

## **1. Questions regarding CSC Programming**

### **a. How do programs become CSC approved? What is the criteria? Do they have to be developed and provided by CSC employees?**

The Correctional Service of Canada (CSC) is mandated to deliver programs that contribute to the rehabilitation and successful reintegration of offenders into the community (*Corrections and Conditional Release Act* (CCRA), 1992). CSC offers a range of services, interventions and programs to offenders. Some programs have the objective of enhancing offender reintegration, such as ethnocultural and cultural programs, and social programs, which include recreation, leisure and community integration. Correctional Programs are designed specifically to reduce recidivism through addressing factors identified in research as being linked to criminal behaviour.

CSC has policy, Commissioner's Directives (CD), that structure the management and delivery of its core programs. Program approval is internal to CSC. Program development criteria is specified only for Correctional Programs; however, programs such as education must adhere to provincial standards.

- CD 720 - Education Programs and Services for Offenders. This CD describes the responsibilities of employees at all levels of the origination to ensure provision of education to offenders, with a priority being offenders whose grade level is below grade 12 or its provincial equivalent. Education programs are delivered by teachers who have been certified by the Ministry of Education in the province in which they are working. Education standards are different in each province.
- CD 726 - Correctional Programs and associated guidelines. CD 726 gives the Assistant Commissioner, Correctional Operations and Programs (ACCOP) authority for the development and delivery of correctional programs, in collaboration with the Deputy Commissioner for Women (DCW), as appropriate.
  - As per Guidelines 726-1 (para. 1 to 3), the criteria for correctional program development will:
    - a. be based on empirically-validated models of behavioural change
    - b. address factors that have been empirically demonstrated to be linked to criminal behaviour
    - c. employ methods that have been consistently effective with offenders in reducing re-offending
    - d. provide offenders with skills to reduce re-offending and to encourage successful reintegration
    - e. include methods that are responsive to each offender's specific responsivity factors, such as the needs of women, Aboriginal offenders, offenders requiring mental health care and other groups
    - f. have an intensity and continuum of care related to the level of risk
    - g. employ methods to maintain participant performance
    - h. include a process for ongoing monitoring and evaluation
- The development of correctional programs will include the production of supporting documentation, including a program description, program manual, training manual, and supplementary materials.

- Correctional programs target dynamic risk factors, which have been widely recognized in the literature as associated with recidivism, but amenable to change through intervention (Andrews, & Bonta, 2010).
- CSC's correctional programs are based on empirically supported theories of what works in correctional rehabilitation, particularly the model of Risk-Need-Responsivity (Bonta & Andrews, 2007), and cognitive-behavioural approaches.
- In addition, the Departmental Evaluation Committee will ensure that national correctional programs are evaluated in accordance with the Treasury Board Policy on Results. As such, correctional programs are evaluated for effectiveness and efficiency at regularly scheduled intervals by CSC's Evaluation Branch.
- The last internal evaluation of CSC's correctional programs completed in 2009 revealed that overall, participation in correctional programs resulted in a greater likelihood of conditional release, reductions in readmissions, and a lower likelihood of reoffending (Nafekh et al., 2009). There is currently an internal evaluation being completed for correctional programs.
- CD 735 - Employment and Employability Program. This policy provides the framework for offender opportunities to develop employability skills and acquire employment experience in preparation for reintegration into society. It is the responsibility of ACCOP to authorize the delivery of employment and employability programs and services.
- CD 750 Chaplaincy. This policy establishes the responsibility at all levels of the organization to ensure inmates have access to Chaplaincy Services. Service guidelines are the responsibility of CSC but not the content of the services.
- CD 760 - Social Programs and Leisure Activities. The purpose is to ensure offenders receive the appropriate social programs to prepare them for their successful reintegration into the community. The Director, Reintegration Services, is responsible to manage, coordinate and monitor social program development.

### **Program Development and Program Delivery**

CSC Policy does not specify program development be done by CSC. Program content is sometimes developed externally, such as for example, education. Guideline (GL) 726-1 does require correctional programs to be empirically validated.

