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OUR STORY

*Organizational Renewal in
Federal Corrections*

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CANADIAN CENTRE
FOR MANAGEMENT
DEVELOPMENT

CENTRE
CANADIEN DE
GESTION



MISSION STATEMENT

**The Correctional
Service of Canada,
as part of the
criminal justice system,
contributes to the
protection of society
by actively encouraging
and assisting
offenders to become
law-abiding citizens,
while exercising
reasonable, safe,
secure and
humane control.**

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OUR STORY

*Organizational Renewal in
Federal Corrections*

Correctional Service Canada

EDITED BY JIM VANTOURE 24 1407
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This book is dedicated to each
employee of the Correctional
Service of Canada, without
whose individual contribution
the journey towards the
achievement of the Mission
could never have begun.

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FOREWORD

This book traces the journey of organizational renewal in the Correctional Service of Canada. The exercise, begun in 1988, was motivated by a desire to "do good corrections." Under the leadership of Ole Ingstrup, Commissioner of Corrections, the Service developed and implemented a Mission touching every aspect of the organization.

The Correctional Service of Canada should be applauded for preparing this book. It is written by people within the organization and tells of their own experiences in this journey. It is a welcome introduction to the world of the Correctional Service of Canada. The book is also a valuable contribution to the corporate memory of the Public Service of Canada and something of a handbook on achieving organizational change.

Everyone seeking organizational renewal in their place of work can learn from this story. We learn, for example, the importance of setting the course, that it will not be a direct route, that it will not be without obstacles and that it requires the cooperation and commitment of the members of the organization. We learn that change itself is a learning process that must permeate all levels of an organization if it is to endure.

The book highlights the need for good people management if an organization is to achieve its goals. "Doing good corrections", then, is not simply a matter of having good policies and programs; it is also having employees who believe in good corrections and who understand their roles in delivering it. Good human resource management is key to informing and motivating the work force and ensuring that everyone can and does take responsibility for quality service.

As the book illustrates, the Mission provides guidance for every person in the organization. Offenders too are part of the organization and their contributions to the book speak both of the efforts they made in this process of organizational renewal and of what some of the changes mean for them.

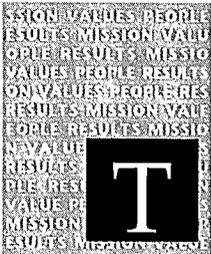
By recording this process of change, the Correctional Service of Canada has produced a useful book that is rich in the lessons of experience. It is a valuable aid for those in the Public Service of Canada who, through Public Service 2000, are working to achieve many of the same goals.

The Canadian Centre for Management Development is committed to advancing this process of change and renewal throughout the Public Service of Canada. We are pleased to share with public servants the initiatives of their colleagues and thereby to better inform them of the challenges and opportunities that lie ahead.



D.B. Dewar
The Principal
Canadian Centre for Management Development

INTRODUCTION



THE CORRECTIONAL SERVICE OF CANADA'S PRISONS ARE generally thought to be the "end of the line" or the "last resort" for offenders. Many federal offenders have been previously exposed to young offender facilities, probation and provincial jails. Many are the most difficult, recalcitrant members of our society. Furthermore, the federal corrections system has no control over who is admitted to it and only limited control over when an offender leaves. The system takes who it gets, in numbers dictated by the courts, and for periods of time determined by the courts and the National Parole Board.

The business of federal corrections is widely regarded as one of drama and suffering. It is also one that touches at the very core of two of our society's most fundamental values: human freedom and public safety. Consequently, the Correctional Service of Canada (CSC) must frequently respond to political and public demands for assurance that we are doing what is needed.

Given this situation, it seems that it would be difficult for us, the managers and employees of the Correctional Service of Canada, to do any more than to simply cope or to focus the bulk of our energy on just administering the prison system. Indeed, it appears that it would be easy for us to fall into the trap of believing that our fundamental objective is to "stay out of trouble".

Yet for many of us, simply staying out of trouble is not enough. We really want to do the best job we possibly can. We want to do good corrections – to serve our Minister (the Solicitor General of Canada), the government, and the people of Canada well. It is evident to us that we have to do more than just administer the prison system. We believe that we have to take the initiative to define what good corrections is and to chart a course to make sure that good corrections is what we do. The predominance of this sentiment among a significant number of us prompted us to develop a clearly stated and highly integrated set of goals for the Correctional Service of Canada. This set of goals became our Mission document.

Our Mission document, or statement of purpose, was signed by both our Minister and our Commissioner in February, 1989. It clearly indicates the business that we are in and the means by which we intend to achieve our goals. The Mission is not a description of what we are today. Rather, it describes what we believe we can become. The Mission outlines the direction in which we will be moving and defines, in our professional view, what good federal corrections in

Canada will be for many years to come. This work has resulted in a profound and continuing change in all aspects of our organization.

Choosing a proper course for the future, whether at an individual or organizational level, is a complex task that requires a carefully crafted vision of the future and personal conviction. It also requires considerable planning, assessment, sound decision-making and commitment. In our case, choosing such a course had to be done in an environment characterized by rapid change and an endless variety of external pressures and, indeed, internal resistance.

It is the development of our Mission and our journey to achieve our goals that we want to share.

WHY ARE WE WRITING OUR STORY?

The idea of writing our story – the story of life in the Correctional Service of Canada over the last few years – began in January, 1990. There was a sense that we had made considerable progress and it seemed an appropriate time for reflection. After all, we had been in the fast lane for some time. We felt we had made great strides. The suggestion to try to capture the story of our progress on paper was met with total agreement so long as it didn't mean pausing. This was a clear reminder that our journey was not – and never would be – completed.

We are rather proud of what we have accomplished so far and want to share it. We think that others might benefit from our experience. The “management revolution” has been captured in print with seemingly endless examples of organizations that have started up, turned around or revitalized themselves. Nearly all of these stories are about private industries. Ours is a story of a public sector organization.

Our progress has been totally dependent on involving all of our staff members in our new direction. This book records their very significant contributions. We want them to see that we are a better organization as a result of their efforts.

Of course, we hope that other correctional agencies and government departments, in Canada and elsewhere, may benefit from our experience. However, despite our sincere hope that others may find some value in our experience, we do not intend this as a comparison between ourselves and other federal government departments or other corrections agencies. We are only comparing CSC today with its own past.

WHAT ARE WE WRITING ABOUT?

Many of our staff members contributed to this book. They describe the development of our Mission document, some of the initiatives arising from it, and relate how the Mission has affected them personally, as well as their work milieu.

We begin by describing our business and the many activities that make up our world – those unique to a corrections agency and those common to all departments of the federal government. In Chapter 2, our chief executive officer, the Commissioner of Corrections, discusses why he perceived the need for fundamental change when he assumed his present responsibilities in 1988. Chapter 3 is a discussion of what we thought would be the benefits of a clearly defined “mission” for the Correctional Service of Canada.

In Chapter 4, we talk about our journey towards the development of our Mission document and describe its contents: the course that we eventually charted. How we undertook the onerous tasks of developing an appropriate leadership style and of generating the necessary commitment among our staff is the subject of Chapter 5.

Our Mission dedicates us to “doing good corrections”. In Chapter 6, we offer our views on what we think that means. We illustrate our efforts in this respect with two examples. Firstly, we describe how our Mission has challenged us to reconsider the way in which we manage those inmates deemed to be the most dangerous in our system. Secondly, we describe our initiatives to rebuild our approach to managing our prisons. This rebuilding represents a fundamental change in the way we do things.

