also order certain offenders to be held in prison until the end of their sentence. The Board is also responsible for making decisions to grant, deny and revoke pardons under the *Criminal Records Act* and the *Criminal Code of Canada*.

order to protect society and facilitate the successful reintegration of the offender into society (CCRA, 1992, s.133[3]); and,

- c. **Inmates.** Inmate members at the Healing Lodge are those who were incarcerated and applied to be transferred to the Healing Lodge to continue to serve their sentence in that environment.

Note that temporary placements (ETAs) and full-time placements at the Healing Lodge were utilized for different types of analyses in the remainder of the report. For analyses related to the achievement of outcomes and results for the Healing Lodge, the main focus was full-time residents (i.e., Discretionary Release, Statutory Release, and Inmates), as these groups would be expected to be most impacted by the Healing Lodge environment/activities due to the longer period of residency. Due to their limited exposure to the Healing Lodge environment, inmates who participated only in a four-day ETA visit were not included in analyses related to outcomes (e.g., recidivism). However, ETA visits were included in some of the descriptive data provided related to financial costs and resident profiles since ETA visits are included as part of the funding formula for OHL.

3.2 Placement Profile (ETAs and Full-Time Placements):

Between May 2004 and March 2007, there were a total of 131 “placements”¹⁷ at the Healing Lodge. Of these placements, 60% were full time placements while the remaining 40% were ETAs.¹⁸ The mean length of stay for all full-time placements was 160 days with a median¹⁹ length of stay of 109 days. Of the 78 full-time placements at OHL, 13% were residing at the Healing Lodge on Discretionary Release, 15% on Statutory Release, and 72% on Inmate status. ETA visits to the Healing Lodge were typically four days in length. The break-down of full-time placement lengths by resident status is found in Table 2.²⁰

¹⁷ For the purposes of the descriptive information presented in this section, offenders could have more than one “placement” at the Lodge. For example, cases where an offender was admitted on day parole status and successively granted full parole were considered as two separate “placements”.

¹⁸ Of these 53 offenders who participated in these ETA visits, 25 offenders participated in an ETA visit only. The remaining 28 offenders later returned for a full-time placement at the Lodge.

¹⁹ The median length of time is the number of days it took half of the residents to complete their stay at the Lodge.

²⁰ The length of stay for a Healing Lodge resident was calculated based on the number of days recorded in the Lodge’s administrative records (including the day of arrival and departure). If a residents’ status changed (e.g. a resident with a full time placement at the Healing Lodge began their stay as an Inmate but later received a Statutory

Table 2: Summary of Length of Full-Time Placements at the Healing Lodge (Days)

Status	Number of Placements	Full-Time Placement Length (in Days)			
		Mean	Median	Minimum	Maximum
Discretionary Release	10	152	115	5	466
Statutory Release	12	58	45	2	161
Inmate	56	184	130	13	762

Almost all of the 78 full-time placements were a result of a transfer of an inmate from a CSC institution (74%) or a released offender from a community location (18%). The remaining full-time placements (8%) were a result of a change in status while residing at the Healing Lodge. Most of the institutional transfers (58) were from Stony Mountain Institution (90%), and the remaining transfers (10%) were from Rockwood Institution, Riverbend Institution, and Willow Cree Healing Lodge. Among the 41 members who were released prior to the cut-off date for this evaluation (March 2007), all of them were being supervised in the Prairie Region following their stay at the Healing Lodge. More specifically, 87% were residing in Manitoba following their release, and 74% were residing in an urban area.²¹

3.3 Profile of Full-Time Healing Lodge Members

A total of 66 full-time members²² resided at the Healing Lodge between May 2004 and March 2007. The vast majority of full-time members were Aboriginal (94%; $n = 62$). The average age of the residents at the time of their transfer to the Healing Lodge was 37 years for the Aboriginal and 42 years for Non-Aboriginal residents.

Release) then the number of days a resident stayed was adjusted to reflect the number of days the resident resided at the Healing Lodge for each status. Thus, short stays in Table 2 actually reflect the length of time a particular resident resided at the Lodge while on a particular status (e.g. a resident may have resided at the lodge for 150 days in total but spent 3 days on inmate status then the remainder 147 days on Statutory Release). The actual shortest period of time that an offender physically spent at the Healing Lodge was 13 days and the longest time period was 762 days.

²¹ Note that information regarding province of residence (e.g., Manitoba) and urban versus rural residency was determined based on the first recorded address in OMS following OHL members release to the community after their stay at OHL. Addresses were then compared with data from Statistics Canada's Postal Code Conversion File to determine province of residence and urban versus rural residency. There was some missing data on the Address File in OMS and only 38 of the 41 offenders had an address recorded in OMS.

²² Note that 6 of these offenders had an initial full-time placement at the Lodge, a break in their stay, followed by a return to the Healing Lodge at a later date.

3.3.1 Current Offence

An examination of current Federal offence data indicated that the most common offences among Healing Lodge members were homicide and aggravated assault. This was followed by sexual abuse/assault, break and enter, and robbery offences. A lesser percentage of Healing Lodge members were convicted for weapons-related and drug trafficking offences (see Table 3).

Table 3: Healing Lodge Member Current Offences

Offence Category	Percentage of OHL Members with this Current Offence (N = 66)
Homicide	30%
Aggravated Assault	26%
Sexual Abuse/Assault	20%
Break and Enter	20%
Robbery	18%
Weapons Related	12%
Drug Trafficking	4%

Note that only some of the most common offences committed by Healing Lodge members are reported in this table. Also, percentages do not add up to 100% as some offenders committed more than one offence.

3.3.2 Assessment at Intake

Approximately half of the Healing Lodge's members were rated as having high static and dynamic risk at intake to CSC. Reintegration potential profiles were almost evenly split across levels, with approximately one-third of Healing Lodge members having high, medium, and low profiles. All Healing Lodge residents had medium or high rated motivation levels at intake to CSC. Approximately three-quarters of Healing Lodge members had an initial intake security rating (per the Custody Rating Scale [CRS]) of medium security (see Table 4).

Table 4: Healing Lodge Member Intake Assessment Information

Factor	N	High/Maximum	Medium/Medium	Low/Minimum
Static Risk	52	54%	38%	8%
Dynamic Risk	52	50%	38%	12%
Reintegration Potential	52	31%	36%	33%
Motivation Level	52	35%	65%	0%
CRS Security Rating	63	9%	78%	13%

Note that intake assessment data was not available in OMS for some of the Healing Lodge members.

3.3.3 *Dynamic Factor Analysis*

Overall, a high proportion of members at the Healing Lodge were rated as having considerable substance abuse and personal/emotional orientation needs at intake.²³ Some difficulty was also noted for a lesser percentage of Healing Lodge members in the remaining dynamic need areas (see Table 5).

Table 5: Healing Lodge Member Dynamic Factor Intake Assessment (N = 64)

Factor	Asset	No Difficulty	Some Difficulty	Considerable Difficulty
Substance Abuse	0%	6%	16%	78%
Personal/Emotional	0%	6%	22%	72%
Employment	0%	16%	72%	12%
Family/Martial	4%	58%	28%	10%
Attitude	4%	74%	12%	10%
Associates	2%	54%	38%	8%
Community Functioning	2%	82%	16%	2%

Note that dynamic factor intake assessment data was not available in OMS for 2 of the Healing Lodge members (N = 64).

3.3.4 *Static Factor Assessment*

The Offender Intake Assessment (OIA) process collects extensive information on each offender's criminal history record (youth and adult court involvement) and violent offence history. Selected items are shown in Table 6. Just over half (58%) of the members at the Healing Lodge had a previous youth court involvement and the vast majority (84%) had previous adult court involvements. Approximately three-quarters (76%) of Healing Lodge members had served previous provincial terms and one-quarter (26%) had previous Federal terms. About three-quarters of the members had a history of violence (78%) and approximately half (53%) had used a weapon during the commission of their current or previous offence.

²³ *Ibid*

Table 6: Healing Lodge Member Static Factor Assessment

Factor	Percentage of OHL Members with this Criminal History
Young Offender History	
Youth Court	58%
Community Supervision	48%
Open Custody	40%
Secure Custody	32%
Discip. Transfer Open to Secure	0%
Transfer from Secure to Adult	4%
Adult Offender History	
Adult Court	84%
Provincial Term	76%
Federal Term	26%
Segregation for Disc Infraction	12%
Attempt Escape/UAL/Escapes	18%
Failure on Conditional Release	40%
Crime Free Period for One Year	88%
Violent Offence History	
Previous/Current Violent Offence(s)	78%
Previous/Current Weapon Offence(s)	53%

Note that intake assessment data from OMS was not available for some of the Healing Lodge members (N = 56 for Young and Adult Offender History; N = 64 for Violent Offence History).

4.0 KEY FINDINGS

4.1 Evaluation Objective 1: Success

4.1.1 Efficiency

The extent to which a policy, program, or initiative is producing its planned outputs as a result of the initiative and in relation to resources used.

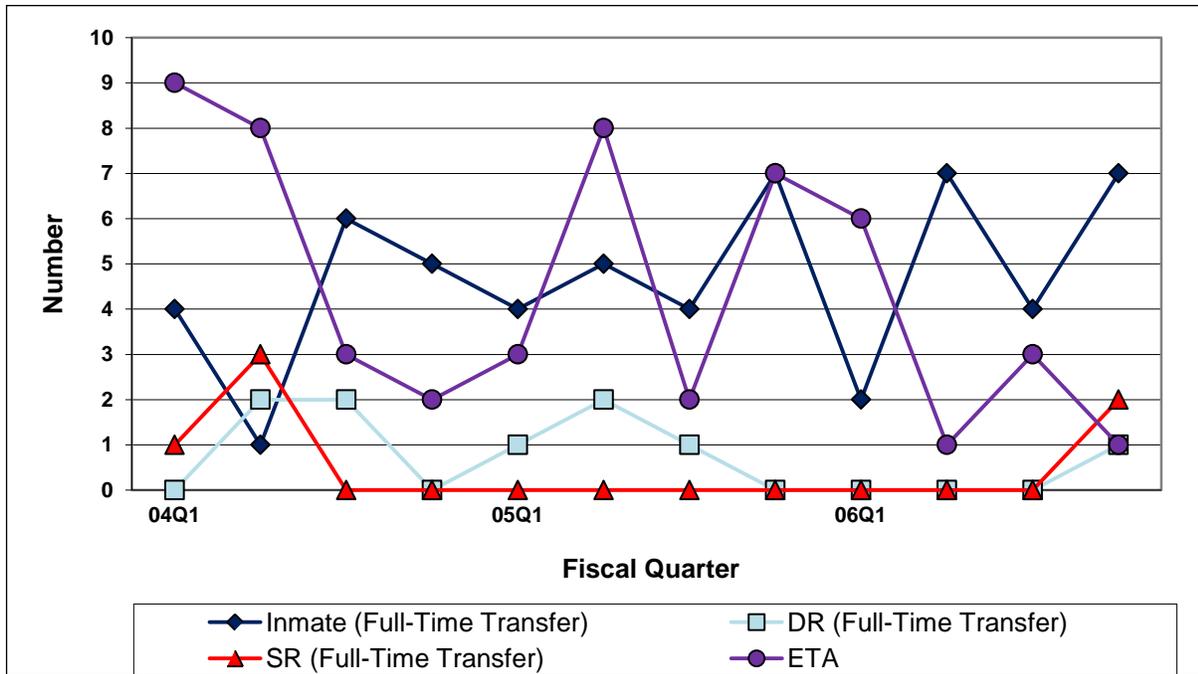
FINDING 1: The O-Chi-Chak-Ko-Sipi Healing Lodge generally operates below optimum capacity. Access to an available pool of potential candidates does not appear to have been maximized.

Average Admissions into the Healing Lodge (Flow)

The OHL has experienced a rather steady influx of new admissions since it began to admit offenders in 2004, averaging about 18 new ETA admissions and 24 new Full-Time Admissions per year.²⁴ Overall, the number of full-time inmate admissions appears to have risen slightly during the last three fiscal years, while the trend in statutory release and discretionary release admissions appears to be a slight decrease over time (see Figure 1). The number of ETA visits appears to have dropped off somewhat during the last fiscal year.

²⁴ Average number of new admissions per year was calculated based on average number of ETA and full-time admissions (Inmate, Statutory Release, and Discretionary Release) for each year divided by the 3 fiscal years assessed.

Figure 1: Admissions²⁵ (Flow) into the O-Chi-Chak-Ko-Sipi Healing Lodge by Fiscal Quarter



Note that the first fiscal quarter of 2004 only has 57 days. The OHL began taking ETA visits on May 3rd and Full-Time Placements on June 18th. DR stands for Discretionary Release and includes Day Parole and Full-Parole placements.

Average Number of Members on Any Given Day (Stock)

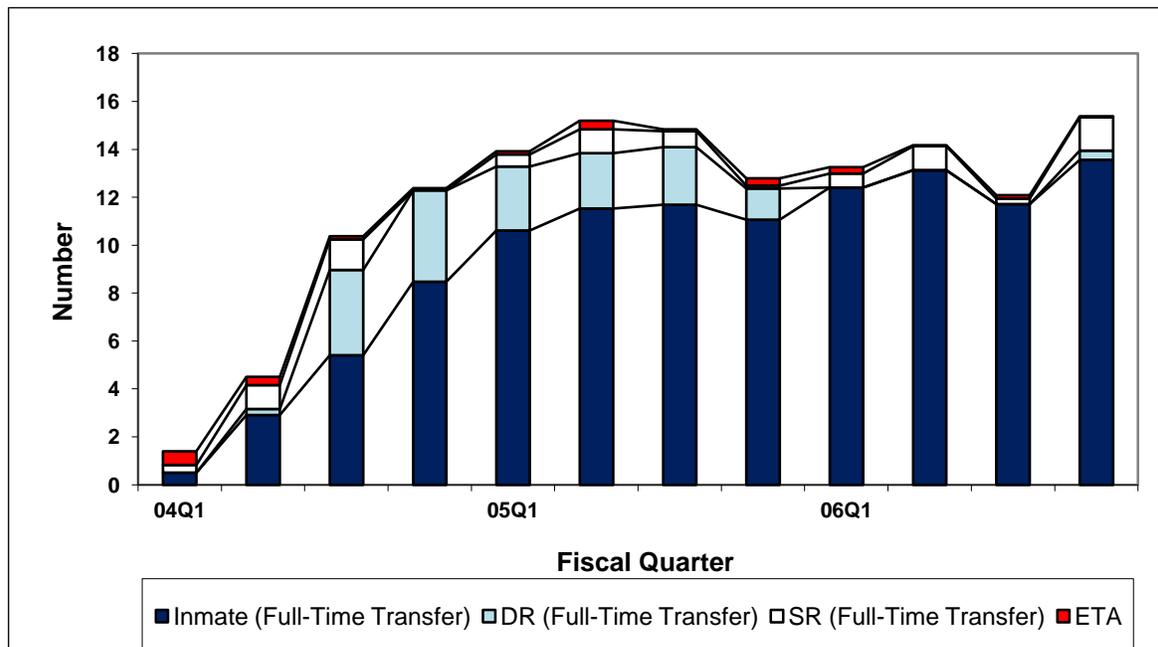
The maximum capacity of the Healing Lodge is 18 beds. For the last two years, the average number of residents on any given day at the Healing Lodge has fluctuated from about 12 to 15 members.²⁶ Note that the number of statutory release members has always been relatively small. The proportion of discretionary release members at the Healing Lodge was relatively high in earlier years, but has been decreasing steadily over time, with very few discretionary release

²⁵ Note that calculations of Admissions (flow) to the Lodge were based only on status (Inmate, DR or SR) of a resident on ARRIVAL to the Healing Lodge for each stay. Changes in residents’ status during their stay at the Healing Lodge were NOT considered a change in status for the purposes of this graph. However, if a resident had more than one stay (e.g., completed a full-time stay at OHL, returned to a CSC institution, and then returned to OHL for a second stay), this was considered for the purposes of this graph as a separate admission.