CSC staff or contractors who have the appropriate provincial credentials or mandatory CSC training deliver programs.

Correctional programs are delivered by certified correctional program officers who have successfully completed the required training. Aboriginal correctional programs are delivered by certified Aboriginal correctional program officers who have also completed the required training. Per GL 726-1 (para. 15): *National Correctional Program Trainers, Regional Program Managers and Correctional Program Officers/Aboriginal Correctional Program Officers will participate in the training, quality review and certification processes to ensure that they have the support, structure, knowledge and skills necessary to carry out their duties.*

**b. Does CSC develop its programming? Who is consulted (i.e. offenders, experts, professionals) and what information is consulted when developing programming?**

As per CD 726 Correctional Programs (para. 1 and 2), ACCOP, in collaboration with the DCW as appropriate will authorize the development and delivery of correctional programs and has the authority to develop correctional program guidelines.

Programs, interventions and services which are developed within CSC are based on both external and internal research on best practices and in consultation with internationally recognized subject matter experts and external stakeholders.

Furthermore, as indicated in the CCRA (section 77(b)), for programs for women offenders, CSC shall:

- (b) consult regularly about programs for female offenders with*
  - (i) appropriate women's groups, and*
  - (ii) other appropriate persons and groups with expertise on, and experience in working with, female offenders.*

For programs for Indigenous offenders, as per sections 80 to 82 of the CCRA, CSC shall provide programs designed to meet the needs of Indigenous offenders. To do so, the organization may enter into an agreement with an Indigenous community for the provision of correctional services to Indigenous offenders. In addition, CSC shall establish a National Aboriginal Advisory Committee, and may establish regional and local Aboriginal advisory committees, which shall provide advice to the Service on the provision of correctional services to Indigenous offenders.

Offenders are consulted throughout the development and piloting of Correctional Programs.

**c. Does programming have an impact on an offender's eligibility for parole? If so, does CSC programming have more of an impact on parole than does programming provided from outside sources?**

A Correctional Plan is developed at intake for each offender, which identifies the programs, services and behavioural expectations. Offenders contribute to the Correctional Plan development and they are expected to complete the activities identified in the plan in order to demonstrate accountability, develop the skills to reduce reoffending and enhance community reintegration.

Eligibility dates are set out at specific points within the sentence as prescribed by law or set by the courts. Recommendations with respect to parole are based on an assessment of risk. As per policy, CSC's correctional programs are the priority within CSC's facilities and the community. CSC's programs are based on research about what works to reduce reoffending, and CSC is able to monitor their effectiveness by looking at rates of recidivism using careful tracking systems.

Correctional Program completion has been linked to increased discretionary release. For example, the 2009 Evaluation of Correctional Programs found that offenders who completed the high intensity substance abuse program were four and a half times more likely to be granted discretionary release (Nafekh et al., 2009).

Research on the Integrated Correctional Program Model (ICPM) pilot by Orbis Partners by Jones & Robinson (2013), found promising results including the following:

- The ICPM is more efficient than the traditional cadre of correctional programs with respect to time between admission to first program and time required to complete all correctional programs to meet offenders' needs.
- Offenders participating in ICPM were significantly less likely to have incurred an institutional charge, and incurred fewer charges, compared to offenders participating in the traditional cadre of programs.
- Taking into account overall decreases in discretionary release rates, a significantly higher percentage of offenders in the ICPM were granted discretionary release as compared to offenders participating in the traditional cadre of programs.
- Trends suggested more positive results for ICPM participants being returned to custody for any reason as compared to the traditional cadre of programs.
- Offenders who participated in the moderate intensity ICPM program were significantly less likely to return to custody for a new offence as compared to offenders who participated in moderate intensity programs in the traditional cadre of programs.

**d. What are the goals of CSC's programming (i.e. rehabilitation, reintegration, therapeutic, etc.)? Are there any incentives for offenders to engage in programming?**

As per the CCRA (section 3(b)), CSC assists the rehabilitation of offenders and their reintegration into the community as law-abiding citizens through the provision of programs in penitentiaries and in the community. These programs are designed to address the needs of offenders and contribute to their successful reintegration into the community (section 76).