We knew that our journey would not be over once the Mission was in print. In Chapter 7, we outline some of the initiatives we have undertaken to ensure that our commitment to our Mission doesn’t waiver. Furthermore, we knew that it would take a constant and demanding effort to stay on the course we had charted. How we have attempted to maintain our momentum and our energy is the subject of Chapter 8.

Are we making progress? We asked a number of our staff to comment on whether – and how – they have felt the impact of the Mission in their daily working lives. Their observations are presented in Chapter 9.

Ultimately we hope that the prime beneficiary of our efforts to do good corrections will be the Canadian public. This includes our staff, offenders and our colleagues in other parts of government, as well as citizens of Canada generally. However, we believe that the way in which we treat offenders will determine the extent to which we provide a quality service to the public. If we are doing good corrections, the offender should feel the benefit of our endeavors. We asked three inmates to discuss how they feel we are performing in this respect. We asked them to tell us what they think of us and our Mission, and how it has affected them personally and their environment – the prison. Their views are also included in Chapter 9.

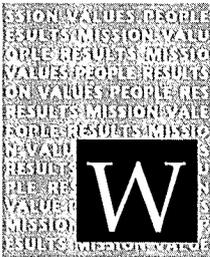
Despite the articulation of a Mission, we knew there would be tough times; and, indeed, there were. Some of these are discussed in Chapter 10 by the Commissioner.

We have tried to focus on the new, innovative and exciting things we are doing. We have not included how we do the things that all government departments must do. You are going to read a lot about the Mission. That is what is driving us, and that is what this story is about.

Chapter One

WHO ARE WE?

... ours is a multi-faceted business and much, much more than simply confining people in cells or monitoring them in the community.



WHAT DO WE REALLY DO?

WE ARE THE CORRECTIONAL SERVICE OF CANADA – THE corrections agency of the federal government.

We have part of the responsibility to deal with one of society's most fundamental values – its collective security. But we must do much more. Corrections is not just confinement – keeping people in cells until they have reached the end of their sentences. We must also deal with the freedom of individual members of our society, including the offenders under our jurisdiction. As the name of the organization implies, we are an agency devoted to bringing about a change for the better in those legally committed to our care so that they may eventually return to their communities as law-abiding citizens.

To manage our responsibilities, the Correctional Service of Canada operates a large, regionalized organization serving all ten provinces and the two territories. We have a budget of close to one billion dollars and approximately 10,500 employees.

The Service operates 62 federal penitentiaries (including 13 community correctional centres), confining approximately 13,000 inmates. In addition, we have 89 parole offices, located in cities and towns throughout the country, responsible for the supervision of approximately 7,000 offenders who are completing their sentences in the community.

Each of our major institutions is much like a small self-contained town or community. CSC provides clothing for all of its inmates, serves close to 40,000 meals a day and operates and maintains a large number of very special services, such as power generation and fire protection, 24 hours a day, 365 days a year.

In addition, the Correctional Service of Canada manages industrial plants employing about 2,000 inmate workers, sells products within a restricted market, manages large farms, horticultural plants, abattoirs, meat processing plants, and forests, and provides educational programs to close to 4,000 inmates, many of whom are illiterate. It works with suppliers of more than 100 million dollars worth of goods and services, with thousands of volunteers, hundreds of municipalities and all provinces and territories. We maintain a fleet of vehicles, a stock of firearms, and enough uniforms to keep our correctional officers presentable. We are concerned about the environment, storage of toxic waste, land acquisition and construction. We train about 500 new officers a year and a larger number of more experienced employees. We provide employee assistance to those who need it.

Although we work closely with the other parts of the criminal justice system, our main interest and our assigned responsibility lies in the custody – and, later, community supervision – of the offenders once they have been sentenced.

Most of the offenders under sentence in the federal system have served time before, some with us and some with a provincial jurisdiction. They are "prison wise" people. Many, if not most, began their criminal careers as adolescents. Efforts had been made to control and perhaps to assist them at home, at school, in the juvenile court setting, on probation and in provincial jails.

Most of our offenders have been exposed to the harsh realities of prison life and many are inured to these. Most have talked at length with professionals without having made much positive gain. They know not only the jargon but also all the techniques of creating a positive impression. In short, we receive offenders at the "end of the road". We are expected to, and want to, do something about extending that road and changing its direction.

Our offenders are individuals representing a wide range of criminal behaviours, ethnic backgrounds, ages, personal problems and needs. They have been stigmatized by the authorities and their local communities and are separated from their families. They are in our care, against their will, for periods ranging from a minimum of two years to life.

We must pay particular attention to the unique needs of a very small number of female offenders.* We must provide medical services to sick inmates, including AIDS patients, and care for those who are handicapped, drug addicts and alcoholics. We must provide treatment to psychiatric patients and psychological services to those who require them. We must restrain and care for violent people, look after those who are suicidal or who may harm themselves, and care for those who have to spend 25 years in prison before even being considered for release. We must care for both young and old, meet the diverse religious and spiritual needs of our offenders and be sensitive to people who

* On September 30, 1990, there were 191 female inmates in federal custody. (Another 124 female inmates were serving federal sentences in provincial institutions under exchange of services agreements.)

do not understand our languages and to ethnic minorities – in particular, to our Aboriginal peoples.

We must constantly balance what we see as our two major roles: actively assisting and encouraging offenders to become law-abiding citizens, while controlling them to the extent necessary. These sometimes contradictory goals must be achieved, in large part, in security-dominated prison environments that are not naturally conducive to the goals of healing and rehabilitation.

"We must constantly balance what we see as our two major roles: actively assisting and encouraging offenders to become law-abiding citizens, while controlling them to the extent necessary."

In short, one of the things militating against us is the institutional environment itself. It does not provide the most fruitful ground on which to effect "correction", yet we know that for a time, at least, incarceration must be part of the process.

Prisons are not cheerful places and they never will be. Prisons hold, by force, people who do not wish to be held; control people who do not like controls; and they are a punishment for those who do not often see their punishment as justified. Our offenders have demonstrated their unwillingness or inability to abide by the rules of society, and a minority continues to act violently while in our custody. Prison is a place where inmates worry about their families and friends, about the fidelity of their partners, about the rent or mortgage on their homes. It is a place where both inmates and staff worry about their personal safety given the penchant of some inmates for violence. Inmates must be concerned about their place in the inmate hierarchy. Should they maintain it, improve it or abandon it? They must also be concerned about offending against the inmate code and how to make their way to lesser security and out of the company of their most threatening peers, without stepping on someone's toes.

Institutions, of necessity, must be sufficiently secure to hold the inmates placed within them and they must have operations and procedures that will minimize violence inside

and prevent those who want to leave from thwarting security measures. As a part of this, institutions must have the means to prevent people from bringing in items that are not permitted. Searching of inmates and selected visitors, gathering inmates for count, requiring security checks on visitors and shackling some inmates when they are outside the fence are examples of the more difficult but required aspects of institutional life. These requirements very often complicate programs and they do much to contribute to the restrictive atmosphere of an institution.

In short, the prison milieu and culture can work to occupy an inmate's mind and emotions to an extent that makes focussing on positive personal change difficult. The negative impact of the culture varies with the institution and usually lessens as an inmate moves to lower security levels.

It is unfortunate that the prison culture, while producing the stress mentioned, often prevents the individual from gaining relief from it. Many inmates frown on other prisoners seeking "official" help and will frequently make life unpleasant for those who try to obtain it. This peer pressure, coupled with their own innate distrust of their "keepers", often works to prevent inmates from getting the kind of counsel and training that will improve their chances for conditional release.