²⁶ Note that a break-down of residents by race over time was not conducted as there have only been 4 Non-Aboriginal full-time placements at the Lodge since the beginning of the second operational period in 2004.

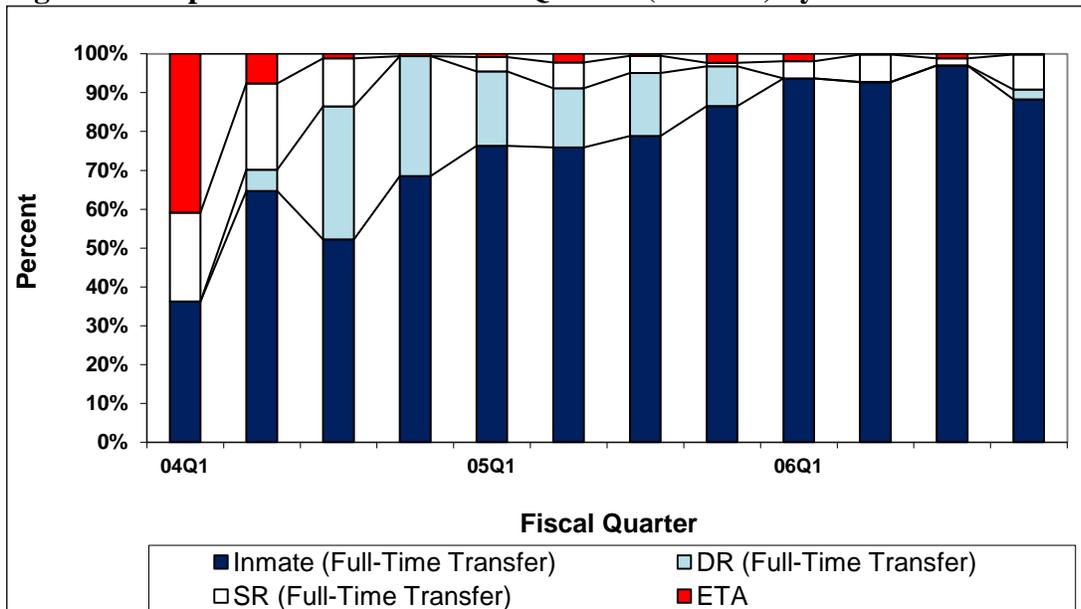
members at the Healing Lodge over the last fiscal year. On the other hand, the proportion of full-time members on inmate status at the Healing Lodge has steadily increased over time, with an increase to almost 80% of full-time members on inmate status in fiscal year 2005/06, to over 90% of Healing Lodge members on inmate status in fiscal year 2006/07 (see Figure 2 and Figure 3). Thus, overall, the O-Chi-Chak-Ko-Sipi Healing Lodge appears to be operating slightly under capacity.

Figure 2: Average Number of Residents Per Quarter (“Stock”) by Status



Note that the average number of residents was calculated by averaging the number of residents residing at the Healing Lodge for each day between May 3rd 2004 and March 31st 2007 over each fiscal quarter. Also note that a residents’ status change while staying at the Healing Lodge (e.g. change in status from Day Parole to Statutory Release while at the Healing Lodge) was captured and displayed in the above figure. Note that the first fiscal quarter of 2004 only has 57 days. The OHL began taking ETA visits on May 3rd and Full-Time Placements on June 18th. DR stands for Discretionary Release and includes Day Parole and Full-Parole placements.

Figure 3: Proportion of Residents Per Quarter (“Stock”) by Status



Note that the proportion of residents was calculated using the actual numbers from Figure 2 and converting them to a percentage based on Status.

Note that the first fiscal quarter of 2004 only has 57 days. The OHL began taking ETA visits on May 3rd and Full-Time Placements on June 18th. DR stands for Discretionary Release and includes Day Parole and Full-Parole placements.

In addition, it was also important to determine whether a pool of potential offenders existed for transfer to the Healing Lodge. According to the transfer criteria, offenders may be transferred to the Healing Lodge as inmates (generally minimum security) or while on release (conditional or statutory release). Therefore, the number of Aboriginal offenders that met these criteria residing in a minimum security CSC Federal Institution or on supervision in a Community Correctional Center (CCC)²⁷ in the Prairie Region for the last two fiscal years (2005/06; 2006/07) was reviewed to determine the potential pool of Healing Lodge candidates. A series of “snapshots”²⁸ of the offender population was taken during this period, and then

²⁷ There was a lack of available information pertaining to CRFs based on the snapshot data available for analysis. Therefore, the review of only offenders residing at CCCs in the region provides a somewhat conservative estimate of the number of offenders on release who might be eligible for residency at the Lodge.

²⁸ A series of Saturday snapshots of the CSC offender population had been taken by CSC Performance Management over the fiscal years 2005/06 and 2006/07 as part of an on-going data collection process to monitor various characteristics of the offender population. These available snapshots were utilized for the purposes of identifying “potential candidates” for the Healing Lodge over that time period.

averaged, to determine the average number of “potential candidates” on any given day during the specified time-frame (see Table 7).

There was an average of 159 minimum security Aboriginal inmates and 20 offenders on release residing in a CCC on any given day in the Prairie Region. If the view of potential candidates is narrowed further, to only those offenders residing in the province of Manitoba, there were a total of 25 Aboriginal inmates at Rockwood Institution and 10 offenders residing at Osborne CCC on any given day during the two year time frame. As such, an available population that meets the selection criteria for the Healing Lodge appears to exist. It should be noted, however, that transfer to the Healing Lodge is voluntary. Therefore, the absence of information confirming the willingness of potential candidates to transfer to the Healing Lodge limits the analyses regarding the true identification of “potential” transfers.

Table 7: Number of Aboriginal Offenders Potentially Eligible for Transfer to the Healing Lodge (2005/06, 2006/07)

Offender Status	Number of Potential Residents
Institutionalised	159
Bowden Institution	9
Drumheller – Annex	10
Grande Cache Institution	15
Grierson Institution	3
Pesakastew Centre	31
Riverbend Institution	34
Rockwood Institution	25
Willow Cree Healing Lodge	32
Supervision	20
Osborne CCC	10
Oskana CCC	10
Total	179

CSC and Healing Lodge staff was also asked whether they thought that the Healing Lodge was being used to maximum capacity. The majority of OHL staff (80%; 4/5) and approximately half of CSC staff members (54%; 7/13) perceived that the Healing Lodge was being utilized to its maximum capacity. When asked to comment further on this issue, some staff

members also suggested that the capacity of the Healing Lodge needed to be increased to utilize all 24 beds available at the Healing Lodge, rather than the current Agreement for only 18 beds. Furthermore, a few CSC staff members indicated that they perceived the Healing Lodge to be under-utilized or under-referred by CSC staff.

Staff and OHL members were not clearly asked why they thought that the Healing Lodge might be under-utilized. However, a few themes emerged throughout the interviews that might provide some indication as to why the Healing Lodge might not have been operating at full capacity. For example, a few staff and OHL members mentioned a lack of programming staff or staff training as an issue related to the ability to meet members' needs through programming at the Healing Lodge. Furthermore, the remote location of the Healing Lodge and the lack of access to an urban centre were discussed by a few respondents in terms of the impact on issues related to safety, offender health concerns, or family contacts.

In order to determine whether information regarding the Healing Lodge was being disseminated to CSC staff and offenders, CSC and OHL staff were asked about the advertising methods that had been utilized. Many staff members reported methods such as presentations, workshops, or orientation sessions provided by OHL staff as well as more informal means, such as information presented through meetings or conversations with individuals such as the OHL Liaison Officer, Aboriginal Community Development Officers (ACDO), or other CSC staff members. Other notification methods less commonly noted by interviewees included the distribution of OHL brochures and information distributed through CSC communication tools (e.g., "Gen-Communique" CSC emails, CSC's publication "Let's Talk", CSC Website).

A review of the Section 81 Agreement and the Protocol and Procedures document was conducted to determine procedures and requirements related to "advertising" and referral protocols for the OHL. Procedures and responsibilities of CSC and OHL staff related to referrals and application to the Healing Lodge are delineated within the Protocols and Procedures document. However, no formal procedures were outlined in either document regarding the responsibilities, methods, or time-frames for advertising of the Healing Lodge to CSC staff and offenders.

RECOMMENDATION (to Finding 1): *CSC and O-Chi-Chak-Ko-Sipi should review the Healing Lodge referral and admissions protocols on an annual basis to determine whether enhancements are required. Protocols and procedures related to advertising of the Healing Lodge to prospective members should be established, including at a minimum, guidelines regarding institutions where recruiting will occur, advertising methods/mechanisms, approximate time-frames for advertising activities, and the designation of person(s) responsible for advertisement.*

4.1.2 Effectiveness

The extent to which a policy, program, or initiative is meeting its planned results.

FINDING 2: The Healing Lodge provides culturally appropriate alternatives to incarceration within CSC institutions, particularly for Aboriginal offenders, while maintaining levels of reintegration that appear to be commensurate with that of the Prairie Region as a whole.

Releases

Of the members who had a full-time stay at the OHL, a small percentage of offenders (18%; 12/66) began their stay at the Healing Lodge on some type of release (day/full parole or statutory release). The remaining OHL members (82%; 54/66) began their stay at the Healing Lodge as inmates (i.e., transferred from a minimum or medium security facility). Approximately one-quarter of OHL full-time members (24%; 16/66) received their first release (discretionary or statutory) at some point during or at the end of their stay at the Healing Lodge. A similar percentage of OHL members (20%; 13/66) resided at the Healing Lodge for a period of time, returned to another CSC institution, and was eventually released from the CSC facility. Of the remaining residents who had a full-time stay at the Healing Lodge since May 2004, a little over one-third (38%; 25/66) had not yet been granted a release as of the cut-off date²⁹ for this evaluation.

²⁹ March 31, 2007

As one of the goals of the Healing Lodge is to assist members in their reintegration to the community, the number of discretionary releases granted during the time OHL members resided at the Healing Lodge was of interest. A total of 9 discretionary releases were granted to residents during their period of stay at the OHL. Among those who came to the Healing Lodge on Inmate Status, 5 were granted a day parole release and 2 were granted a full parole release. Among those who came to the Healing Lodge on Day Parole Status, 2 were granted a full parole during the period of their stay at the Healing Lodge.

Recidivism

Two categories of recidivism were reviewed: new offences and technical revocations.³⁰ Of the 41 OHL residents who were released,³¹ 8 (20%) were returned to Federal custody with a technical revocation, and 2 (5%) were returned to Federal custody with a new offence prior to the cut-off date for the current evaluation. Note, however, that the follow-up time for these offenders was quite short in some cases as many of them had only been recently released to the community.³²

The number of Healing Lodge members and the base rates for recidivism were too low to allow for reliable statistical comparative analyses (e.g., survival analysis to compare recidivism rates for OHL sample and matched comparison group). Therefore, in order to provide some comparative data, specific data for the OHL sample and the Prairie Region as a whole was extracted from OMS. Specifically, all Aboriginal offenders who had at least a one year release follow-up period available (i.e., had been released to the community prior to March 31, 2006) were selected to form sub-samples of the OHL population and the overall Prairie Region

³⁰ A technical revocation is a revocation for the violation of a condition of parole where no criminal incident occurred but the offender's risk to public safety was assessed as requiring the offender's return to a penitentiary.

³¹ These 41 offenders included those who had gone to the Lodge on release, been released during their stay at OHL, or released at some point following their stay at OHL.

³² Note that follow-up time on release was calculated using a cut-off date of March 31, 2007. If the offender arrived at the Healing Lodge on inmate-status, the start date for the follow-up period was the date on which an offender was first granted a discretionary or statutory release. For offenders who arrived at the Healing Lodge on release status (discretionary or statutory), the start date for the follow-up period was the day they arrived at the Healing Lodge. Based on these criteria, the average length of *available* follow-up time in the community following release (i.e., calculated as March 31, 2007 minus the start date for the follow-up period) was approximately 1 year, 3 months, with a range of approximately 2 months to 2 years 10 months.

population.³³ Finally, in order to ensure a similar opportunity for success or failure on release among both samples, the follow-up period was set at exactly one-year for the OHL and Prairie comparison groups.

Based on these criteria, there were 23 Aboriginal OHL members with a one-year follow-up period available. Of these, 6/23 (26%) were returned to CSC Federal custody on a technical revocation, with an average number of days on release prior to technical revocation of 248 days. With respect to re-offences, 1/23 (4%) of Aboriginal offenders were returned to Federal custody with a new offence within the one-year follow-up period. Recidivism rates for the OHL Aboriginal residents and the Prairie comparison group for the one-year follow-up period are shown in Table 8 (New Offences) and Table 9 (Technical Revocations). Note that the Tables depict overall recidivism rates and separate calculations by level of static intervention (risk) as determined as part of the Intake Assessment, since level of risk may be associated with recidivism.