The goals or objectives differ by program area. Rehabilitation programs, such as correctional programs and Education, have been demonstrated through research to be effective in reducing reoffending. Reintegration programs, such as social programs, provide additional skills and opportunities to facilitate the offender safe transition to the community.

As per section 78 of the CCRA, the Commissioner may authorize payments to offenders to encourage them to participate in program assignments, which contribute to their rehabilitation and reintegration into the community and the protection of society. CD 730 - Offender Program Assignments and Inmate Payments provides further information on payments to inmates.

## References

- Andrews, D. A., & Bonta, J. (2010). Rehabilitating criminal justice policy and practice. *Psychology, Public Policy, and Law*, 16(1), 39.
- Blanchette, K., & Brown, S.L. (2006). *The assessment and treatment of women offenders: An integrative perspective*. Chichester: John Wiley & Sons.
- Bloom, B., Owen, B., & Covington, S. (2003). Gender-responsive strategies: Research, practice, and guiding principles for women offenders. Washington, DC: National Institute of Corrections.
- Bonta, J., & Andrews, D.A. (2007). *Risk-need-responsivity model for offender assessment and rehabilitation*. Ottawa, ON: Public Safety Canada
- Covington, S., & Bloom, B. E. (2000). Gendered justice: Programming for women in correctional settings. In *annual meeting of the American society of Criminology, San Francisco, CA*.
- Derkzen, D., Harris, A., & Wardrop, K. (2017). Assessment of Aboriginal Women Offender Correctional Programming (AWOCP): Outcomes (Research Report R-391). Ottawa, Ontario: Correctional Service of Canada.
- Fortin, D. (2004). *Program strategy for women offenders* (p. 25). Correctional Service Canada.
- Harris, A., Thompson, J., & Derkzen, D. (2015). Assessment of Women Offender Correctional Programming (WOCP) outcomes (Research Report R-374). Ottawa, Ontario: Correctional Service of Canada.
- Jones, N., & Robinson, D. (2013). A Study of the Efficiency and Effectiveness of the Integrated Correctional Program Model (ICPM). Orbis Partners Inc. for Correctional Service of Canada.
- Landenberger, N. A., & Lipsey, M. W. (2005). The positive effects of cognitive-behavioral programs for offenders: A meta-analysis of factors associated with effective treatment. *Journal of experimental criminology*, 1(4), 451-476.
- Lindsay, W. R., Ward, T., Morgan, T., & Wilson. I. (2006). *Self-regulation of sex offending, future pathways and the good lives model: Applications and problems*. Manuscript submitted for publication.
- Lipsey, M. W., Landenberger, N. A., & Wilson, S. J. (2007). Effects of cognitive-behavioral programs for criminal offenders. *Campbell systematic reviews*, 6(1), 27.
- Lösel, F. (1995). The efficacy of correctional treatment: A review and synthesis of meta-evaluations. In J. McGuire (Ed.), *What works: Reducing re-offending*. Chichester: Wiley.
- McGuire, J. (2008). A review of effective interventions for reducing aggression and violence. *Philosophical Transactions of the Royal Society B*, 363, 2577-2597.
- McGuire, J. (Ed.). (1995). *What works: reducing reoffending*. Chichester, UK: Wiley.

- McGuire, J. & Priestley, P. (1995). Reviewing what works: Past, present and future. In J. McGuire (Ed.) *What works: Reducing reoffending*. Chichester: Wiley.
- Motiuk, L., & Vuong, B. (2016) *Effectiveness of the Integrated Correctional Program Model (ICPM) for Federal Offenders Identified as Perpetrators of Spousal Assault (RIB-16-02)*. Ottawa ON: Correctional Service of Canada
- Nafekh, M., Allegri, N., Yvonne, S., Jensen, T., (2009). *Evaluation Report: Correctional Service of Canada's Correctional Programs*. Ottawa, Ontario: Correctional Service of Canada.
- Ward, T., Maruna, S. (2007) *Rehabilitation: Beyond the risk paradigm*. New York, NY: Routledge