The vast majority of our staff members work in penitentiaries or community-based facilities. Most field workers have some degree of contact with offenders. Except for the clerical and support functions, work in the field bears little resemblance to work elsewhere in the public service. It is the nature of the offender population in general and of prison life in particular that makes our work different, difficult and also very challenging.

The institutional atmosphere affects not only inmates but staff and prospective staff as well. People in the so called "helping" professions generally do not see penitentiaries and

"It is the nature of the offender population in general and of prison life in particular that makes our work different, difficult and also very challenging."

corrections as places to make their mark in life. Most want to deal with eager and grateful clients and they are not in abundance among offenders. As has been noted, certain restrictions on movement and programs are inherent in a prison environment and this does not make a career in corrections attractive to most innovators.

The really caring professionals are often hurt by the response that they receive from offenders and are sometimes damaged by the way in which they are handled. It is ironic that we who desperately need the dedicated, the adventure-some and the caring have often made it difficult for them to come to us.

The Service's role begins when the federally sentenced inmate is received from the court and ends when the sentence has expired. If all goes well, offenders come into our system and, after initial assessment, are placed at the security level necessary for them at that time. Work done with inmates often enables them to demonstrate that they can handle more responsibility, permitting a reduction in their security level down to and including some form of conditional release. During this time, judiciously determined and applied programs increase inmates' abilities to function as law-abiding citizens and to support themselves when we are no longer providing sustenance and control for them. Our goal is to have all these things come together in a period sufficient to allow for a stage of supervision "on the street". There, circumstances which cannot be duplicated in the institution will test the maturity and skill of offenders while we, with the assistance of many private agencies and a large number of volunteers, are still legally able to advise, assist and, to some extent, control them.

The success of prison programs in bringing about change is judged initially by the National Parole Board. By granting or denying a conditional release, the Board indicates its view about the degree to which an inmate has changed or is likely

to reoffend. The real "proof of the pudding" is in the longer term when, and if, offenders demonstrate their abilities to live as law-abiding citizens.

Not all inmates are granted parole. Some do not seek it. Others do not earn it. With the exception of the very dangerous, however, those who are not granted parole are still released prior to the expiration of sentence. Such releases are called "mandatory supervision" which, as the name implies, requires offenders to be under the supervision of a parole officer who must take the steps necessary to help where possible and to control where needed.

All offenders on the street are still serving the sentence imposed on them by the courts but they are doing so in a much less restrictive and less costly environment. Failure to live up to expectations may result in a return to custody for varying periods of time.

WHERE DO WE FIT?

The responsibility for adult corrections is shared by the federal government, the ten provincial governments and the two territorial governments so that Canada has, in effect, thirteen correctional systems.*

Under the provisions of the Constitution (before 1982, the BNA Act), the federal government is authorized to establish and administer all correctional institutions (officially defined as penitentiaries) to which persons sentenced to prison terms of two years or longer are committed. The provinces are responsible for the administration of jails, detention centres and correctional centres (officially defined as jails and reformatories) for the custody of persons sentenced to prison

"CSC is the agency responsible for administering federal sentences. This responsibility includes both the management of institutions of various security levels and the supervision of offenders under early release from the institution."

* Juvenile corrections, although governed by the federal Young Offenders Act, is administered solely by the provinces and territories.

terms of less than two years. The provinces and territories also have exclusive jurisdiction over all adult offenders sentenced to probation (a period of supervision in the community in lieu of or in addition to incarceration).

CSC is the agency responsible for administering federal sentences. This responsibility includes both the management of institutions of various security levels and the supervision of offenders under conditional release from the institution.

The responsibility for conditional release is shared between federal and provincial parole boards. The National Parole Board, under the Parole Act, has exclusive jurisdiction and absolute discretion to grant, deny or revoke conditional release for inmates in federal institutions and for offenders in provincial institutions where the offence was against a federal statute. The conditional release of offenders in provincial institutions serving sentences for violations of provincial statutes is a provincial responsibility.*

HOW ARE WE ACCOUNTABLE?

CSC's role as a corrections agency is clearly defined. But it doesn't operate in a vacuum. It is an agency of the federal government and thus is accountable in many ways. CSC is one of the four agencies coordinated by the federal Ministry of the Solicitor General and is thus under the direction of the Solicitor General. Under the Penitentiary Act, the Commissioner of Corrections, appointed by the Governor in Council, is given by law the responsibility for the management of the Service but must take direction from the person holding the Solicitor General portfolio in the Government of the day and must be accountable to this Minister.

* The provinces of Ontario, Quebec and British Columbia also assume parole responsibility for all inmates in their prisons who have committed offences against a federal statute.

The Solicitor General is responsible for a complex Ministry whose role is to safeguard national security and to contribute to safe and peaceful communities. The Minister is responsible to Parliament for the Correctional Service of Canada, the National Parole Board, the Royal Canadian Mounted Police and the Canadian Security Intelligence Service. Each of these agencies has a head, of deputy minister status, who is responsible to the Solicitor General. Assisting the Solicitor General in his duties is a Ministry Secretariat, headed by the Deputy Solicitor General, which provides the needed integration and coordination among the agencies reporting to the Solicitor General.

The relationship between the Deputy Solicitor General and the Commissioner of Corrections has no formal reporting lines. However, both the Commissioner and the Deputy Solicitor General may be asked by the Minister for advice on correctional matters. Therefore, the Correctional Service of Canada, while an agency in its own right, operates in a complex organizational environment.

As the corrections agency of the federal government, we are also an integral part of the Government of Canada. In addition to the legislative and constitutional framework established by the Constitution Act and the Criminal Code, the Penitentiary Act, the Parole Act and other corrections-specific legislation, we are also required, like all other government departments, to comply with other federal legislation and government policies and to contribute to the achievement of a variety of government-wide initiatives.

The legislation that governs the way in which we do what we do as a government agency, then, is the same that applies to general government. We are governed by legislation such as the Financial Administration Act, the Public Service Employment Act, the Public Service Staff Relations Act and legislation relating to standards of safety, environmental protection, the way the government manages its property,

the way it disposes of property and much more. These represent an element of control over, or regulation of, CSC for which other federal government departments are responsible.

In addition, there are a number of relatively independent agencies, usually agencies of Parliament, created by legislation, that monitor and have in-depth access to the activities of the Service. These include the Office of Official Languages, the Human Rights Commission, Privacy Commission, Access to Information Commission, and the office of the Auditor General of Canada.

The role of the judiciary and judicial process is also becoming increasingly important to CSC. With the introduction in 1982 of the Canadian Charter of Rights and Freedoms as part of the Constitution of the country, the powers and activities of the judiciary are increased. The courts have become involved in the operations of government departments in ways previously unheard of. Because the Service is involved in the confinement of individuals and in regulating their lives in detailed ways, many so-called administrative decisions made day-to-day by staff people in charge of our institutions and offices in the community are open to challenge.

The Charter, then, has had a significant impact on the Canadian criminal justice system at all government levels. Its particular challenge to CSC lies in the duty to act fairly and in its handling of offender rights. For the offenders, the Charter provides an additional source of access to judicial review when they contest that their rights are being violated. It is becoming more and more common for offenders to invoke the Charter, employ lawyers and seek the assistance of activists, ombudsmen and government representatives.

Finally, nearly every community in the nation has a relationship with our Service, either because we work there or because offenders come from and will return to those communities. We must be sensitive to the needs of these communities.