Overall, the recidivism rates for OHL and Prairie Region offenders appeared to be somewhat comparable across the two groups. The percentage of offenders returned to Federal custody with a new offence within one year of their release was 4% for OHL residents and 26% for the Prairie Region. When data was broken-down by level of risk at intake to CSC institutions, similar findings were observed, in that fewer OHL residents were recorded as having a new offence than Prairie Region residents. With respect to technical revocations, the overall recidivism rate within the one-year follow-up period was 26% for OHL residents and 34% for the Prairie Region. However, rates presented by risk level at intake, provided a different picture for technical revocations. Specifically, the percentage of OHL residents who were returned to CSC institutions with a technical revocation was somewhat greater than the number of technical revocations for the Prairie Region for those offenders in the low and high risk groups.

³³ The overall Prairie sample was drawn from Aboriginal offenders within the same age range as the OHL members (18 to 49 years at intake) who had released to the Prairie Region during the same period as the OHL sample (May, 2004 to March, 2007).

Table 8: Recidivism Rates for Aboriginal Offenders for One-Year Follow-Up by Level of Risk - New Federal Offences

Offender Group	Overall Rate of New Federal Offences		Rate of New Federal Offences by Level of Static Intervention (Risk) at Intake					
			High Risk		Medium Risk		Low Risk	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
OHL Residents	1/23	4%	1/10	10%	0/5	0%	0/5	0%
Prairie Region	298/1,148	26%	154/594	26%	64/362	18%	7/73	10%

Table 9: Recidivism Rates for Aboriginal Offenders for One-Year Follow-Up by Level of Risk - Technical Revocations

Offender Group	Overall Rate of Technical Revocations		Rate of Technical Revocations by Level of Static Intervention (Risk) at Intake					
			High Risk		Medium Risk		Low Risk	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
OHL Residents	6/23	26%	4/10	40%	1/5	20%	1/3	33%
Prairie Region	385/1,148	34%	177/594	30%	99/362	27%	17/73	23%

Note that those offenders without available intake assessment data (i.e., risk levels) were included only in the overall rate calculations and omitted from risk-level specific analyses. Therefore, the number of offenders (and percentage rates) in High, Medium, and Low Risk groups will not add up to the total number/percentages reported for overall recidivism rates in the second column of the table.

Note, however, that these results should be interpreted with caution for several reasons. First, statistical analyses with matched comparison groups were not possible due to the small number of OHL residents and the low base rates for recidivism.³⁴ Therefore, these results are descriptive in nature and can only provide an indication that the recidivism rate appears to be at least similar to that of the Prairie Region as a whole. Furthermore, the follow-up period that was utilized (one year) was relatively short, and a different picture may have emerged given a longer time period of study. As such, these results are not conclusive, but do provide some preliminary indication of progress towards achieving results with respect to the reintegration of Aboriginal offenders into the community from the OHL.

³⁴ Specifically, matching on key variables such as age and sentence length was not conducted. In addition, the degree to which the overall Prairie Region sample had been exposed to various interventions, including Aboriginal specific interventions, was not known.

In order to gain further insight into the Healing Lodge's approach to reintegration, Healing Lodge members were asked if the Healing Lodge's approach to reintegration was different than other facilities in which they had resided. The majority (70%; 7/10) felt that the approach was different, primarily as a result of the non-institutionalized environment at the Healing Lodge (e.g., open, quiet atmosphere, free of bars/metal doors, fighting or gangs). The majority of members (80%; 8/10) also felt that their time at the Healing Lodge would help them upon their release to the community.

Community partners and staff members were also asked to comment on several aspects of member reintegration as it pertained to the Healing Lodge. Generally, the Healing Lodge's philosophy was viewed as contributing to offender reintegration, with none of the respondents indicating that this was not the case. Community partners and staff members were also asked, more specifically, to rate how successful the Healing Lodge was in contributing to offender reintegration. Among staff and community partners who responded, the majority (91%; 21/23) perceived the Healing Lodge to have been at least somewhat successful³⁵ in reintegrating offenders into the community. Furthermore, all staff and community partners who responded to this question believed that surrounding communities were at least as safe (55%; 12/22), if not more safe (45%; 10/22), than before the Healing Lodge existed.

FINDING 3: Although some programming has been offered to OHL members to address two criminogenic need areas in which the majority of members had significant needs (substance abuse, personal/emotional orientation), stakeholders suggested that more programming was required. The inclusion of Aboriginal appropriate programming and traditional teachings was perceived to have a positive impact on offenders' healing process.

All members indicated that they had participated in some type of programming or teachings at the Healing Lodge. The vast majority of members reported attending alcohol and drug addiction programs, the "In Search of Your Warrior" program, and participating in various Aboriginal ceremonies (e.g., Sweat Lodges, Sundances, pow-wows) and traditional Aboriginal

³⁵ The overall scale ranged from 1 "completely unsuccessful" to 5 "completely successful". "At least somewhat successful" in this context referred to those who rated reintegration success of "3" or higher on the 5-point scale (i.e., "somewhat", "mostly", or "completely" successful).

Teachings (e.g., tobacco ceremonies, feasts, medicine picking, grandfather picking). Other less commonly reported programming included work/vocational and educational programs, and traditional therapies with Elders (e.g., counselling).

Notably, just over half of members (60%; 6/10) indicated that the programming available at the Healing Lodge was sufficient to meet their needs. Depending on their degree of familiarity with the Healing Lodge and the programs offered there, not all OHL and CSC staff members felt that they were able to comment on this question. However, among those who did respond, all OHL staff (100%; 5/5;) and half of CSC staff (50%; 4/8) perceived that programming at the Healing Lodge was sufficient to meet members' needs. Among those who noted some deficiencies in programming needs, suggested areas for additional programming were relatively diverse, although a couple of programming/activity areas were mentioned by at least two respondents: sex offender/abuse programs, educational programming, and community activities (e.g., ETAs). The need for mental health services and psychological assessments were also mentioned by a few respondents. Overall, the diversity of interviewees' responses regarding the types of programs needed may simply reflect the diverse needs of the OHL member population.

Note that the two areas in which the majority of OHL members appeared to have the greatest need were substance abuse and the personal/emotional domain (see Table 5). Therefore, one of the key areas for programming would appear to be substance abuse, which the majority of OHL offenders reported having access to at the Lodge. In addition, many offenders reported participating in the "In Search of Your Warrior" program, which is designed to assist offenders with issues of violence and anger management. As such, this program provides an important mechanism to address issues in the personal/emotional area. Despite this, however, a few staff and OHL members did suggested that additional program delivery personnel or continued development for programming staff would assist in meeting the needs of OHL members at the Healing Lodge.

In addition to general programming at the Healing Lodge, all members and staff agreed that it was important for Healing Lodge members to have access to *Aboriginal-specific activities and programs*, and almost all Healing Lodge members (90%; 9/10) reported that participation in these programs and activities had a positive impact on their healing process. In fact, several CSC staff and an OHL member suggested that, in order to improve the Healing Lodge, the Aboriginal focus in programming should be increased. Staff and members indicated that access to

Aboriginal-specific activities and programs was important in order for members to learn about and reconnect with their culture and spirituality, for the opportunity to learn and heal in a culturally supportive environment, and for Aboriginal offenders to find a sense of common understanding and sense of purpose. Furthermore, when asked to describe what the Healing Lodge had provided to assist them upon release to the community, many residents indicated that Aboriginal specific teachings or programs (e.g., Aboriginal ceremonies; In Search of Your Warrior) as well as participation in addictions programs would help them to reintegrate into the community.

***RECOMMENDATION (to Finding 3):** The Correctional Plans of offenders identified for potential transfer to OHL should be structured so as to emphasize continuity of care from the CSC institution to the Healing Lodge environment, to ensure a link between the needs of offenders transferred to OHL and the types of programming available. The possibility of offering more programming at OHL to address a broader range of offender needs should be explored.*

FINDING 4: The O-Chi-Chak-Ko-Sipi Healing Lodge provides a generally safe environment for offenders and staff, although some concerns were reported regarding the accessibility of the Healing Lodge to unauthorized personnel.

CSC's Security Branch and the Incident Investigations Branch were contacted in order to determine whether any significant incidents had occurred or national investigations had been conducted at the Healing Lodge. No incidents or national investigations were recorded by either Branch during the period of operation of the OHL. In order to determine whether any offenders had been Unlawfully At Large (UAL) from the Healing Lodge, OMS data was reviewed to determine any suspension warrants issued between the start and end dates of offenders' residency at the Healing Lodge. One suspension warrant was issued and executed for one offender residing at the Healing Lodge; the member was UAL for one day.

CSC and OHL staff members were also asked whether outside assistance had been required to handle security incidents. Approximately half of staff who responded (60%; 3/5 of OHL staff; 44%; 4/9 of CSC staff) reported that outside assistance was available from the local

Royal Canadian Mounted Police (RCMP) detachment or from Stony Mountain Institution (correctional officers, drug-dog) if required. In general, interviewees noted that the local RCMP had been called in to assist a few times, primarily for the involuntary transfer of members from the Healing Lodge for various reasons (e.g., failed urinalysis). It was indicated that these calls were precautionary in nature, and conducted according to Healing Lodge protocols, rather than as a result of a direct crisis intervention. Interviewees also noted that staff from Stony Mountain (security or drug dog) could be contacted for support if needed.

Questions were also posed to stakeholders to determine their perceptions of the level of safety provided by the OHL. Interviewees were asked to rate the degree to which the Healing Lodge provided a safe and secure environment for: (1) Healing Lodge members, and (2) for Healing Lodge staff (“very”, “somewhat” or not very”). When asked about the degree of safety and security for Healing Lodge *members*, all interviewees who responded indicated that the Healing Lodge provided a somewhat or very safe environment for Healing Lodge members, with the majority of respondents suggesting that the environment was “very safe”. Specifically, all community partners (100%; 4/4), the majority of staff (86%; 6/7 of OHL staff; 75%; 4/16 of CSC staff), and the majority of residents (67%; 6/9) who responded indicated that the Healing Lodge provided a very safe and secure environment for Healing Lodge members. None of the respondents indicated that the environment of the Healing Lodge was not very safe and secure for members.

In addition, staff members were asked to comment upon the degree to which the OHL provided a safe and secure environment for *staff members*. None of the respondents perceived the Healing Lodge to be unsafe, with the majority of staff members indicating that staff were provided with a very safe and secure environment (86%; 6/7 of OHL staff; 67%; 8/12 of CSC staff).

Overall, staff and residents appeared to perceive the Healing Lodge to be a safe environment, with a few staff members even suggesting that the level of security at the Healing Lodge was actually too high for a Healing Lodge environment. However, some concerns were noted. For example, a few staff members noted that the lack of staff in certain key areas could potentially lead to difficulties (e.g., lack of psychological/psychiatric support, insufficient security staff or staff turnover). The remote location of the Healing Lodge and the isolation of

the Healing Lodge (e.g., for health care or security issues) was also noted as a concern by a few respondents.

One additional theme that was evident in the responses of several interviewees was related to the accessibility of the Healing Lodge to the community. Several respondents suggested that the accessibility of the Healing Lodge to the outside community might pose a risk to the Healing Lodge members themselves. It was reported that community members had attempted to gain unauthorized access to the Healing Lodge property in the past (e.g., local youth walking onto the grounds, unauthorized visitors trying to gain access). Staff indicated that some added security measures had been taken recently (e.g., security cameras) to address this issue.

***RECOMMENDATION (to Finding 4):** CSC and O-Chi-Chak-Ko-Sipi should conduct a joint review of Healing Lodge security procedures to ensure measures are sufficient to regulate unauthorized access to the Healing Lodge.*

4.2 Evaluation Objective 2: Cost-Effectiveness

Cost-effectiveness determines the relationship between the amount spent and the results achieved relative to alternative design and delivery approaches.

FINDING 5: The O-Chi-Chak-Ko-Sipi Healing Lodge is cost-effective, in that similar reintegration results are achieved at a lower cost than at alternate CSC facilities located in close proximity to the Healing Lodge.

The cost-effectiveness of providing care and custody for offenders at the OHL was determined by comparing the costs of the Healing Lodge to the cost of potential alternative placements for Healing Lodge members. In order to conduct these cost comparisons, Healing Lodge members were classified into one of three groups, based on their status during their placement at the Healing Lodge:

- Medium Security Inmates;
- Minimum Security Inmates; or,
- Offenders on Release (Day Parole, Full Parole, Statutory Release).

Results (reported earlier in this document) indicated that the vast majority of O-Chi-Chak-Ko-Sipi Healing Lodge members were transferred from institutions in Manitoba and released to Manitoban communities. Therefore, the assumption was made that alternative placement arrangements for Healing Lodge members, if the Healing Lodge was not available, would be in locations within or nearby the province of Manitoba. As the only medium and minimum security institutions in the province, Stony Mountain and Rockwood Institutions were utilized as alternate placement options for any medium and minimum security inmates transferred to the Healing Lodge. Possible alternative placements for offenders on release included CCCs or Community Residential Facilities (CRFs) in the Manitoba Region. The only CCC within Manitoba is Osborne CCC; thus, the cost of maintaining offenders at this CCC was utilized in cost comparisons.

Note that the options listed above do not provide for placement of Aboriginal offenders within a Healing Lodge environment. Thus, a scan of Healing Lodges in Canada was conducted to determine alternative Healing Lodge placements for O-Chi-Chak-Ko-Sipi members in or near Manitoba that would enable Healing Lodge members to remain relatively close to their home communities. The Healing Lodge closest to Manitoba that appeared to offer the best alternative placement for OHL members was the Willow Cree Healing Lodge operated by CSC in Saskatchewan. Based on these considerations, two possible alternative scenarios were deemed appropriate for cost-effectiveness analysis, in which the cost of various alternative placements for inmates (medium, minimum security) and offenders on release to OHL were investigated:

- Alternate Placement Scenario 1: Stony Mountain (medium), Rockwood (minimum), Osborne CCC (release); and,
- Alternate Placement Scenario 2: Stony Mountain (medium), Willow Cree Healing Lodge (minimum), Osborne CCC (release)

In order to conduct the cost comparisons, the average number of residents of various statuses (medium security, minimum security, and on release status) during the fiscal year 2005/06 was first calculated. The cost of maintaining offenders of those statuses at OHL and at the applicable alternative facilities was then calculated, first on a “*per offender*” basis, and then based on the total cost of maintaining *all Healing Lodge members* at alternate placement locations for the year 2005/06.

Cost Per Offender for Fiscal Year 2005/06

First, the total cost of maintaining an offender of various statuses at OHL and at the alternate placement locations (i.e., *cost per offender*) was calculated (see Table 10). For OHL, the total cost for the year was divided by the average number of offenders residing at the Healing Lodge during the year to obtain the total annual cost per offender (column 2). The total annual cost per offender for alternate placement locations was obtained from the COMO data. According to COMO data (column 4), the annual cost per offender was higher in the two CSC minimum security alternate placement locations selected for comparison purposes in this study (Rockwood, Willow Cree), than in the CSC medium security alternate placement location (Stony Mountain). When compared to OHL costs, it was less costly to maintain a *minimum* security inmate at OHL than at the potential alternate CSC placement locations (Rockwood, Willow Cree), but more costly to maintain a *medium* security inmate and an offender on release at OHL than at the alternate CSC placement locations (Stony Mountain, Osborne CCC).³⁶ Additional information regarding financial databases and cost comparisons can be found in Appendix 3.