### **Relevant Policy consulted**

Corrections and Conditional Release Act <https://laws-lois.justice.gc.ca/eng/acts/C-44.6/FullText.html>

Commissioner's Directives: <https://www.csc-scc.gc.ca/acts-and-regulations/005006-0001-en.shtml>

- CD 700 – Correctional Interventions
- CD 702 – Aboriginal Offenders
- CD 705 – Intake Assessment Process and Correctional Plan Framework
- CD 705-5 – Supplementary Assessments
- CD 705-6 – Correctional Planning and Criminal Profile
- CD 710-1 – Progress Against the Correctional Plan
- CD 720 – Education Programs and Services for Inmates
- CD 726 – Correctional Programs
  - GL 726-1 – National Correctional Program Standards
  - GL 726-2 – National Correctional Programs Referral Guidelines
  - GL 726-3 – National Correctional Program Management Guidelines
- CD 735 – Employment and Employability
- CD 750 – Chaplaincy Services
- CD 760 – Social Programs and Leisure Activities
- CD 767 – Ethnocultural Offenders: Services and Interventions
- CD 768 – Institutional Mother, Child Program
- CD 785 Restorative Opportunities Program and Victim-Offender Mediation Services

**Follow-Up Response**  
**The Standing Senate Committee on Human Rights (RIDR)**  
**Regarding Human Rights of Federally-Sentenced Persons in the Correctional System**  
**February 27, 2019 Appearance**

**1. Question:** The RIDR Committee would like to corroborate Mr. Churney’s statement. “I know roughly about 2 per cent of their overall budget is dedicated to programming, whether that is enough or not is not for me to conclude. But I just point that out, that within the scope of very large budget, fairly small amount is dedicated to programming so I think that’s worth considering.”

**Response:**

As per the Correctional Service of Canada’s (CSC) 2018-2019 Main Estimates, the following is the breakdown of CSC’s budget. Please note that programs that fall under Correctional Interventions include: Offender Case Management, Community Engagement, Chaplaincy, Elder Services, Correctional Program Readiness, Correctional Programs, Correctional Program Maintenance, Offender Education, CORCAN Employment and Employability and Social Programs. Together, these interventions comprise approximately 18% of CSC’s budget. Note that if Offender Case Management is excluded from this calculation, these interventions comprise approximately 8.7% of CSC’s budget.

\$ (millions)		2018-19 Main Estimates			
	Operating	Grants & Contributions	Capital	Total	%
Custody	\$1,390.80	\$0.10	\$148.20	\$1,539.10	63.0%
Correctional Interventions	\$418.80	\$0.00	\$21.80	\$440.60	18.0%
Community Supervision	\$162.60	\$0.00	\$0	\$162.60	6.7%
Internal Services	\$282.50	\$0.00	\$19.20	\$301.70	12.3%
<b>Total Main Estimates</b>	<b>\$2,254.70</b>	<b>\$0.10</b>	<b>\$189.20</b>	<b>\$2,444.00</b>	100.0%

**Follow-Up Response**  
**The Standing Senate Committee on Human Rights (RIDR)**  
**Regarding Human Rights of Federally-Sentenced Persons in the Correctional System**  
**February 27, 2019 Appearance**

	<b>Operating</b>	<b>Grants &amp; Contributions</b>	<b>Capital</b>	<b>Total</b>	
Custody	\$1,390.80	\$0.10	\$148.20	\$1,539.10	63.0%
<b>Correctional Interventions</b>					
P8 (Offender Case Management)	\$227.30	\$0.00	\$0.00	\$227.30	9.3%
P9-P17 (all other programs under CR2)	\$191.50	\$0.00	\$21.80	\$213.30	8.7%
Community Supervision	\$162.60	\$0.00	\$0	\$162.60	6.7%
Internal Services	\$282.50	\$0.00	\$19.20	\$301.70	12.3%
<b>Total Main Estimates</b>	<b>\$2,254.70</b>	<b>\$0.10</b>	<b>\$189.20</b>	<b>\$2,444.00</b>	100.0%