It is imperative for us to have our direction and our priorities right. For years, the business of federal corrections did not have a solid well-balanced policy framework. Over the years punishment, rehabilitation, resocialization, reintegration, incapacitation and denunciation have been presented as just some of the key goals to be achieved in the business of corrections. This lack of a comprehensive policy framework in CSC was a major obstacle to the Service's achievement of excellence. It inhibited a clear understanding with the Solicitor General, in particular, and the government generally, of where the operational emphasis should be relative to all the possible, but often conflicting, goals for corrections. Furthermore, organizational performance expectations would be very different depending, for example, on whether punishment (the systematic, conscious inflicting of pain) or successful reintegration (ensuring that released offenders do not offend again) was seen to be the predominant goal of the organization.

Notwithstanding this, a certain tradition had been established over the life of CSC. Front-line workers had a reasonable understanding of what was expected on a day-to-day basis. Policies and procedures existed so that individual actions would be quite well directed. But there was no certainty that the many policies, procedures and guidelines were established with the same ultimate goal in mind or would be interpreted in the light of a common understanding of what they were there to accomplish. Accountability was largely measured by compliance with rules that were established on an unclear foundation, rather than with the achievement of definite results in mind.

"... nearly every community in the nation has a relationship with our Service, either because we work there or because offenders come from and will return to those communities. We must be sensitive to the needs of these communities."

CONCLUSION

Clearly, ours is a multi-faceted business and much, much more than simply confining people in cells or monitoring them in the community. Furthermore, we are not "self-directed". Important aspects of our orientation toward prison administration come from outside. We must be sensitive to the goals of our partners in the criminal justice system and willing to cooperate with them. Finally, we are frequently subject to considerable public pressure. Our correctional agenda can be deeply affected by these external, and frequently changing, influences.

Major contributors to this chapter were Andrew Graham, Deputy Commissioner, Ontario Region; Arthur Trono, Deputy Commissioner, Pacific Region; and Louis Théorêt, Senior Advisor, Ministerial and Parliamentary Liaison.

Chapter Two

DECIDING TO CHANGE

What I saw was an organization that performed adequately in most instances, but one which tended to founder at times because it was without a clearly charted course, a true direction. It was also clear that the Service had the potential to become one of the best correctional services in the world, a leader in the field. With a strategic approach to planning and management, that was exactly what we would become. Ambitious indeed, but achievable.



LE INGSTRUP, COMMISSIONER OF CORRECTIONS SINCE 1988, had hoped to see the kind of reform exercise that the Service is now undertaking some time before he had the authority to pursue it directly. A lawyer and prison administrator in his native Denmark, Ingstrup had immigrated to Canada in 1984 and had immediately begun work in an advisory capacity to Donald Yeomans who was then the Commissioner of Corrections. Beginning in 1984, he studied many aspects of the Service and proposed a course for it to become a value-based, results-driven organization. Although many in the organization supported his recommended "Statement of Values"¹, other pressures and priorities intervened and the Service followed a different course. In 1986, Ingstrup left the Service to become Chairman of the National Parole Board.

When he returned to CSC as Commissioner of Corrections in June, 1988, Ingstrup remained convinced that changes should be made and he began laying the groundwork for such changes almost immediately after his appointment. In the following section, Ole Ingstrup discusses why he and a number of his key senior managers thought change was necessary in the Correctional Service of Canada.

THE NEED TO CHANGE

Ole Ingstrup

Why did we think we needed change? It would be wrong to say that the Correctional Service of Canada was in crisis. The thousands of front-line and headquarters employees – at the local, regional and national levels – were capable and dedicated to corrections, to the Service and to public service, and made sure that their day-to-day duties were being carried out as best they could be.

The Correctional Service of Canada, then, was performing at an acceptable level in most areas. It occurred to us that maybe we only had to improve in a few troublesome areas so that everything would be fine. Why shouldn't we just fix our outstanding problems and avoid the trouble, hard work, and the risks of fundamental change?

Furthermore, what if we did create a new system, and it was not any better than the old one? If this was the case, it would only result in lower staff morale because of a lot of trouble for nothing. A new system might even be seen as not as good as the old one. Everyone knew and understood the old way of doing things but, with fundamental change, the organization would lose much of its collective experience. Scepticism would run high as, indeed, would expectations of failure in the early stages of change.

But, even though there was a risk in attempting to change, I and my fellow senior executives of the Service became increasingly convinced that fundamental change

was necessary. Furthermore, we did not believe in taking a safe, comfortable, incrementalist avenue to change. Just as importantly, the Solicitor General of the day shared the opinion that fundamental change had to occur.

A FRAMEWORK FOR GOOD CORRECTIONS

The change that we envisaged was inspired by a profound desire to serve the public, the offenders, the staff of the Correctional Service of Canada, the Government, and our Minister as well as possible. To do this, we felt that we had to have a better corporate focus. We wanted to bring the concept of doing good corrections to the forefront of our operational agenda. We also wanted to clearly define our clientele and our responsibilities to them, both for ourselves and for all Canadians. We had to be able to explain to Canadians what federal corrections wanted to achieve – to define what “good corrections” means. Hopefully, by aligning individual and corporate values, we could redirect and unify the business of federal corrections.

When we decided that we wanted to do good corrections, it became evident that such a concept meant many things. It meant aligning ourselves with the best current thinking in correctional research and practice. It meant abiding by the values entrenched in the Canadian Charter of Rights and Freedoms and related documents which reflect the attitudes of Canadians with respect to freedom, safety and human dignity. It meant doing well all the things that we commit ourselves to doing. In the most narrow sense, it meant doing those things well which have to do with the professional management of the offender’s risk to society.

A statement that defined for us what constituted good corrections would mark the boundaries of our territory and give us the necessary framework within which we could take action. It would reduce ambiguity and increase our comfort level. It would focus our environmental scanning of

"We wanted to bring the concept of doing good corrections to the forefront of our operational agenda."

new correctional innovations and management practices because we would know more exactly what we were looking for.

In addition, we had to be responsive to grave concerns about CSC that were raised by others. For example, the House of Commons Standing Committee on Justice and the Solicitor General had undertaken a study of parole in Canada and related sentencing and correctional matters. Although not nearly as critical of the Service as the MacGuigan Report of 1972¹, the Daubney Report, *Taking Responsibility*, contained considerable criticism of the Service and made recommendations aimed at improving it². In addition, more than a hundred recommendations had recently been made by provincial coroners and by commissions of inquiry established as a result of serious offences committed by offenders under our supervision in the community. One of the most thorough and most critical reports was prepared under the leadership of a Toronto lawyer, Jane Pepino³. The Pepino Report called for well-founded and far-reaching changes in the Service's operations, including a change in our corporate culture. Particularly because of the Daubney Report and the Pepino Report, the public eye, the eyes of politicians, and the eyes of our partners in the criminal justice system were on the Service and on the Solicitor General. Significant change was expected to occur.

TO BETTER SERVE THE MINISTER

The Solicitor General is expected to provide leadership for the Correctional Service of Canada from the day of his or her appointment. But we asked ourselves how this can be done in any meaningful way without at least a clear framework for the agency's operations? How can the Minister determine whether to continue in the current direction or change the direction, if no clear articulation of any direction exists? How can the Minister set priorities in a meaningful and informed way without an accurate overview of what the field of corrections is?