Table 10: Average Cost Per Resident at OHL versus Alternate Placement Locations (2005/06)

Resident Type	Annual Cost per Resident in OHL	Possible Alternative Placement Location	Annual Cost Per Resident in the Alternative Placement Location (COMO)	Cost Difference per Resident
(1)	(2)	(3)	(4)	(5)=(4)-(2)
Medium Security Level	79,423	Stony Mountain	63,820	-15,603
Minimum Security Level	79,423	Rockwood	110,377	30,954
		Willow Cree	119,384	39,961
Day Parole, Full Parole and Statutory Release Status	79,423	Osborne	34,651	-44,772

Notes: The cost in column (2) was determined by taking the Total Cost of Maintaining Residents at the Healing Lodge divided by the total average number of offenders at the Healing Lodge during 2005/06 (N = 14.1). Note that

³⁶ Note that an alternative residential option for offenders on release would be a Community Residential Facility (CRF) in the Prairie Region. Estimated costs of maintaining offenders in a CRF were obtained from “National Unit Costs 2005-2006” provided by the Community Reintegration Division. According to this document, the average cost per diem in CRFs with a 15 bed capacity is \$30,379 per resident per year. This cost is slightly lower than that of the CCC and would result in an average cost difference of \$49,044 per year per resident on release (rather than average cost difference of \$44,772 per release resident per year calculated based on the CCC costs).

two additional costs for OHL residents are paid for by CSC: psychological assessments and medical costs. In order to ensure comparability of cost data, medical costs for OHL members were obtained and added to total CSC contributions to OHL (reflected in totals in column 2). Since psychological assessment/mental health costs for OHL residents were unavailable for 2005/06, the cost of psychological/mental health services at CSC institutions was obtained from IMRS and subtracted from the overall COMO costs on a per offender basis. Therefore, total costs per offender from COMO in column 4 reflect the total COMO costs minus the cost of psychological/mental health services.

Total Cost for All Residents for Fiscal Year 2005/06

Second, the *total cost of maintaining all residents* at the Healing Lodge versus alternate placement locations for the fiscal year 2005/06 was determined. This cost was calculated by multiplying the total cost per offender by the total number of offenders (of various statuses) and adding total costs of various statuses together to obtain a total cost for all residents for the year. The cost for the Alternate Placement Scenarios 1 and 2 are shown in Table 11 and Table 12, respectively. Overall, placement of an average of 14 offenders³⁷ at the Healing Lodge for the fiscal year 2005/06 resulted in estimated cost savings of \$200,000 annually for the first alternative placement option and approximately \$300,000 annually for the second alternative placement option.

³⁷ Note that O-Chi-Chak-Ko-Sipi Healing Lodge also supports short ETA visits to the Lodge. The cost of these visits was included in the total cost of operating the Healing Lodge for the cost-effectiveness analyses. Therefore, the overall cost per offender by various statuses may have been slightly over-estimated in these analyses. However, it was perceived that the ETA visits represented an ongoing cost for CSC with respect to the operation of the Healing Lodge. Furthermore, the objective of the ETA visits was often to provide offenders and OHL staff with an opportunity to determine whether the Healing Lodge environment would be a good “fit” for the prospective client, and as such was treated as a necessary cost of maintaining offenders within the O-Chi-Chak-Ko-Sipi environment for these cost-effectiveness analyses.

Table 11: Total Cost of Maintaining All Residents at OHL versus Alternate Placement Locations (2005/06) - Alternate Placement Scenario 1 - Stony Mountain, Rockwood, Osborne

Resident Type	Average # of Residents at OHL	Total Cost of Maintaining Residents at the Healing Lodge	Total Cost of Maintaining those Residents at Other CSC Facilities (Rockwood = min)	Total Cost Difference
	(6)	(7)= (6)*(2)	(8)= (6)*(4)	(9)=(8)-(7)
Medium Security Level	0.4	31,769	25,528	-6,241
Minimum Security Level	11	873,653	1,214,152	340,499
Day Parole, Full Parole and Statutory Release Status	2.7	214,442	93,559	-120,884
Total	14.1	1,119,864	1,333,238	213,374

Table 12: Total Cost of Maintaining All Residents at OHL versus Alternate Placement Locations (2005/06) - Alternate Placement Scenario 2 - Stony Mountain, Willow-Cree, Osborne

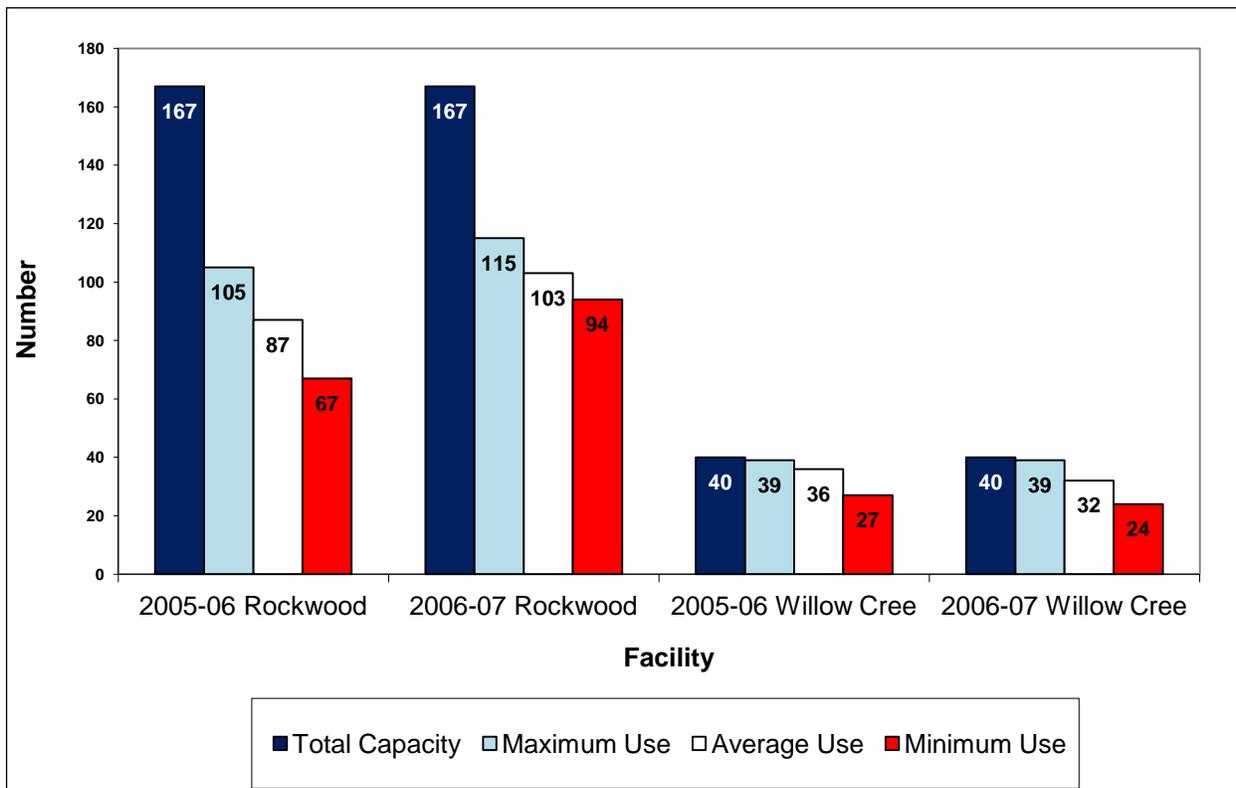
Resident Type	Average # of Residents at OHL	Total Cost of Maintaining Residents at the Healing Lodge	Total Cost of Maintaining those Residents at Other CSC Facilities (Willow-Cree = min)	Total Cost Difference
	(6)	(7)= (6)*(2)	(8)= (6)*(4)	(9)=(8)-(7)
Medium Security Level	0.4	31,769	25,528	-6,241
Minimum Security Level	11	873,653	1,313,222	439,569
Day Parole, Full Parole and Statutory Release Status	2.7	214,442	93,559	-120,884
Total	14.1	1,119,864	1,432,308	312,444

Notes: For column (6), average number of medium security residents (0.4) + average number minimum security residents (11) + average number of residents on release (2.7) = 14.1. COMO costs are determined based on average numbers of residents in each institution/residence on every Tuesday during the fiscal year. To be consistent, average number of residents at OHL was calculated in the same manner for the purposes of these analyses (based on counts for each status – medium security, minimum security, on release - every Tuesday during 2005/06). Inmates on ETAs to the O-Chi-Chak-Ko-Sipi Healing Lodge were not included in this cost analysis. See Appendix 3 for further description of data sources and calculations for the cost-effectiveness analyses.

Offender Capacity at Alternate Placement Locations

In order to determine whether these alternate placement options were realistic, even given their higher cost, the available capacity at several alternate placement locations was investigated. Specifically, since most of the residents at the Healing Lodge were of minimum security status, the capacity and average resident population at the two minimum security institutions was explored (see Figure 4 for average population and capacity numbers for 2005/06 and 2006/07). Overall, Rockwood was operating significantly under capacity (average of 87/167 offenders in 2005/06), and thus appeared to be capable of accommodating the additional 11 minimum security offenders who were at the Healing Lodge in 2005/06. Willow Cree Healing Lodge was operating slightly under capacity (average of 36/40 offenders in 2005/06) and appeared to be capable of supporting some, but not all, of the members who resided at the Healing Lodge. Similar capacity numbers were observed for Rockwood and Willow Cree in 2006/07.

Figure 4: Total Available Bed Capacity and Actual Bed Usage - Rockwood Institution and Willow Cree Healing Lodge (2005/06, 2006/07)



Data source: Weekly Accommodation Reports, http://infonet-pra/policy_planning/policy_planning_home.asp

Given the cost of maintaining offenders at the Healing Lodge and the level of reintegration that appears comparable to overall rates for the Prairie Region as a whole, the OHL provides a cost-effective alternative for the care and custody of Aboriginal offenders in the Prairie Region. This would appear to be particularly true with respect to the placement of minimum security inmates at the Healing Lodge. Although other placement options do exist for minimum security inmates, the cost of maintaining these inmates at the Healing Lodge was less than the cost of maintaining them at of Rockwood or Willow Cree. Given that the average Willow Cree bed usage was relatively near capacity for the two fiscal years assessed, the OHL appears to be the only Healing Lodge environment in or near Manitoba capable of providing accommodation for a significant number of Aboriginal offenders.

4.3 Evaluation Objective 3: Implementation

The extent to which the policy, program, or initiative is organized or delivered in such a way that goals and objectives can be achieved. This involves appropriate and logical linkages between activities, outputs, outcomes and long-term outcomes.

FINDING 6: There are gaps in CSC’s Offender Management System (OMS) in several areas including: the historical movement of inmates and offenders to and from the O-Chi-Chak-Ko-Sipi Healing Lodge, offender incidents, program information, temporary absences, and work releases from the Healing Lodge.

According to the *Protocol and Procedures for Admission and Transfer of Inmates and Offenders between OHL and CSC* document, the entry of member accommodation records into OMS is to be completed by the Healing Lodge. Furthermore, it is the responsibility of the Healing Lodge’s Case Manager to complete a monthly report summarizing all movement of offenders/inmates to and from the Healing Lodge, including transfers and conditional releases to and from the Healing Lodge (arrival and departure dates and bed days utilized by each offender/inmate). This report is to be sent to the District Director, Manitoba/Northwestern Ontario District.

A comparison of resident information drawn from CSC's OMS transfer and movement screens and the OHL's Quarterly Financial Reports revealed the existence of gaps in OMS data. Specifically, residency dates in the Quarterly Financial Reports (commencement and termination) were not always available or congruent with information in OMS transfer and movement screens for those transferred to the Healing Lodge. Thus, the Healing Lodge's Quarterly Financial Reports were utilized to identify entry and exit dates to the Healing Lodge in order to create a historical database of the Healing Lodge's residents.

A review of OMS records was also conducted to determine the number of incidents recorded during the time that offenders resided at the Healing Lodge, as well as the number of Temporary Absences (TA) and any programming recorded. Despite the fact that some interviewees had suggested that there may have been at least a few incidents with Healing Lodge members (e.g., failed urinalyses), no incidents were recorded in the OMS incidents screen. Similarly, although OHL members reported participating in numerous programs and community activities; information regarding these activities from OHL was not recorded in the programming and TA screens.³⁸

Staff members were also asked to comment on CSC's and OHL's adherence to policies and procedures related to the collection/recording and sharing of information as per the Section 81 Agreement. In general, the overall perception of CSC's adherence to the Section 81 Agreement was positive, with the majority of CSC and OHL staff indicating that collecting/recording of information (94%; 16/18) and sharing of offender-related information was good to excellent.³⁹ With respect to OHL's adherence to the Section 81 Agreement, only about half of staff respondents perceived OHL's adherence to be within the same range (good to excellent) for collecting/recording of information (50%; 11/22) and sharing of information (57%; 12/21). When asked to elaborate, overall, several CSC staff suggested that paperwork and OMS records were insufficient or inconsistent. Some specific areas which they reported that records were insufficient were TAs and programs. Furthermore, when asked to describe the clarity of guidelines, roles, and responsibilities outlined in the Section 81 Agreement, several CSC staff

³⁸ Note that it is possible that information related to transfers, incidents, programming and TAs at the Healing Lodge were recorded in other "text" documents within OMS (e.g., casework records). However, it was not possible to do a search of the OMS text documents within the context of the current evaluation due to the lengthy amount of time required to search for and review these text documents.

³⁹ This reflected ratings of: 3 – "good", 4 – "very good", or 5 – "excellent" on the 5-point scale for this question.

members suggested a need to clarify responsibilities for completing casework documents and paperwork. However, it should be noted that a few staff members did indicate that OMS records were completed in some screens (e.g., casework records, memos to file), and several CSC staff suggested that the quality and extent of verbal communications with the Healing Lodge was good and much better than written communications.

RECOMMENDATION (to Finding 6): *CSC and O-Chi-Chak-Ko-Sipi should ensure that guidelines and accountabilities regarding record keeping are clear and that procedures are followed regarding the completion and entry of resident information into the Offender Management System.*

FINDING 7: The transfer of offenders to the Healing Lodge has not always been consistent with the criteria in the Section 81 Agreement.