In short, we were asking ourselves how the Solicitor General can have any real and profound opportunity to significantly influence the business. We were not too sure. We actually felt that an opportunity to change in CSC only occurred when a crisis brought issues to the Minister's attention, or when the Service asked the minister to be involved in policy or operational issues. We did not feel that this *ad hoc* approach was sufficiently respectful of the democratic ideal.

"We believed that we had to give our Minister real, comprehensive and informed opportunities to make choices that would help to determine the Government's direction for the Service."

We felt, in other words, that we were obligated to our Minister and the Government to explain what we, as professional correctional personnel, thought the issues were. We also felt that we should come forward with a proposal for the best possible direction from a professional point of view. We believed that we had to give our Minister real, comprehensive and informed opportunities to make choices that would help to determine the Government's direction for the Service. We reasoned that only then could there be a more meaningful merger between ministerial responsibility for corrections and political accountability for the actions of the Service.

TO BE A BETTER PARTNER

As we indicated in Chapter 1, CSC does not work in isolation. We operate within a particularly complex organizational structure, and we are highly dependent on the collaboration of other federal government departments and agencies, such as the Justice Department, the Treasury Board, the Public Service Commission, the offices of the Comptroller General and the Auditor General and the Commissions for Access to Information, Privacy, Human Rights, and Official Languages, as well as the office of Correctional Investigator. The Service is also highly dependent on provincial and municipal support and on the help of many voluntary organizations.

"Employees have an array of needs and desires that must be met for them to perform to their potential."

We wanted to change so that all our partners could better understand us and, thus, be better able to assist us in fulfilling our mandate. Furthermore, we hoped that we would then be in a better position to help them to meet their mandates.

MANAGING PEOPLE

The other noteworthy area that we felt was in need of significant change was the Service's management of people.

Historically, if there was a predominant style of management in CSC it appeared to be mainly an autocratic one. The Service was para-military in its structures, procedures, training and, generally, its mentality. It had too few of the features that characterize today's modern, dynamic, aggressive, and well-performing organizations.

Employees have an array of needs and desires that must be met for them to perform to their potential. Some of these were clearly not being met in CSC. Some of them were hardly recognized as important. Nor was it clearly understood by all managers and supervisors that we, as part of the public service of a modern, western democracy, have an obligation to show the way towards fundamental dignity in employee relations. A Canadian government in today's world cannot get its messages about fundamental values fully across to the Canadian people if the Government's own public service does not adhere to those values and strive for their implementation by making them part of its daily way of doing business. We felt that it was our duty to pursue what the Canadian Government would like to see as a way of life among its citizens.

The following is a brief discussion of what we perceive as the needs of our staff members to have a sense of contribution, based on a clear understanding of the Service's role, pride in professionalism, and the requirement for greater accountability.

In what follows, we have not distinguished between what is fundamental to the treatment of people – the way people simply have a legitimate right to be treated – and what is fundamental to superior performance. In fact, it is doubtful whether a clear distinction can be made.

CONTRIBUTING TO THE TASK

We felt that our staff members needed clear expectations and a sense of contribution; that they must know how their daily work, directly or indirectly, constitutes service to the public. Furthermore, we believed that staff need to feel that they are having a real impact on the ongoing process of shaping and improving their work environment specifically and, more generally, their organization. Without a clear sense of contribution, employees can find their work meaningless and thus they may lack the incentive to improve.

At a very fundamental level, employees of a public service organization have at least the same rights as other citizens to be well-informed about the services expected from the organization. We felt that all CSC employees should be able to explain – to themselves or others – how their work could be seen as service to the public.

PRIDE IN PROFESSIONALISM

We felt that more clearly and carefully defining our profession was a critical issue in leading and managing our people. It was our opinion that defining the profession would have a positive impact on staff morale and would provide direction for the many practical aspects of people management such as job descriptions, recruitment policy, training and staff development, internal communication, and performance standards.

It was also our opinion that people like to see themselves as “professionals” in the sense of feeling that they belong to

“... we believed that staff need to feel that they are having a real impact on the ongoing process of shaping and improving their work environment specifically and, more generally, their organization.”

an organization that delivers its services to the public in a professional manner and with objectives which are recognized as professional. In many ways, this means doing something that one is proud of doing, applying methods which one is proud to apply. This connection between professionalism and pride is important in two ways. First, one cannot expect high performance from a person who is not proud of what he or she is doing or who is not proud of the way he or she is doing it. Second, employees must understand – and be proud of – the ultimate result to which they contribute. Bricklayers who simply see themselves as putting one brick on top of the other may hardly take the same pride in their work as those who know they are building a cathedral.

Defining what professionalism meant in the business of federal corrections, we believed, would also lead to a strong and broad motivation to improve and to welcome change. Truly professional people are drawn towards improvement and professional excellence. We believed that the driving force in this process would be the fundamental desire to do work of which we could all be proud.

RESOURCES: SEEKING ECONOMY, EFFICIENCY AND EFFECTIVENESS

What we saw as the last major need for change was related to the Government's priority of providing really lean government in order to reduce the national deficit. The Government was and is calling upon all departments of the Public Service to contribute as well as they can in this respect. We knew we could survive because no modern nation can do without organizations like ours that perform fundamental tasks of government like maintaining order. But we wanted to become a well-performing, well-respected member of the Public Service family.

"... we wanted to become a well-performing, well-respected member of the Public Service family."

The challenge was basically two-fold. On the one hand, we had to review the value of, and need for, existing programs. On the other, we faced the challenge of doing as much as possible with existing resources or the same with fewer resources.

In addition, we wanted to make a long-term contribution to public safety by doing better corrections and, thus, reducing recidivism. Canada uses incarceration quite substantially compared to other Western countries with the exception of the U.S. Forecasts indicated that our inmate population would grow by more than two percent per year, at least until the end of the century, if we and our criminal justice partners were to continue our current practices. This would result in an increase of more than 2,000 prisoners. Two thousand more people would have to be housed, fed, clothed, and taken care of in a variety of other ways. Five or six new institutions would have to be built and staffed. Prisons are very expensive. To construct a maximum security cell costs close to a quarter of a million dollars. The annual operating cost per inmate in such a facility is over 50,000 dollars.

We were convinced that we could stem the forecasted inmate population growth and at the same time, increase our contribution to public safety. But we also knew that altering our operations to meet that goal might require up-front investment. To ask the Treasury Board for additional resources in order to produce future savings would be politically difficult for our Minister in times of restraint, and it would be out of line with our sincere desire to help the Treasury Board meet its difficult agenda.

RESULTS VERSUS COMPLIANCE

Very soon after becoming Commissioner in 1988, I realized that a large number of offenders were released on parole after serving about one-half of the formal sentence

instead of being released to community supervision at the point in the sentence when they were first eligible, that is, after having served one-third of the time imposed by the courts. Thus, many offenders were spending a few extra months in prison instead of in the community. The result was that expensive institutional custody was being used for no apparent reason with little benefit to anybody. Consequently, scarce resources were being used thoughtlessly. This was not contributing to good corrections; nor was it a way of contributing to the Government's objective of reducing the national deficit.

Even mediocre institutional corrections is many times more expensive than the very best community corrections. Getting inmates ready for community release at their eligibility date would, therefore, constitute significant savings in the long run, both in terms of human suffering and in terms of financial resources. At the same time, there was no reason to believe that public safety would be jeopardized by actually meeting the standards set by the system for release. It was simply a matter of good or bad management.