According to CSC policy (2007a, s.78b), offenders must meet the following criteria to transfer to a Section 81 facility: be able to be classified as minimum-security, or in rare cases, be classified as medium security. Similarly, the Protocol and Procedures document⁴⁰ for the Healing Lodge indicates that the Healing Lodge will *normally* accept inmates who are of minimum-security classification. A review of data regarding the security level of inmates at the Healing Lodge since May 2004, indicated that the majority of inmates at the Healing Lodge were minimum security (89%; 50/56), and the remaining inmates were medium security (11%; 6/56) at the time of transfer to the Healing Lodge.⁴¹

Additional criteria are identified in the Section 81 Agreement, indicating that Federal inmates must meet the following criteria prior to transfer to the OHL:

⁴⁰ Protocol and Procedures for Admission and Transfer of Inmates and Offenders Between O-Chi-Chak-Ko-Sipi Healing Lodge Treaty No. 2 and Correctional Service of Canada

⁴¹ Note that the general application/review process for OHL members (including medium security offenders) consists of an extensive review of offenders' files by OHL personnel (OHL membership liaison officer, OHL membership committee) and CSC personnel (institutional staff, RHQ – Prairies Reintegration Division staff and Regional Transfer Officer, RHQ – Prairies Aboriginal Initiatives Division). Files are reviewed for a variety of information, including an appraisal of such factors as security level, program/cultural participation, case management reports, institutional incidents, urinalysis tests, security intelligence reports, and reintegration potential in order to assess risk to the OHL community and risk to public safety in general. Following the review, this information and a recommendation are sent to the Assistant Deputy Commissioner Institutional Operations for final decision.

- Present a low probability of escape;
- Present a low risk to the safety of the public in the event of escape; and,
- Present a conduct requiring only a low degree of supervision and control of the inmate's activities within the Healing Lodge setting.

The criteria for attaining a minimum security placement as per the Corrections and Conditional Release Regulations (CCRR, 1992, s.18c) are essentially the same, indicating an offender will be classified as minimum security where the inmate is assessed by the Service as:

- Presenting a low probability of escape and a low risk to the safety of the public in the event of escape; and,
- Requiring a low degree of supervision and control within the penitentiary.

Several OMS documents (e.g., Assessments for Decision and Decision Reviews) were reviewed to determine the degree of risk presented by the 6 medium offenders who were transferred to the Healing Lodge. All 6 medium security inmates were rated as “low” on escape risk and institutional adjustment. However, 5/6 medium security HL members were rated as moderate with respect to risk to public safety during the most recent security classification prior to transfer to the Healing Lodge. Note that a low risk to public safety is one of the criteria that inmates must meet in order to be transferred to the Healing Lodge as per the Section 81 Agreement between CSC and the O-Chi-Chak-Ko-Sipi First Nation.

During the interviews, staff members were also asked about their perceptions of the transfer process in general. They were asked to rate, on a scale from one (poor) to five (excellent), the extent to which the offender transfer process, as detailed in the Section 81 Agreement, was adhered to by the Healing Lodge and by CSC. Overall, the majority of staff appeared to perceive CSC's (82%; 18/22) and OHL's (84%; 16/19) adherence to the transfer process to be good to excellent.⁴² A few concerns were also noted, however. For example, some Healing Lodge staff did suggest that CSC staff sometimes recommended the transfer offenders that were not suitable for the Healing Lodge environment. In addition, one of the areas highlighted by CSC staff as requiring greater clarification was the transfer policy (e.g., steps

⁴² This reflected ratings of: 3 – “good”, 4 – “very good”, or 5 – “excellent” on the 5-point scale for this question.

involved in the transfer, responsibility for physical transportation of inmates). Some issues were also raised with respect to adherence to the transfer process, particularly regarding transfers from OHL back to CSC institutions, with several respondents suggesting that information such as notification of when and why transfers were occurring was limited or inconsistent.

RECOMMENDATION (to Finding 7): *CSC and O-Chi-Chak-Ko-Sipi should ensure that transfers to the Healing Lodge are conducted in accordance with the criteria identified in the Section 81 Agreement.*

FINDING 8: The Healing Lodge has developed several links to the surrounding community, resulting in reported benefits for Healing Lodge members. However, some respondents reported a need to enhance access to community and family support.

The degree and quality of relationships between members OHL staff and the wider community were assessed to determine the linkages formed with community organizations or individuals. First, OHL staff, Healing Lodge members, and community partners were asked whether they considered the environment at the Healing Lodge to be “very”, “somewhat”, or “not very” supportive for Healing Lodge members. All but one of the respondents (a Healing Lodge resident) indicated that the environment at the Healing Lodge was at least “somewhat” supportive, with approximately half (55%; 17/31) reporting that members were provided a “very supportive” environment (75%; 3/4 of community partners; 60%; 12/20 of staff; and 29%; 2/7 of Healing Lodge residents).

Community Linkages

One way in which Healing Lodge members may be provided with support is through links to family and community. O-Chi-Chak-Ko-Sipi staff members were asked to describe any activities initiated by OHL that were designed to educate and/or engage the O-Chi-Chak-Ko-Sipi First Nation and its surrounding community. A few CSC staff suggested that somewhat formal means of community education/engagement had taken place, in the form of “town-hall” meetings and presentations to community groups/members. However, OHL staff and community partners most commonly suggested that community education/engagement occurred when

Healing Lodge members and community members worked/participated in various activities together, such as Healing Lodge members working or volunteering for community events (e.g., Sundance Ceremonies, Pow-Wows), or in community businesses (e.g., restaurants, farms, carpentry).

Staff members were asked to list institutional/community-based partners or other Aboriginal programs/initiatives in which they worked in partnership. Responses included: CSC institutions/offices (e.g., Stony Mountain, Rockwood; Winnipeg and Brandon Parole Offices), First Nations communities (e.g., O-Chi-Chak-Ko-Sipi, Ebb & Flow) as well as other local community organizations (e.g., Alcoholics Anonymous [AA], RCMP, Health Care Facilities). When asked which community agencies they had been referred to, OHL members reported referrals/access to AA in the local community, as well as activities in which they participated in local First Nations communities (O-Chi-Chak-Ko-Sipi First Nation, Ebb & Flow). It is noteworthy that several Healing Lodge residents suggested that access to these community agencies helped them to build contacts or social support networks.

However, it is important to note that one of the themes that emerged in response to several questions throughout the report was a desire for greater access to community or family support. For instance, some Healing Lodge members indicated that there was a lack of community ETAs (or that ETAs were not recorded in OMS), and some perceived an extended wait in receiving approval of lists of family members/friends for phone calls or visits. This theme was also evident when OHL members were asked whether the Healing Lodge was meeting their overall needs and expectations; several OHL members suggested that there was insufficient access to community activities (e.g., Pow-wows, Sweats). Finally, several Healing Lodge members and staff provided some suggestions for improvement to the Healing Lodge related to issues of access to family and community, such as a suggestion to increase reintegration activities (e.g., community activities, TAs) and to facilitate more contact with family members.

RECOMMENDATION (to Finding 8): *Given the remote location of the Healing Lodge, CSC and O-Chi-Chak-Ko-Sipi should explore alternative options for promoting family and community contact and establish criteria for approving phone contacts and visitors lists for residents.*

FINDING 9: The Healing Lodge had an overall staff-to-resident ratio commensurate with other similar sized/functioning facilities; however, there was a reported need for on-going OHL staff development and capacity building. A need was also reported for greater access to personnel and services in specific areas related to CSC responsibilities as per the Agreement (e.g., psychological services, preparation of reports for National Parole Board Hearings).

The staff to resident ratio at OHL was compared to that of other facilities with similar inmate populations within the Prairie Region (Table 13). The staff-resident ratio for the OHL was 1.2 staff per 1 resident. Note that the staff-resident ratio for OHL was higher than the staff-resident ratio for the Community Residential Centre (CRC) and the CCCs (ranging from 0.3-0.5 staff per 1 resident). However, the staff-resident ratio for OHL was more comparable to that of other minimum security institutions within the Prairie Region (ranging from 0.8-1.3 staff per 1 resident), particularly the Healing Lodges and other minimum security facilities with smaller resident populations (e.g., Grierson, Willow Cree, Pe Sakastew). Given that the population of OHL is primarily minimum security residents, the overall staff-resident ratio for OHL appeared to be reasonable.

Table 13: Staff - Resident Ratio for OHL and Other Selected Facilities (2005/06)

	OHL ^a	CRC (15 beds) ^b	CCC ^c				Minimum ^c		
			Osborne	Oskana	Grierson	Willow Cree	Pe Sakastew	Riverbend	Rockwood
# Staff	16.3	6.75	7.0	7.5	25.9	46.7	43.3	64.3	66.5
# Residents	14.0	15	25.8	16.0	25.7	35.5	37.2	82.3	83.4
Staff / Resident Ratio	1.2:1	0.5 : 1	0.3 : 1	0.5 : 1	1 : 1	1.3 : 1	1.2 : 1	0.8 : 1	0.8 : 1

Notes: ^a During the fiscal year 2005/06, residents at O-Chi-Chak-Ko-Sipi Healing Lodge were primarily inmates, with some day parolees, full parolees, and offenders on statutory releases (on average of 0.4 medium, 11 minimum, 1.6 DP, 0.5 FP, and 0.6 SR). Number of staff for O-Chi-Chak-Ko-Sipi was calculated based on actual number of staff reported in OHL's Quarterly Reports during 2005/06. Number of residents was calculated using weekly Tuesday, midnight inmate counts. ^b Information from CRCs was obtained from "National Unit Costs" 2005-2006 provided by Community Reintegration Operations. Number of staff was based on CSC's budget standard for CRCs with 15 beds capacity. As such, this does not represent the ACTUAL number of staff at the CRFs, but the national standard (i.e., expected number of staff). ^c Information regarding from CCCs (offenders counts only) and minimum institutions (staff and offenders) were obtained from "National Capital Accommodation and Operations Plan 2006-07" provided by Strategic and Operational Planning Branch. Number of staff represents actual number of FTEs in 2005/06, and number of residents was calculated using weekly Tuesday, midnight inmate/offender counts. Number of staff from CCCs was obtained from the Human Resources Sector.

In addition to the overall staff to resident ratio, several specific areas related to staffing were addressed or raised as part of the interview process, including: staffing and development needs in specific positions/skill areas, approachability of staff, and support for release preparation.

Staffing and development needs: Staff members of both the OHL and CSC were asked whether the Healing Lodge was appropriately staffed to deal with issues that might arise in a facility of this nature. The majority of respondents (69%; 11/16) felt that it was. However, some respondents indicated that there were specific positions or skill areas where additional support might be needed in order to deal with issues that might arise, or to facilitate the timely release of members to the community. Among CSC staff respondents, one of the more commonly mentioned areas of need for additional staff was in the mental health/psychological realm. From the perspective of both CSC and OHL staff, additional case management staff or parole officers, as well as additional program facilitators were required. Some OHL staff reported the need for additional personnel to meet security needs, and to facilitate access to community activities/TAs for members. Thus, the ability to locate, hire, and maintain staff was raised as an issue. The need to increase staff wages or allowances was also mentioned by a few OHL staff members, and might potentially be one of the reasons for staff turnover at the Healing Lodge.

OHL members were also asked about the nature and degree of training they had received. The vast majority of Healing Lodge staff (83%; 5/6) reported receiving training from CSC, most commonly a 2-week in-house training session at Stony Mountain Institution. Some OHL staff reported participating in training/information sessions given by OHL (67%; 4/6), including an orientation program/session, and OHL policies/procedures training. A number of CSC staff highlighted the need for continued staff development and capacity building in order to maintain the required staff and services at the Healing Lodge.

Approachability of Staff: Healing Lodge members were asked to describe the approachability of Healing Lodge staff when advice or information was sought. The majority of Healing Lodge members (75%; 6/8) found OHL security staff to be “very approachable”. Elder and program staff at the Healing Lodge were largely seen to be “very approachable” by those who responded

(57%; 4/7). About half of Healing Lodge members (44%; 4/9) reported that case management and administrative staff were “very approachable”.

Support for Release Preparation: One of the key areas in which Healing Lodge members must be provided with support is in preparation for release to the community. Over the course of interviews with key respondents, issues were raised regarding the case management process at OHL, related primarily to the ability to complete documents required for NPB hearings in a timely fashion. When asked if they had any suggestions for improvement with respect to the Healing Lodge and the Section 81 Agreement, both CSC staff and offenders suggested that the capacity to prepare quality/timely casework documentation needed to be enhanced. At several points throughout the interview, several offenders also reported that there was insufficient access to case management/parole officer support, and that insufficient case preparation for release negatively impacted on the ability of the Healing Lodge to meet their overall needs and expectations. Furthermore, when asked how clearly the guidelines, roles, and responsibilities were outlined in the Section 81 Agreement, the most common area noted by CSC staff as requiring clarification was that of the roles/responsibilities related to the completion of paperwork and casework documentation.

CSC policy documents and the Section 81 Agreement were reviewed to determine requirements and roles/responsibilities for the preparation of casework documentation for release. First, according to CSC policy (2007b), case preparation for NPB decisions should begin five to six months prior to the eligibility/review date.⁴³ Responsibility for ensuring the timely completion of all case preparation is generally shared between parole officers and primary workers assigned to the case. In addition, psychological assessments may be required as part of the pre-release process under certain conditions specified in the Commissioner’s Directive.

According to the current Section 81 Agreement between O-Chi-Chak-Ko-Sipi and CSC, the responsibility for the gathering of information and preparation of casework documentation in preparation of NPB hearings is shared between CSC and OHL. Specifically, it is the responsibility of CSC, in consultation with the Healing Lodge staff, to prepare the necessary

⁴³ The exception to this is for Detention Reviews in which case preparation should begin 11 months prior to the review date.

reports required for presentation to NPB. However, it is the responsibility of the Director of Operations to provide information contained in the official files.

In order to explore the current capacity to prepare OHL members for NPB hearings, the number of adjournments, postponements, and waivers for day and full parole hearings during the time that OHL residents resided at the Healing Lodge were reviewed in comparison to benchmark data for the Prairie Region as a whole. The data related to the number of full-parole hearings for OHL versus Prairies appears to be particularly disparate. Specifically, the overall percentage of full parole hearings that were adjourned, postponed, or waived was 73% during the period of time that offenders were residing at OHL versus 49% for the Prairie Region as a whole during the fiscal year 2006/07 (see Table 14). Similar results appear for the previous fiscal year.