Obviously, the delays in releasing offenders resulted from the untimely preparation of their cases for the National Parole Board. Consequently, the responsible senior officials in CSC were requested by me to ensure a more timely preparation of a significantly larger number of cases. The wheels were put in motion to accomplish this objective. Six months later, however, it was apparent that in fact no improvement had occurred in the number of inmates being released at the time of their eligibility. I complained to the senior officials that nothing had happened but was informed that this was not so. They showed me that in fact a significantly higher number of case files had been compiled to be offered "in time" for the consideration of the Parole Board. However, we were in the middle of a very serious misunderstanding about the meaning of the word "preparation". In many of the "prepared" files there was now a

recommendation to *not* release the inmate on the grounds that the necessary programs to meet the criteria for a safe community reintegration had still not been completed or because the inmate had not yet developed an acceptable release plan. In other words, the *dossier* had been prepared so that the individual could be considered for release, but the *individual* had not been prepared for release. I thought that I had asked to have inmates prepared for release, but what I got was a change that resulted in putting paper forward uselessly to the Parole Board.

It is obvious that the root of the misunderstanding was differing perceptions of what we have to do in order to perform well. What was needed was results – results in terms of preparing inmates for release, and then releasing and safely reintegrating them into community corrections at the very time the law permits. But the senior officials had focussed on doing something different. By changing the approach to the paper work of the case file, they were technically complying with the rule that offenders' files had to be ready for review by the National Parole Board on time. The difference was between managing for results and managing for compliance. Clearly, in order to establish an organizational environment more conducive to the achievement of results in the real world, fundamental change would be necessary.

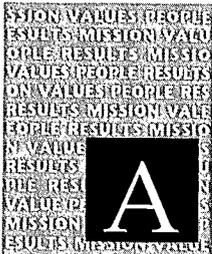
These are the reasons why we decided to change! ■



Chapter Three

SETTING A STRATEGIC DIRECTION

... we felt a need to propose a coherent correctional philosophy; to have a clear sense of our business – corrections ...



AS MENTIONED IN THE PREVIOUS CHAPTER, A COMPREHENSIVE philosophy or overall policy for corrections in Canada was not easy to find. Therefore, we felt a need to propose a coherent correctional philosophy; to have a clear sense of our business – corrections – and a clear direction consistent with our place in the criminal justice system, and with recent developments in criminal justice in Canada and elsewhere. This would assist us in differentiating between the good and the bad, the opportunity and the threat. It would help us to do the right things the right way, hopefully the first time. We felt that without this, we would tend to respond to urgent pressures and forget about the need to attend to

other important, but not so urgent, issues. The correctional environment is particularly vulnerable in this respect as it is frequently characterized by human interest and drama.

Experience shows that an organization without a clearly expressed purpose will tend to focus on externally imposed – often urgent and energy-sapping – priorities and tend to relax between the pressures of immediate and urgent issues. We felt that having a clear sense of organizational direction would help us to ensure that both the urgent and the important matters were attended to.

WHAT SHOULD OUR CORRECTIONAL PHILOSOPHY BE?

What are we supposed to do with our offenders? As noted in Chapter 1, a variety of philosophies of incarceration have been suggested over the last two hundred years: punishment, incapacitation and rehabilitation, to name a few.

The statutes governing penitentiaries and parole in Canada do not provide much guidance, and the interplay between the two statutes is not based on any apparent logic. However, nowhere in the statutes is the Correctional Service of Canada – or the National Parole Board – mandated to punish. The few leads from the legislation point toward doing something that could be called rehabilitation, and helping to reduce the "risk to society" in our dealings with offenders.

We know that more than 85 percent of all incarcerated offenders will have to be – by law – released one day. We also know that the majority of the remainder – those who are serving life sentences – will also be released one day after many years of confinement. We know too that many of the offenders who get to a federal penitentiary have a multitude of serious behavioral and personality problems. More than half

are illiterate; many have psychiatric problems; many have drug problems; and even more have alcohol problems. Most simply do not know how to behave in an acceptable manner when they are on their own and in the community. Furthermore, many offenders have a value system that is more compatible with criminal than with law-abiding behaviour.

We have increasingly good reason to believe that there is a strong link between the social and personal deficiencies of offenders and the fact that they end up in a penitentiary. We also believe that something can be done about these deficiencies and, thereby, about the likelihood of the offenders repeating their criminal behaviour after their inevitable release. Even personal values can be influenced under the right circumstances. The conveniently inexpensive (in the short term) "nothing works" philosophy of corrections that had a great deal of support in many Western countries beginning in the mid '70s has been proven wrong, and, in the longer term, exceedingly expensive.

No correctional program is more costly than empty, aimless incarceration which inevitably leads to constant, significant growth in the prison population through the "revolving door" syndrome. Corrections directed towards systematic enhancement of public safety should in logic lead to stability or lower inmate population growth and, consequently, less construction and lower demand for labour-intensive correctional operations.

We obviously do not know of any miracle cure that will turn all offenders into law-abiding citizens. We do know, however, that there are many ways in which a combination of efforts can significantly reduce the number of serious crimes that 20,000 of the most difficult people in Canada might commit if nothing were done to help them.

"No correctional program is more costly than empty, aimless incarceration which inevitably leads to constant, significant growth in the prison population through the 'revolving door' syndrome."

MOVING TOWARDS A MISSION

The history of the Correctional Service of Canada clearly demonstrated a focus on incarceration complemented by a number of program activities in the institutions. There was also too much emphasis on the surveillance and control of inmates rather than on ensuring that everything was done to secure a law-abiding transition from the penitentiaries to the community. The institutional side of the Service absorbed about 97 percent of all resources while being responsible for just 60 percent of the offenders. Security was paramount in CSC compared to most European systems. The prison population is relatively high – and growing – in Canada.* Community parole supervision was not being used as an effective strategy in returning offenders to their communities. Only three percent of the overall budget was devoted to program activities that could better prevent the 40 percent of offenders on conditional release from turning to crime during the last and most vital part of their sentences.

Consequently, we were not sure that CSC was making the best possible contribution to public safety in our communities through its current allocation of resources, and we wanted to do better. We had to significantly change our strategy while maintaining the best of what already existed.

WHAT WOULD A MISSION DO FOR US?

A FRAMEWORK FOR ACTION

While we recognized the need for some standard operating procedures, we did not want a mission document that would control us through strict rules and regulations. Rigorous procedures can be stifling and can destroy initiative. We

* Rates of imprisonment per 100,000 (1988-89): Canada – 106; Netherlands – 40; Sweden – 56; United Kingdom – 97.4; United States – 413. Source: *Basic Facts About Corrections In Canada, 1990*. (Ministry of Supply and Services Canada). 1990)

wanted a framework to provide us with parameters – general guidelines – directing us to fairly broad strategic objectives within which we could develop coherent and consistent plans.

There would have to be a requirement for all policies to reflect the principles and values enunciated in a mission document. There would also be a need for a commitment to have all our daily decisions consistent with the mission.

Such a framework would allow us to gear our training and resources to consistently support a clearly articulated direction. Furthermore, it would be a base from which we could measure any recommendations for change and, thus, allow us to measure our improvement.

"There would ... be a need for a commitment to have all our daily decisions consistent with the mission."

We knew that, by establishing a mission document, senior management might have to give up some of its discretionary power. Management's freedom to routinely define and redefine what is good for the organization would, therefore, seemingly be reduced as the corporate culture and direction conformed to the strategic plan.