Table 14: Day and Full Parole Adjournments, Postponements, and Waivers for OHL Members and Prairie Region (2005/06, 2006/07)

	Day Parole		Full Parole	
	Prairie (N = 2,243)	OHL (N = 4)	Prairie (N = 2,586)	OHL (N = 11)
2006/07				
Adjourned	5%	0%	4%	0%
Postponed	12%	25%	13 %	55%
Waived	0%	0%	32%	18%
Total Adjourned, Postponed, Waived	17%	25%	49%	73%
Other	83%	75%	51%	27%
Total	100%	100%	100%	100%
<hr/>				
	Day Parole		Full Parole	
	Prairie (N = 2,083)	OHL (N = 8)	Prairie (N = 2, 439)	OHL (N = 19)
2005/06				
Adjourned	5%	12%	4%	16%
Postponed	12%	0%	11%	26%
Waived	0%	0%	32%	26%
Total Adjourned, Postponed, Waived	17%	12%	47%	68%
Other	83%	88%	53%	32%
Total	100%	100%	100%	100%

Note 1: OHL data includes only adjournments, postponements, and waivers that occurred during the time period that offenders' were at OHL.

Note 2: Prairie Region figures include total Regional data including ALL adjournments, postponements, and waivers (i.e., including any that occurred during offenders' stays at OHL).

Note 3: "Other" decision status in this category include: application withdrawn, application rejected, decision advanced, decision record, pending decision, recalculation, rescheduled.

Source: CJIL Data Warehouse - 2007-04-08

Note that these findings should be interpreted with caution for two reasons. First, the numbers were insufficient to permit statistical analyses of significant differences between the two groups. Second, adjournments, postponements, and waivers can occur for many reasons.⁴⁴ Thus, these findings cannot be directly attributed to staff and member reports regarding insufficient preparation of casework documentation for parole hearings. However, the findings presented above require attention and appropriate action in order to address issues related to the preparation of casework documentation.

RECOMMENDATION (to Finding 9): (a) CSC and O-Chi-Chak-Ko-Sipi should establish and implement a strategy for OHL staff development and capacity building. (b) CSC should establish a strategy to provide enhanced access to services related to CSC responsibilities as per the Agreement (e.g., preparation of reports for National Parole Board Hearings, psychological services/assessments).

4.4 Evaluation Objective 4: Unintended Outcomes

Unintended outcomes are areas wherein the policy, program, or initiative created or encountered any positive or negative effects that were not expected.

FINDING 10: The O-Chi-Chak-Ko-Sipi Healing Lodge provides benefits to the O-Chi-Chak-Ko-Sipi First Nation and surrounding community, including the provision of community services and employment for members of nearby communities.

Interviewees were asked if they perceived any benefits for the O-Chi-Chak-Ko-Sipi First Nation and surrounding community as a result of the establishment of the Healing Lodge. One of the most common benefits for community members identified by staff, Healing Lodge members, and community partners was that the Healing Lodge was a source of employment for community

⁴⁴ An adjournment is a temporary suspension of the review (e.g., NPB may adjourn a review to obtain further information or to allow additional time to render a decision). A waiver represents a written declaration by an offender advising NPB that the offender does not want a hearing. A postponement is a delay of a hearing, usually at the request of the offender, anytime before it begins. Information obtained from the *National Parole Board Policy Manual* (2007)

members. Economic and financial benefits were noted for the First Nations community (e.g., lease payments paid to the O-Chi-Chak-Ko-Sipi First Nation for the Healing Lodge) and for the surrounding community (e.g., through purchase of services and supplies necessary to operate the Healing Lodge). In addition, it was observed that members provided essential services for the community through work or volunteer activities. Other, less tangible, benefits reported for community members included the sense of community pride and accomplishment that comes with helping members to heal and the opportunity to gain greater awareness of offenders and correctional issues in general.

4.5 Evaluation Objective 5: Continued Relevancy

The extent to which a policy, program or initiative remains consistent with departmental and government-wide priorities, and realistically addresses an actual need.

FINDING 11: There is a clear link between the goals and objectives of the O-Chi-Chak-Ko-Sipi Healing Lodge and Aboriginal reintegration.

The OHL Section 81 Agreement is consistent with CSC departmental priorities. The mission of the CSC is to contribute to public safety by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control. One of CSC's identified strategic priorities for 2006-2007 is to facilitate the safe transition of offenders into the community and enhance capacities to provide effective interventions for First Nations, Métis and Inuit offenders (CSC, 2006a). As such, there is a legitimate role for government in pursuing agreements of this nature, as they are consistent with CSC's Mission Statement and the Service's identified strategic priorities.

In line with these objectives, the Aboriginal Corrections Continuum of Care (CSC, 2006b) presents a strategic plan for Aboriginal corrections, recognizing that Aboriginal communities must be involved in supporting Aboriginal offenders during their healing journey and reintegration, by providing a link to their history, culture, and spirituality. By integrating Aboriginal culture and spirituality within CSC operations, the Continuum encourages Aboriginal offenders to bridge the disconnect with their culture and communities, and engages Aboriginal communities to receive offenders back into their communities and support their reintegration.

One of the key objectives of the *Strategic Plan for Aboriginal Corrections* is to enhance collaboration by engaging Aboriginal communities in the further development and implementation of new programs and approaches that will contribute to safe and healthy communities. Consistent with this objective, one of the mechanisms identified to assist in the implementation of this continuum of care is the development of minimum security Healing Lodges that offer culturally appropriate services and programs in an environment that incorporates Aboriginal peoples' values, traditions, and beliefs. Thus the Section 81 Agreement between the OHL and CSC for the provision of care and custody for Aboriginal offenders meets one of the key objectives of CSC's *Strategic Plan for Aboriginal Corrections* as it provides a mechanism for implementing the Aboriginal Continuum of Care.

Responses to interview questions supported the relevance of the Healing Lodge in contributing to the attainment of correctional objectives for Aboriginal offenders. When asked to describe the purpose of the OHL, the most common responses among staff, OHL members, and community partners included: getting back to, or in touch with, Aboriginal culture and spirituality, the facilitation of healing or the healing journey, and reintegration into family and community. Other goals noted by a few staff and members included the ability to address criminogenic needs and to better understand or "find" one's self and a sense of purpose. Similarly, when asked why they had chosen to come to the Healing Lodge, the majority of residents stated that the opportunity to learn about Aboriginal culture and spirituality, to assist them to reintegrate to the community, and to experience the healing journey were key elements in influencing their decision to come to the Healing Lodge.

Interviewees' expectations regarding the purpose of the Healing Lodge appeared to be confirmed by the benefits they perceived for Healing Lodge members. When asked to describe the main benefits of the Healing Lodge for members, there was consensus regarding noted benefits in the areas of education in Aboriginal culture and spirituality, reintegration to communities and the experience of healing. The non-institutionalized atmosphere provided by the Healing Lodge was perceived to be a benefit by almost half of CSC staff members, suggesting that CSC staff perceived the Healing Lodge to provide a distinct atmosphere that was favourable for members. Other less commonly noted responses included the opportunity to address criminogenic needs, develop living skills, and to "find" (or better understand) one's self at the Healing Lodge.

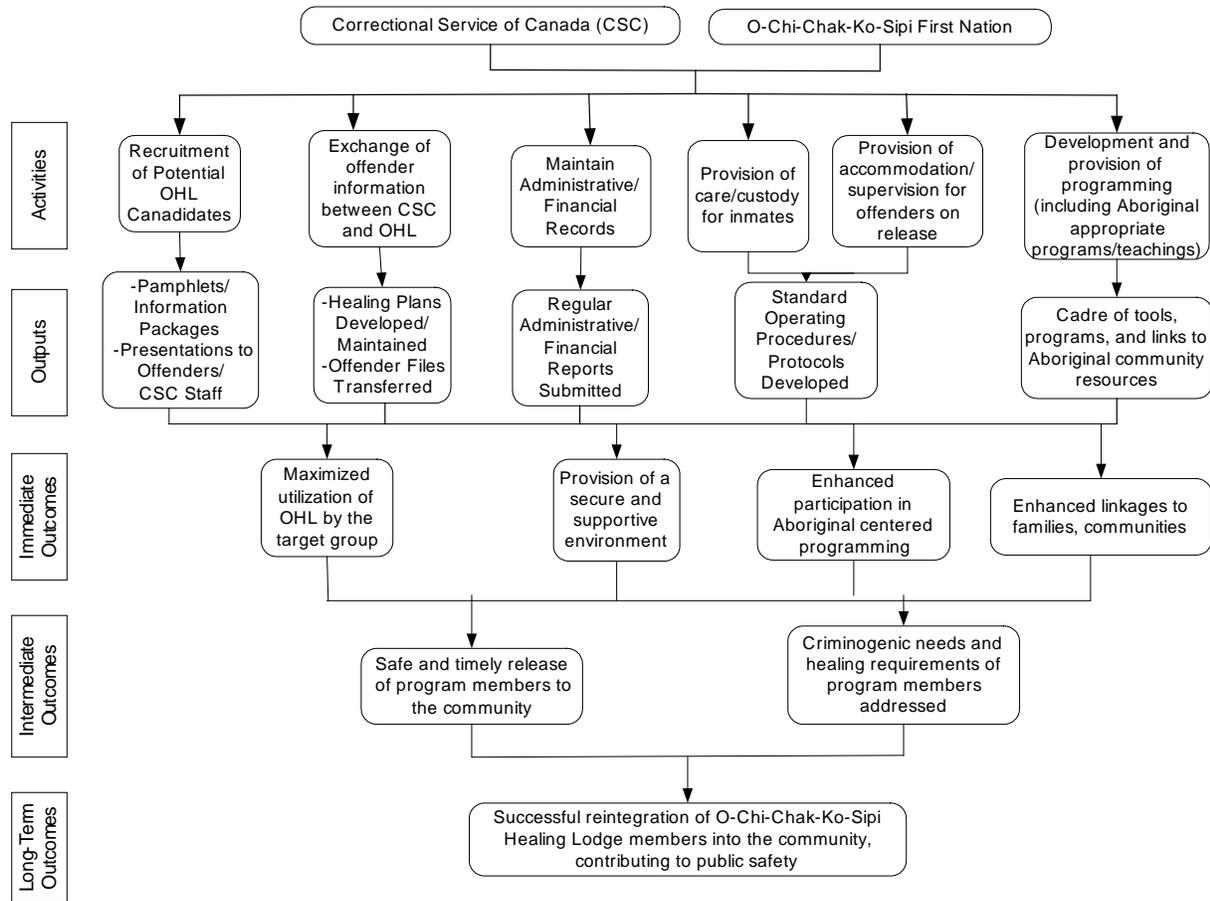
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5.0 APPENDICES

Appendix 1: Logic Model

Figure 2: O-Chi-Chak-Ko-Sipi Logic Model



Appendix 2: Performance Measurement Strategy

Evaluation Objective 1:			
<u>Relevance</u>			
<i>Does the Section 81 agreement with O-Chi-Chak-Ko-Sipi Healing Lodge remain consistent with departmental and government wide priorities?</i>			
	Key Results	Performance Indicators	Information Sources & Methods
i)	Is the O-Chi-Chak-Ko-Sipi Healing Lodge consistent with other correctional reintegration strategies?	<ul style="list-style-type: none"> • Clarity of Aboriginal reintegration strategies within CSC • Clear link between O-Chi-Chak-Ko-Sipi Healing Lodge, and Aboriginal reintegration 	<ul style="list-style-type: none"> • Review of Aboriginal reintegration strategies • Interviews/surveys with O-Chi-Chak-Ko-Sipi staff, CSC staff, and O-Chi-Chak-Ko-Sipi First Nation Board of Governors.
ii)	Is O-Chi-Chak-Ko-Sipi Healing Lodge consistently operating at a high rate of capacity?	<ul style="list-style-type: none"> • Transfer numbers to and from O-Chi-Chak-Ko-Sipi Healing Lodge • Profile of Healing Lodge members • Maximum bed capacity ever reached and sustained • Bed capacity average rates 	<ul style="list-style-type: none"> • Interviews with O-Chi-Chak-Ko-Sipi staff, CSC staff, and inmates • Facility logs and OMS database review
iii)	O-Chi-Chak-Ko-Sipi Healing Lodge is linked to achieving results in a valid and logical way.	<ul style="list-style-type: none"> • Clarity of links between activities and impacts • Clarity of guidelines, and roles and responsibilities 	<ul style="list-style-type: none"> • Interview/surveys with staff, inmates, and Elders • Review of Section 81 guidelines
Evaluation Objective 2:			
<u>Success: Efficiency</u>			
<i>Is the O-Chi-Chak-Ko-Sipi Healing Lodge producing its planned outputs in relation to expenditure of resources?</i>			
	Key Results	Performance Indicators	Information Sources & Methods
i)	Are the expected number of outputs being produced as a result of the initiative?	<ul style="list-style-type: none"> • Number of offenders being supervised in the community (local & remote) • Number of inmates being transferred to O-Chi-Chak-Ko-Sipi Healing Lodge • Number and type of tools, programs and methods developed to aid in the offender reintegration process. 	<ul style="list-style-type: none"> • Interview/surveys with O-Chi-Chak-Ko-Sipi First Nation management, O-Chi-Chak-Ko-Sipi/CSC staff • Facility logs and records • OMS database records review
<u>Success: Effectiveness</u>			
i)	Has the use of the O-Chi-Chak-Ko-Sipi Healing Lodge been maximized by the targeted group?	<ul style="list-style-type: none"> • Number of offenders within O-Chi-Chak-Ko-Sipi meeting the selection criteria • Bed capacity average rates • Maximum capacity reached/sustained 	<ul style="list-style-type: none"> • Interviews with O-Chi-Chak-Ko-Sipi staff, CSC staff and inmates • OMS database records review • Facility logs review
ii)	Is the O-Chi-Chak-Ko-Sipi Healing Lodge providing a secure and supportive	<ul style="list-style-type: none"> • Number of walkaways /escapes from O-Chi-Chak-Ko-Sipi 	<ul style="list-style-type: none"> • Interviews with O-Chi-Chak-Ko-Sipi Healing Lodge staff, Board Members, CSC staff

	environment for inmates?	<ul style="list-style-type: none"> • Number of incidents (major/minor) • Number of community partnerships established • Number and type of community resources used by O-Chi-Chak-Ko-Sipi staff 	<ul style="list-style-type: none"> • and O-Chi-Chak-Ko-Sipi inmates • OMS database records review
iii)	Is O-Chi-Chak-Ko-Sipi Healing Lodge meeting the overall needs of its members?	<ul style="list-style-type: none"> • Number of inmates aware of the purpose of O-Chi-Chak-Ko-Sipi Healing Lodge • Inmate awareness/utilization of Healing Lodge programs. • Programs designed to target the intended group of offenders. • Nature, duration and success of community partnerships. 	<ul style="list-style-type: none"> • Interviews with O-Chi-Chak-Ko-Sipi staff, CSC staff and inmates • OMS database records review • Facility logs review • OMS profile data of dynamic risk factors • Interviews with community partners.
iv)	Has the inclusion of Aboriginal appropriate programming and traditional teachings had a positive impact upon the offender's healing process?	<ul style="list-style-type: none"> • Number and type of Aboriginal appropriate programs offered • Offender participation rates • Number of inmates/staff perceiving positive impact of Aboriginal appropriate programs on healing process 	<ul style="list-style-type: none"> • Interviews with O-Chi-Chak-Ko-Sipi staff, CSC staff and inmates • OMS database records review • Facility logs review
v)	To what degree has O-Chi-Chak-Ko-Sipi Healing Lodge contributed to the reintegration of Aboriginal offenders into the community?	<ul style="list-style-type: none"> • Reintegration rate statistics • Time to first release • Number of discretionary releases granted. • Number of offenders who recidivate following release 	<ul style="list-style-type: none"> • Interviews with O-Chi-Chak-Ko-Sipi staff, CSC staff and inmates • OMS database records review • Facility records review • Matched group analysis of O-Chi-Chak-Ko-Sipi residents / inmates versus inmates from similar facilities in the region

Evaluation Objective 3:
Cost-effectiveness
Have the most appropriate and efficient means been used to achieve outcomes?