By having a mission document we believed that the decision-making process would eventually become less onerous for senior management. Fewer initiatives would require their approval; decisions could be made faster and at a lower level without jeopardizing the quality of the decision. Instead of constantly discussing *what* we should be doing, the discussion could gradually focus on the *how*. The *what* would be clearer in the minds of employees since it would be spelled out for all concerned in a mission document.

Experience shows that in a value-based and results-driven organization projects can be carried out more quickly and at a higher level of quality than in organizations where such is not the case. Organizations that know where they are going are able to shorten processes and more quickly get to the point and produce results. It is easier to formulate any given project if a general direction has already been established. The feeling of starting all over again is less predominant and the necessary

level of certainty in approach is more easily realized and maintained.

We felt strongly that a clear policy framework would allow us to develop and streamline a number of heretofore scattered initiatives. A mission would provide the philosophy – the parameters – directing or guiding us to good management, leadership, and good corrections but within meaningful and consistent boundaries outlining what is acceptable practice.

We believed that by identifying a clear sense of direction and then undertaking the necessary initiatives to ensure that all our major specific policies are consistent with it, we would eventually have in place the kind of correctional system that we wanted and that we wanted to provide to the Canadian people. We would essentially provide a strong focus for all of our major initiatives. Notwithstanding this, we fully intended to respond to new developments in corrections, management practices, and in Canadian society. We would, then, continue to adjust our practices, but our policies would be in place and consistent with our mission.

Finally, a mission document would also represent an accountability framework allowing our political masters, our critics, and ourselves to more accurately judge our performance.

A FRAMEWORK FOR DISCRETION

We wanted our mission to create a sphere of intellectual stimulation and freedom for our staff. It was hoped that within the broad parameters of a mission statement, staff could quickly and responsibly determine if a new idea was a good idea; whether a move was a good move or a bad move, or just a waste of time and energy. We hoped that employees would gradually come to appreciate that the mission provided them with a larger field of action.

"We wanted our mission to create a sphere of intellectual stimulation and freedom for our staff."

Given this, we felt that our staff could perform to their potential. We wanted to help to move them from being mere bystanders, waiting for management to tell them what to do and how to do it, to being continuously active contributors to the achievement of the organization's goals. We saw this direction as eliciting at least three improvements: the level of departmental productivity would increase; staff would appreciate that it is both demanding and rewarding to work for the Correctional Service of Canada; and CSC, as a well-performing organization, would show respect for its employees.

We wanted ourselves and our organization to be more accountable. To feel respected an individual must be held to account and take pride in accounting for results against clearly understood expectations. We knew, however, that the word "accountability" may have a negative connotation for many. This had to be replaced by a view of accountability as an opportunity to demonstrate progress towards commonly understood objectives. Performance standards and clarification of qualifications would be needed if true fairness in the system of accountability were to prevail. We knew we would be in for a long process.

DELEGATION: HOW MUCH? HOW FAR?

We realized that, without extensive delegation to the level at which staff interact with offenders, our employees would continue to be under-estimated and, thereby, under-used. We also realized that a number of fears had to be overcome if the process of true delegation was to be achieved.

We felt that some staff, especially managers and supervisors, would fear losing power. In addition, we sensed that they may have a much more honourable fear of losing control over the quality of services and an equally honourable fear of increasing the risk of embarrassment to the Minister and the Government. There also existed a widely-held belief in CSC

that a centrally-made decision was always better than one made close to the point of impact. In reality, though, one does not abdicate authority by delegating it. However, the necessary accompaniment to delegation is accountability.

Furthermore, it is often true that those who most want the authority that they do not have are reluctant to accept it because they fear possible failure. This paradox is a fact of life. There is a difference between asking for more leeway and assuming responsibility. Consequently we expected that with comprehensive and extensive delegation there would be demands – probably needs – for more training and development – and that there might be union demands for better pay.

How much delegation? How far? How quickly?

PROVIDING BETTER SERVICE TO THE MINISTER AND THE PEOPLE OF CANADA

With a mission document, signed jointly by the Minister and the Commissioner, the Service could be more confident that the Solicitor General would more fully understand the context in which our advice was being given. It would help the Minister to feel more assured that the department was doing what it was expected to do, on an on-going basis, and that he or she was getting the best professional advice on which to base decisions.

A jointly endorsed mission could thus help to establish an important overall higher level of comfort between the Minister and our Service. The articulated direction would constitute a long-term joint agenda. The Minister would be in a better position to know that the Service was attending to long-term issues at the same time that it was handling its inevitable crises and urgent matters.

Furthermore, a mission would help the central agencies and various central commissions to know what we intended to pursue and basically how we would do it. In effect, a sensi-

tively crafted mission is one of the best ways in which a department can support central agencies in discharging their responsibilities.

A mission would also serve to explain our purpose and values to our partners in the criminal justice system and, more generally, to the public.

We hoped to be better able to serve our partners by giving them our clearly defined set of priorities, enabling them to see how their directions "fit" with our principles and values. At the same time, we would be defining for the public and our partners what we wanted them to contribute to CSC to assist us in the performance of our responsibilities.

Friends who wanted to help and critics who wanted to attack would both have a better view of the organization. However, we believed as the organization gained credibility through better performance, a higher level of predictability, and openness, that its friends would significantly outnumber its critics. Furthermore, the critics would be better enabled to deal more accurately with us, and the organization could only benefit.

CONCLUSION

We sought a mission – an overall philosophy for federal corrections – that would provide stability. But we recognized that we live in a fast-changing world and we would need enough organizational flexibility to quickly respond, positively and aggressively, to changes in the environment, including new political priorities and initiatives. We also had to capitalize on promising correctional innovations that would allow us to improve our service to the public-at-large, the offenders, and our staff.

Both stability and the capacity to change are critical to organizational success. An organization with a high degree of stability and predictability but with a low potential for change

"We wanted our organization to have the right combination of both stability and predictability, yet the ability to be responsive to changing demands."

is ill-suited to serve a government and the public in a rapidly changing society. On the other hand, an organization with high potential for change but without stability and predictability can experience a disoriented workforce which is less productive than it could be.

Furthermore, we acknowledged that we have partners, and that stability, predictability, and having a clear sense of our own priorities would make it much easier for our partners to work with us.

We wanted our organization to have the right combination of both stability and predictability, yet the ability to be responsive to changing demands. Our dilemma was to juxtapose these contending concerns; that is, to be flexible enough to be able to change appropriately, but not so flexible as to appear confusing. After all, we have a unique and fundamental mandate that must be carried out regardless of change.

To do good corrections we felt we had to clarify and express what we considered to be our most fundamental values and to clearly articulate a set of priorities. Furthermore, in order to perform at our potential, or as close to it as possible, we had to develop a high level of awareness among all staff members about what is fundamentally important to our organization. We wanted a vision of the future that most staff could share and be committed to pursue. At the same time, we had to focus on fulfilling our role as an agency of the federal government. Thus we wanted our organization to be well-equipped to serve its government and the people of this country. We wanted to be good to work with and for; we wanted to make things happen. To achieve this – to make things happen – we developed a “mission statement”.

Chapter Four

THE MISSION

... a mission statement was to be a vision for the future, a blueprint for development, change and improvement.



THE ORIGINS OF CSC'S MISSION

CORRECTIONS IS REGARDED BY ITS PRACTITIONERS AS UNIQUE. In a very special way it is, and, in other ways, the business of corrections is like that of other complex organizations, and subject to the same forces of the latter half of the twentieth century. The origin of CSC's Mission is, at least in part, a product of the overall environment facing modern organizations.