	<i>Key Results</i>	<i>Performance Indicators</i>	<i>Information Sources & Methods</i>
i)	Has the O-Chi-Chak-Ko-Sipi Healing Lodge Section 81 agreement proven to be a cost-effective approach to achieving results?	<ul style="list-style-type: none"> • Value added to both O-Chi-Chak-Ko-Sipi First Nation and CSC 	<ul style="list-style-type: none"> • Interviews with O-Chi-Chak-Ko-Sipi staff, CSC staff, inmates and community members • Financial records • Comparison of results to similar sized/purpose facilities.

Evaluation Objective 4:
Implementation Issues
Has the O-Chi-Chak-Ko-Sipi Healing Lodge been managed in such a way that goals and objectives can be realistically achieved and, if management implementation issues have been adequately considered?

	Key Results	Performance Indicators	Information Sources
i)	Do staff members and offenders at other institutions have knowledge about the Section 81 facility and its purpose?	<ul style="list-style-type: none"> • Staff awareness • Promotional activities by O-Chi-Chak-Ko-Sipi First Nation management and staff 	<ul style="list-style-type: none"> • Interviews/surveys with O-Chi-Chak-Ko-Sipi staff, CSC staff
ii)	Does the transfer of inmates to and from O-Chi-Chak-Ko-Sipi occur as seamlessly as possible based on the rules set out in the Section 81 agreement?	<ul style="list-style-type: none"> • Number and type of transfers over specified time period • Transfer issues and problems that may have arisen 	<ul style="list-style-type: none"> • Interviews/surveys with O-Chi-Chak-Ko-Sipi staff, CSC staff, offenders • Review of transfer records
iii)	Are official files/documents maintained/shared according to the agreement?	<ul style="list-style-type: none"> • Offender files maintained, transferred according to policy/procedure. • Administrative/financial records completed/submitted according to the Agreement • Type of information recorded in OMS and accuracy/completion of OMS entries 	<ul style="list-style-type: none"> • Review of records/documentation • OMS database records review • Interviews/surveys with O-Chi-Chak-Ko-Sipi staff, CSC staff
iv)	Is O-Chi-Chak-Ko-Sipi Healing Lodge appropriately staffed to deal with all issues for a facility of this nature?	<ul style="list-style-type: none"> • Number of times outside assistance was required in any manner • Inmate need areas are appropriately covered. • Provision of training opportunities for Healing Lodge staff 	<ul style="list-style-type: none"> • Interviews/surveys with O-Chi-Chak-Ko-Sipi staff, CSC staff and inmates • Review of facility logs • Review of types of training provided
Evaluation Objective 5: <u>Unintended Findings</u> Has the O-Chi-Chak-Ko-Sipi Healing Lodge created/encountered any positive or negative unintended effects?			
	Key Results	Performance Indicators	Information Sources
i)	To be determined	• To be determined	• To be determined

Appendix 3: Detailed Description of Measures, Procedures, and Analysis

Measures and Procedures

Semi-structured Interviews

Semi-structured interviews were used to facilitate the collection of information and to provide stakeholders the opportunity to identify issues that may not have been considered prior to the evaluation. Participation in interviews was solicited by way of a request to contribute information relevant to the evaluation through telephone interview or face-to-face meetings. Unique interview formats were developed for each of the stakeholder groups: current and former Healing Lodge residents, staff members (OHL and CSC staff), and community stakeholders. Interviews were designed to address questions related to each of the five evaluation objectives: (1) continued relevance, (2) success, (3) cost-effectiveness, (4) implementation, and (5) unintended effects. Response options were: dichotomous (i.e., yes/no), rated on a continuous scale (3- or 5-point), or open-ended.

Interviews with primary stakeholders were conducted by the evaluation team in person and by telephone during the month of April 2007. The interview process included a site visit to the OHL, Stony Mountain Institution, and Rockwood Institution. Key sources who were unavailable at the time of the site visit, or who were not physically located at the sites, were contacted by telephone and subsequently interviewed. Telephone interviews were also conducted with CSC staff from the Manitoba North-Western Ontario District Office and Aboriginal Initiatives (Prairie Region). Interviews were approximately 40 to 60 minutes in duration and a total of 39 interviews were conducted.

Staff: Twenty five staff members were interviewed (7 from OHL; 18 from CSC). On average, staff interviewed had been in their current positions for about 4 years. However, OHL staff reported a shorter average time in their current positions (26.29 months, SD = 16.14) than CSC staff (56.76 months, SD = 42.25). Interviewees were representative of staff members fulfilling varied roles and responsibilities within the Lodge and CSC, including administrative/management staff, case managers, programming staff and Elders, psychology staff, parole officers, finance managers, and security staff.

Members: Ten Healing Lodge members (6 current; 4 former⁴⁵ members) were interviewed for the evaluation. All members interviewed were Aboriginal, and all were inmates at the time of their residence at the Healing Lodge. Of those interviewed, the average length of stay at the Healing Lodge was 9 months, with a range of 1.5 months to 2 years at the Lodge.

Community Stakeholders: Four interviews were conducted with representatives from the First Nations and surrounding community, including two OHL Board Members, one representative from the RCMP, and one community volunteer.

Quarterly Bed Utilization Report: Quarterly Bed Utilization Reports submitted to CSC from the Healing Lodge for billing purposes were reviewed. Information from OHL Quarterly Bed Utilization Reports was used to identify residents at the Lodge between May 3, 2004 and March 31, 2007, and to calculate the number of bed days utilized in each fiscal quarter. This information was used to identify the flow of members to and from the Healing Lodge, and to provide snapshots of the Healing Lodge residents over various periods of time.

Offender Management System (OMS): Information regarding Healing Lodge members collected from OHL Quarterly Bed Utilization Reports was electronically tagged to data from CSC's Offender Management System (OMS). OMS data regarding Healing Lodge members included offence history, release and admission summary data, and data gathered in the Offender Intake Assessment (OIA).⁴⁶

The Offender Intake Assessment (OIA): The Offender Intake Assessment (OIA) is a comprehensive evaluation of the offender conducted at the time of admission to the Federal system. Briefly, the OIA consists of two core components that were of interest to the present evaluation: Static Factors Assessment and Dynamic Factors Analysis.

Dynamic Factor Analysis: As part of the Dynamic Factor Analysis, offenders are rated on seven dynamic factors: employment and education, family/marital relations, associates/social

⁴⁵ Former OHL members were residing at Stony Mountain or Rockwood Institutions at the time of the interviews.

⁴⁶ See CSC Commissioner's Directive 705-6, "Correctional Planning and Criminal Profile".

interaction, substance abuse, community functioning, personal emotional orientation and attitude. Each dynamic factor is rated on a scale ranging from “no immediate need for improvement” to “considerable need for improvement”. Offenders identified as having “some” or “considerable” needs in particular areas are generally referred to treatment to address those needs.

Static Factor Assessment: The static factor assessment examines criminal record history (youth and adult), offence severity, current offences, as well as sex offence history in order to aid in determining criminal risk. The overall “Level of Intervention Based on Static Factors” (high, medium, low) is then determined based on a review of these static factors. This provides an indication of overall risk levels at intake.

Security Classification Tools: The Custody Rating Scale (CRS) is an empirically derived actuarial tool comprised of 12 items that generate security designations of minimum, medium or maximum security upon an offender’s admission. An offender’s initial security level is then reviewed at regular intervals utilizing the Security Reclassification Scale (SRS). The SRS is comprised of 17 items, each with a corresponding weight and a cut-off value for minimum, medium, or maximum security classification levels.

Reintegration Potential Profile: The Reintegration Potential Profile (RPP) is generated at intake for non-Aboriginal male offenders. It is derived automatically based on the results of three objective classification measures: the OIA Overall Static and Dynamic Factor Assessments, the Statistical Information on Recidivism – Revised 1 (SIR-R1) risk grouping and the CRS security level designation. A rating of low, moderate or high potential is automatically designated for various combinations of the three measures. For example, an inmate with a rating of ‘low’ overall Static/Dynamic risk, ‘good’ on the SIR-R1 and ‘minimum’ on the CRS would receive a high reintegration potential level, while a rating of ‘high’, ‘poor’ and ‘maximum’ on those measures respectively yields a low reintegration potential level. For Aboriginal offenders, the RPP is similarly derived using the OIA overall Static and Dynamic factor ratings and the CRS security level designation while omitting the SIR-R1 scale.

Motivation Level: An offender's overall motivation level (low, medium, or high) for intervention at intake is evaluated by the intake officer in consideration of a number of factors: recognition that a problem exists with lifestyle, behaviour and resulting consequences, feelings of responsibility, willingness to change and possession of knowledge and skills to effect that change, and level of external support from family, friends or other community members.

Financial Data

Financial information regarding the Lodge was obtained through financial records maintained by CSC's Manitoba, Saskatchewan, North-Western Ontario District Office, including the following:

1. Total CSC contributions to OHL obtained from CSC's Regional IMRS System based on funding outlined in the Section 81 Agreement;
2. Quarterly and Annual Statements submitted by OHL to CSC itemizing OHL revenue and expenditures; and,
3. Records of Medical Expenses for OHL members submitted by OHL to CSC⁴⁷

The key data source for the cost-effectiveness analyses was CSC's Cost of Maintaining Offenders (COMO) data base. This data base is used by CSC to estimate the cost of keeping offenders in the Federal correctional system.⁴⁸

Analytical Procedures

Interview Data

The evaluation team conducted frequency analyses of dichotomous and rating-scale questions,⁴⁹ and qualitative analyses of open-ended interview questions. For open-ended questions, a preliminary analysis of each question was conducted in order to identify themes.

⁴⁷ Note that medical expenses for OHL residents are not included as part of the financial expenditures outlined in the Section 81 Agreement. Thus, medical expenses for OHL members are paid by CSC in addition to the funds paid to OHL by CSC as per the Section 81 Agreement.

⁴⁸ The costs for common/shared services (for example, personnel, material and utilities) are distributed between adjacent correctional facilities, while capital costs (land, facilities and buildings etc.) are excluded from COMO.

⁴⁹ Note that in some cases, participants were unable or unwilling to responding definitively to some of the dichotomous or rating-scale questions, and chose to respond only with "qualitative" open-ended responses instead. In cases where there was significant missing data in response to dichotomous or rating scale questions, only the open-ended responses were analyzed.

Each open-ended response was then carefully reviewed and coded according to the final themes generated through the analysis. Frequencies and percentages were then calculated to provide an overview of findings.

Quarterly Bed-Utilization Reports/OMS Data

Profiles of Healing Lodge members over time and at specific snapshots in time were created. Reports were electronically tagged to data from CSC's OMS. OMS was also utilized to generate comparative statistics for specific evaluation questions (e.g., availability of appropriate OHL members, regional recidivism data). For questions related to recidivism, a comparison sample was drawn from male Aboriginal offenders⁵⁰ supervised in the Prairie Region between May 1, 2004 and March 31, 2007. Various sub-samples were drawn from this overall comparison group, based on level of static intervention (risk level at intake) in order to provide comparative descriptive statistics for recidivism rates.

Outcome measures examined for OHL members included: positive decisions for discretionary release, length of time out in the community, and returns to Federal custody (with and without a new offence). Due to the fact that the Healing Lodge has only been fully operational for approximately three years and the fact that the capacity at the Healing Lodge is only 18 members at any one time, the overall number of offenders who have resided at the Healing Lodge is small. Therefore, reliable statistical analyses utilizing a matched-group design was not possible due to an insufficient sample size, and instead, descriptive information regarding several outcome variables for the OHL members was presented. Descriptive information for similar samples within CSC (e.g., Aboriginal offenders in the Prairie Region) was also presented. These statistics are presented to provide benchmarking statistics for a sample similar to that which resided at OHL.

Cost-Effectiveness Data

Cost-effectiveness analysis was used to determine whether the OHL Section 81 Agreement was a cost-effective approach to achieving results. Cost-effectiveness analysis is a decision-oriented tool that simultaneously considers costs and effects. It is more cost-effective if

⁵⁰ The age range of this sample was also limited to those offenders who were between 18-49 years of age at sentence commencement as this was the age range at sentence commencement for the OHL members.

one operation yields the same level of effectiveness as others for lower cost (Levin & McEwan, 2003), or an increased level of effectiveness for the same cost.

For cost comparative analyses, the average cost of maintaining a member at the Lodge was compared to the average cost of maintaining that member at other facilities in the Prairie region. Annual costs of maintaining offenders outlined in COMO are based on personnel costs (e.g., staff salaries, benefits, wages for temporary and/or casual employees) and operating costs (e.g., equipments, repairs/maintenance, office supplies, training, travel, telephone, food, household supplies, laundry service, medical, programs).

OHL costs were calculated based on the funding contributed from CSC to OHL as per the items outlined in the Section 81 Agreement. Note that there are some costs that are associated with the OHL only. These include advertising costs (to notify staff and offenders at other institutions/locations about the Healing Lodge and its purpose) as well as building lease payments which are not included in COMO. As these costs represent part of the total cost for CSC to maintain these residents in the OHL, they were included in calculating total costs for the Lodge in the cost-effectiveness analysis.

Note also that there are two additional costs for members residing at OHL that are paid for by CSC, over and above the costs outlined in the Section 81 Agreement: psychological assessments, and medical costs. Cost information regarding psychological assessments for OHL residents was not available for the fiscal year 2005/06. Therefore, the cost of psychological and mental health services at Stony Mountain, Rockwood, and Osborne CCC was obtained from the IMRS system for the year 2005/06 and subtracted from the overall COMO costs (on a per offender basis) for these institutions in order to ensure comparability of costs. Medical costs for OHL members for 2005/06 were obtained from the Manitoba, Saskatchewan, and North-Western Ontario District Office and were added to the total CSC contributions to OHL⁵¹ in the cost effectiveness analysis to ensure equality of comparisons.

⁵¹ Therefore, the total OHL cost in the cost-effectiveness analysis equals 1,078,403 (as per the items funded through the Section 81 Agreement) plus 41, 464 (medical costs) for a total of 1,119,864 in total OHL costs for the fiscal year 2005/06.

Appendix 4: Themes from Open-Ended Interview Questions

General Notes:

- This Appendix provides information regarding themes from *open-ended* interview questions. Responses to dichotomous (yes-no) and rating scale questions are reported in the text of the document.
- Percentages were calculated using total number of respondents from each source interviewed.
- Note that total percentages may not sum to 100% since multiple themes were noted by individual respondents.
- Note that only responses to questions where clear themes emerged relevant to the evaluation questions are listed here. In some cases, few responses were generated by interviewees, or no clear themes emerged based on the responses that were generated. Thus, some questions may not be shown here due to lack of clear results obtained related to evaluation questions.
- Note that due to the nature of these questions and the degree of knowledge that different stakeholder groups were expected to have with respect to a specific topic area, not all questions were presented to all stakeholder groups. Blank spaces are shown in the tables below when the question was not presented to that particular stakeholder group, or in rare cases, when none of the respondents for that group provided responses relating to any identifiable themes.

Do you feel that the Healing Lodge is being utilized to its maximum capacity?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Need to increase capacity to 24 beds (1 house empty)	-	-	4	57%	2	11%	-	-
Under utilized/referred by CSC	-	-	-	-	3	17%	-	-

What strategies currently exist to inform staff members & inmates at other institutions about the OHL and its purpose?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Presentations/workshops/orientation	-	-	5	71%	10	56%	-	-
Informal Communications (e.g., by OHL liaison officer, ACDOs, various CSC staff)	-	-	3	43%	9	50%	-	-
Brochures distributed	-	-	3	43%	2	11%	-	-
CSC Communications (e.g., Gen-Comms/Let's Talk/Website)	-	-	-	-	2	11%	-	-

If you have previously resided in a CSC Federal Institution, and you believe that the OHL approach to reintegration differs from the other facilities you have resided in, please explain.

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Non-Institutionalized atmosphere	5	50%	-	-	-	-	-	-

In terms of safety and security, do you feel that the Healing Lodge provides a very, somewhat, or not very safe and secure environment for Healing Lodge members and staff?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Accessibility by outside community members an issue	3	30%	1	14%	1	6%	-	-
Lack of psychological/psychiatric support	-	-	-	-	2	11%	-	-
Security staff HR issues (finding experienced staff, staff turnover).	-	-	1	14%	2	11%	-	-
Isolation an issue	1	10%	-	-	2	11%	-	-
Too much security for OHL environment	-	-	-	-	2	11%	-	-

Is outside assistance required for security or to handle incidents at the OHL?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
RCMP (e.g. mostly for involuntary transfers)	-	-	5	71%	12	67%	-	-
Security staff from Stony Mountain Institution (if needed)	-	-	3	43%	5	28%	-	-

Overall, do you feel that the **programs** that have been available at the Healing Lodge have been sufficient to meet your needs?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Lack of programs or community interactions/activities	4	40%	2	29%	8	45%	-	-
Lack of mental health services/psychological assessments	-	-	1	14%	1	6%	-	-
Require more program staff/continued staff development	3	30%	1	14%	1	6%	-	-

Which activities/programs (including Aboriginal appropriate or traditional) did you participate in through the Healing Lodge?

Theme	Members (<i>n</i> = 10)		OHL Staff (<i>n</i> = 7)		CSC Staff (<i>n</i> = 18)		Partners (<i>n</i> = 4)	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Aboriginal ceremonies (e.g., Sweat Lodges, Sundances, Pipe, Sharing Circles, Pow-wows)	9	90%	-	-	-	-	-	-
In Search Of Your Warrior (ISOYW)	7	70%	-	-	-	-	-	-
Native teachings/other traditional ceremonies (e.g., drum teachings/singing, grandfather picking, wood cutting, tanning, tobacco and/or cloth ceremonies, feasting, medicine picking, camping, etc.)	8	80%	-	-	-	-	-	-
Addictions programs (e.g., AA, 12-Steps)	9	90%	-	-	-	-	-	-
Traditional therapy/conducted in groups or one-on-one with Elder	2	20%	-	-	-	-	-	-
Work/vocational Education	4	40%	-	-	-	-	-	-
	2	20%	-	-	-	-	-	-

Do you believe that it is important for OHL members to have access to Aboriginal appropriate programs, teachings, activities, activities at the OHL?

Theme	Members (<i>n</i> = 10)		OHL Staff (<i>n</i> = 7)		CSC Staff (<i>n</i> = 18)		Partners (<i>n</i> = 4)	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Learn about/reconnect with Aboriginal culture and spirituality	4	40%	3	43%	3	17%	-	-
Finding/understanding of one's self (identity)	3	30%	2	29%	1	6%	-	-
Common understanding/sense of purpose	1	10%	2	29%	1	6%	-	-

What is the OHL doing that you feel will help you upon release into the community?

Theme	Members (<i>n</i> = 10)		OHL Staff (<i>n</i> = 7)		CSC Staff (<i>n</i> = 18)		Partners (<i>n</i> = 4)	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Aboriginal ceremonies (e.g., Sweat Lodges, Sundances, Pipe, Sharing Circles, Pow-wows)	4	40%	-	-	-	-	-	-
ISOYW	2	20%	-	-	-	-	-	-
Addictions programs	2	20%	-	-	-	-	-	-

Staff: What institutional/community-based partners or other Aboriginal programs or initiatives throughout the region is the OHL working in partnership with?

Residents: What community agencies did you access or were referred to through the OHL?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Stony Mountain & Rockwood	-	-	2	29%	9	50%	-	-
Winnipeg & Brandon Parole Offices	-	-	-	-	6	33%	-	-
O-Chi-Chak-Ko-Sipi (Crane River) First Nation	4	40%	-	-	2	11%	-	-
Other First Nations Communities/Councils (Ebb & Flow; Western Tribal Council)	6	60%	1	14%	5	28%	-	-
Alcoholics Anonymous (AA) in local community	6	60%	3	43%	2	11%	-	-
Local RCMP	-	-	-	-	3	17%	-	-
Local community health care facilities	-	-	-	-	3	17%	-	-

Have community agencies that you accessed or were referred to through the OHL helped you?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Building social contacts/support	4	40%	-	-	-	-	-	-

Which activities initiated by the O-Chi-Chak-Ko-Sipi Healing Lodge that educate and/or engage the O-Chi-Chak-Ko-Sipi First Nation and its surrounding community are you aware of?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Participate/work/volunteer in community events (i.e., Sundance, fishing derbies, Pow-wows)	-	-	5	71%	5	28%	1	25%
Members volunteer/work in community businesses (i.e., restaurants, band store, potato farm, carpentry)	-	-	3	43%	4	22%	1	25%
Town-hall meetings & presentations	-	-	-	-	6	33%	-	-

How clearly are guidelines, roles, and responsibilities outlined in the Section 81 Agreement between CSC and the OHL?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Clarify casework documentation/paperwork responsibilities	-	-	-	-	7	39%	-	-
Transfer policy not well understood/clear	-	-	-	-	4	22%	-	-

How would you rate OHL's adherence to operating under the terms of the Section 81 Agreement (transfer process, collecting/recording/sharing info)?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Insufficient communication related to transfers (e.g. notification of when and why)	-	-	-	-	6	33%	-	-
Insufficient/inconsistent paperwork or OMS records (general)	-	-	-	-	5	28%	-	-
Insufficient/inconsistent paperwork or OMS records (e.g. TAs, programming)	-	-	-	-	3	17%	-	-
OMS records completed in some screens (e.g., casework records, memos to file)	-	-	2	29%	1	6%	-	-
More verbal communication than written	-	-	-	-	3	17%	-	-

How would you rate CSC's adherence to operating under the terms of the Section 81 Agreement (transfer process, collecting/recording/sharing info)?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
CPPRs not completed prior to transfer to OHL	-	-	1	14%	-	-	-	-
CSC sometimes wants to transfer offenders that are not suitable	-	-	3	43%	-	-	-	-

Is the Healing Lodge meeting your overall needs and expectations?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Insufficient case preparation for release	2	20%	-	-	-	-	-	-
Insufficient access to community activities (e.g., Pow-wows, Sweats)	2	20%	-	-	-	-	-	-

In terms of support, do you feel that the Healing Lodge provides a very, somewhat, or not very supportive environment for Healing Lodge members?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Difficult to access family/community support (ETAs, visits, approval of phone #s)	4	40%	-	-	1	6%	-	-
Insufficient access to case management/Parole Officer support	4	40%	1	14%	3	17%	-	-

Is the OHL appropriately staffed to deal with issues that may arise in a facility of this nature?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Require additional mental health staff/psychologists	-	-	-	-	4	22%	-	-
Require additional Case Management staff/ Parole Officer	-	-	1	14%	2	11%	-	-
Require additional program staff (facilitators)	-	-	2	29%	1	6%	-	-
Require additional security staff	-	-	2	29%	-	-	-	-
Require additional staff for community activities/ TAs	-	-	2	29%	-	-	-	-
Require continued staff development/capacity building	-	-	-	-	5	28%	-	-

Do you feel Healing Lodge resources are adequate to facilitate the timely release of offenders to the community?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
OHL staff availability/turnover (general)	-	-	2	29%	4	22%	-	-
Require more access to case management support / Parole Officer	-	-	-	-	6	33%	-	-
Require additional programs/program facilitators	-	-	2	29%	3	17%	-	-
Staff wages and allowances	-	-	2	29%	-	-	-	-

Did you receive training/learning sessions to assist you to work with or in the OHL from CSC?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
General information presented regarding OHL	-	-	-	-	5	28%	-	-
Information regarding updates to Commissioner's Directives/policy changes/ Section 81 Agreements	-	-	-	-	2	11%	-	-
2-week in-house SMI training	-	-	4	14%	-	-	-	-

Did you receive training/learning sessions to assist you to work with or in the OHL from the OHL?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Information sessions/presentations/introductions	-	-	-	-	6	33%	-	-
Policy/procedures training	-	-	2	29%	-	-	-	-
Orientation program (to Lodge/working with offenders)	-	-	2	29%	-	-	-	-

In your view, what are the main benefits of the Healing Lodge for the O-Chi-Chak-Ko-Sipi First Nation and its surrounding community?

Theme	Members (<i>n</i> = 10)		OHL Staff (<i>n</i> = 7)		CSC Staff (<i>n</i> = 18)		Partners (<i>n</i> = 4)	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Employment of community members	4	40%	3	43%	8	44%	3	75%
Financial benefits for First Nations (i.e., OHL rent)	-	-	2	29%	2	11%	-	-
Economic benefits of surrounding community (e.g., money spent by OHL at local businesses)	-	-	2	29%	4	22%	1	25%
Members work/volunteer in community	3	30%	2	29%	2	11%	-	-
Community pride/accomplishment in helping offenders to heal	-	-	2	29%	4	22%	-	-
Gain awareness of offenders and correctional issues	2	20%	-	-	4	22%	1	25%

In your view, what is the purpose of the O-Chi-Chak-Ko-Sipi Healing Lodge?

Theme	Members (<i>n</i> = 10)		OHL Staff (<i>n</i> = 7)		CSC Staff (<i>n</i> = 18)		Partners (<i>n</i> = 4)	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Aboriginal culture and spirituality	7	70%	3	43%	7	39%	1	25%
Healing	3	30%	3	43%	4	22%	1	25%
Reintegration	2	20%	5	71%	7	39%	1	25%
Finding/understanding of one's self	2	20%	-	-	1	6%	1	25%
Address criminogenic needs	1	10%	2	29%	-	-	1	25%

Why did you choose to come to the Healing Lodge?

Theme	Members (<i>n</i> = 10)		OHL Staff (<i>n</i> = 7)		CSC Staff (<i>n</i> = 18)		Partners (<i>n</i> = 4)	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
Aboriginal culture and spirituality	7	70%	-	-	-	-	-	-
Reintegration	3	30%	-	-	-	-	-	-
Healing journey	2	20%	-	-	-	-	-	-

In your view, what are the main benefits of the Healing Lodge for Healing Lodge members (i.e., offenders)?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Aboriginal culture and spirituality	6	60%	3	43%	11	61%	2	50%
Healing	3	30%	-	-	8	44%	-	-
Reintegration	2	20%	3	43%	4	22%	2	50%
Non-institutionalized atmosphere	-	-	-	-	8	44%	1	25%
Address criminogenic needs	-	-	3	43%	1	6%	-	-
Finding/understanding of one's self	2	20%	-	-	1	6%	2	50%
Living skills	1	10%	2	29%	-	-	1	25%

Do you have any suggestions about improving the OHL / things you would like to add?

Theme	Members (n = 10)		OHL Staff (n = 7)		CSC Staff (n = 18)		Partners (n = 4)	
	n	%	n	%	n	%	n	%
Review staffing & HR policies/practices	6	60%	4	14%	3	17%	1	25%
Additional programming/staff	1	10%	2	29%	5	28%	-	-
Additional case management staff/parole officers	2	20%	1	14%	3	17%	-	-
Increase Aboriginal focus in programming	1	10%	-	-	5	28%	-	-
Improve capacity to prepare quality/timely casework documentation	3	30%	-	-	6	33%	-	-
Increase OHL capacity	1	10%	3	43%	2	11%	1	25%
Increase reintegration activities (e.g., community activities, TAs)	5	50%	1	14%	1	6%	2	50%
Facilitate greater access to family support	3	30%	-	-	1	6%	-	-
OHL is very isolated/require better access to urban centre	-	-	1	14%	4	22%	-	-
Increase communications	2	20%	-	-	3	17%	1	25%
Review/clarify the Sect. 81 Agreement	-	-	-	-	3	17%	-	-