The Mission grew out of a set of influences acting on the Service in the seventies and eighties. Thus, before discussing the Mission itself, it is important to look at the Service's environment during this period in order to get a truer sense of what was involved in creating our Mission.

By the mid-seventies, the changing dictates of society had produced enormous stress on Canadian penal institutions. These pressures led to increasing violence and a sense of confusion as to where the Service was headed.

In 1977, the Parliamentary Sub-Committee on the Penitentiary System observed that "a state of crisis" existed in the Canadian penitentiaries. The Sub-Committee's inquiry had been brought about by a succession of disturbances and violent incidents, and it was given a broad mandate to look into the overall management of corrections. It stressed the need for discipline, called for "large-scale reforms" and made sweeping recommendations relating to staff, the management of institutions, and programs for offenders. In its conclusion the sub-committee pointed to the need for "generally accepted principles defining the purposes of the penal system."¹

By 1983, Commissioner of Corrections Donald Yeomans had brought the measure of discipline to the Service that had been called for by the Sub-Committee. But Yeomans clearly saw the need to go further and asked Ole Ingstrup to recommend the best structural model for the Service to face the challenge.

After reviewing CSC's operations, Ingstrup said that the Service should only look at structures and work processes in light of a clearly defined mission and recommended that the Service first clarify what its business was before embarking on structural change. In 1984, Ingstrup proposed a strategic planning approach that would define the basic goals of the Service, (i.e. its mission) and then put in place policies and work processes to achieve those goals.

Ingstrup was then asked to lead a task force, called the Task Force on the Mission and Organizational Development of CSC, with a four part mandate to: 1) develop a statement of values; 2) review the Service's policies in light of those values; 3) propose changes, if desirable, in organizational structure to better utilize the potential of the Service's employees; and

4) put in place mechanisms for organizational improvement. In preparation for that, the Service's Senior Management Committee (the forerunner to its current Executive Committee) developed a CSC mission statement.

To identify the guiding principles that would sustain the Service in a changing environment, the Task Force canvassed senior members as to what principles the Service should adopt in several key areas: public safety, offenders, staff, management, communications, organizational development, and the Service's role in the justice system.

The results showed that while there was broad general agreement on the direction CSC should take, there were differing views on specific issues. These were addressed at a two day workshop with the Senior Management Committee. From this, along with a review of central agency policies, and meetings with various individuals and groups within CSC, the Task Force developed guiding principles and a draft statement of values.

Following approval of the draft statement of values by senior management, the views of all CSC managers were sought. This was done through a questionnaire, addressing 75 principles in the statement, which was sent to 500 managers across the Service. The managers were asked whether or not they agreed with each principle. The responses showed strong agreement with most. For instance, principles related to the duty to act fairly, offenders' efforts to establish community support, open and honest internal communications, and the delegation of authority to the lowest possible level, were supported by over 98 percent of respondents. There was, however, some recognition that, in many cases, a great deal of effort would be required to effect change from the existing situation.

As a result of this exercise, senior management approved the adoption of a statement of values. Unfortunately, their effort could not be consolidated into a base for further innovation because there was a change in government and, subsequently, a new Commissioner.

New governments and new heads of agencies bring with them new priorities; in this case, the priorities of the new Commissioner of Corrections were, among others, downsizing and decentralization. Action on the statement of values was placed on hold. The mandate of the Ingstrup Task Force was changed. It was asked to continue with the review of policies, but structural changes were to be pursued immediately through means other than the statement of values.

The Task Force completed its policy review, and was disbanded. Ingstrup left at that time to become Chairman of the National Parole Board, returning to CSC as its Commissioner about two years later, in June, 1988.

Upon his return, Ingstrup immediately established a task force to conclude the work of the original mission task force. The new Mission Task Force was co-chaired by two senior members of the Service: Willie Gibbs, Regional Deputy Commissioner, Atlantic Region; and Mario Dion, then Assistant Commissioner, Communications and Corporate Development. It was comprised of a cross-section of the Service's staff along with representatives from the National Parole Board, the Ministry Secretariat, and the Union of Solicitor General Employees. Each of CSC's five regions appointed a senior manager to serve as a link between the Task Force and the regional staff.

The Task Force reviewed all documents prepared by the original CSC task force, the National Parole Board's new mission document, the literature on organizational improvement, and current government directions, including the 1987 federal government report of the Committee on Governing Values² and the Auditor General's report for the 1987-88 fiscal year³.

The Committee on Governing Values identified those values common across the Public Service and spoke of them as a potential unifying force in an organization, and as a means

to release and harness the energy of its people. It also pointed to the importance of values-clarification as a means of fostering staff commitment. These ideas were very consistent with the work of the original CSC task force on the mission.

The Auditor General's report included a study of a number of "well-performing organizations" that had succeeded in moving beyond bureaucracy in certain key ways. A common theme running through these eight organizations was the importance of people. Each organization provided a supportive, problem-solving environment so that employees could focus on the goals of the organization and the needs of their clients.

The review highlighted the importance of values-clarification as a means of unlocking potential in organizations. Following this review, CSC's Mission Task Force set to work. A first draft of a proposed new direction was prepared in July, 1988. This included a formal, succinct mission statement supported by a number of key values, guiding principles and strategic objectives. This proposal was circulated throughout the Service and subsequently clarified on the basis of an emerging consensus.

In November, 1988, a conference was held in Banff for all senior managers in the Service. This conference had only one item on its agenda: the proposed mission.

The purpose of the conference, the Commissioner stated, was to clarify their understanding of the mission document, determine whether they were prepared to commit themselves to it and, if so, how. The Banff conference marked a turning point for CSC.

The following section describes the consensus that this conference achieved in defining our Mission.

"... a conference was held in Banff for all senior managers in the Service. This conference had only one item on its agenda: the proposed mission."

WHAT IS THE "MISSION"?

The purpose of a mission is to lead. We wanted a declaration that would not simply describe what federal corrections is but rather what it should strive to become in the future. Such a declaration had to define the very reasons for our organization's existence and, most importantly, our ambitions – our ultimate organizational objectives. Furthermore, we wanted to clearly articulate the most important overall strategies required to achieve our ultimate objectives. At the same time, we had to "bite the bullet" on the realities of the social institution that we manage. To us, then, a mission statement was to be a vision for the future, a blueprint for development, change and improvement.

A mission would have to have a very long time horizon, so much so that there would in fact be *no* explicit timeframe for the accomplishment of its objectives. In fact, its objectives might never be fully accomplished. A mission would, of necessity, be broad and deal with all important aspects of the organization. It would also have to be deep, touching the most important values of a desired corporate culture and establishing the organization as a good corporate citizen within the Government of Canada and as a servant of the people of Canada.

We wanted our Mission to shape all of our activities: our plans and policies, our training; and our resource allocation. And, through our commitment, we would hold ourselves accountable – and expect to be held accountable by others – for our actions.

Our Mission document consists of four key elements. These are: the fundamental *Mission Statement*, which states the ultimate objective of the organization; the *Core Values*, which outline the enduring ideals of the Service – the guides to the fulfillment of the Mission; the *Guiding Principles*, which are the

key assumptions which direct us in our daily efforts; and the *Strategic Objectives*, which translate the values and principles into action-oriented objectives – which operationalize the philosophy.

WHAT DOES OUR MISSION SAY?

Our Mission states that:

*The Correctional Service of Canada, as part of the criminal justice system, contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.**

Our ultimate objective is “to contribute to the protection of society”. The Mission Statement also reflects our most important overall strategy in doing so, and our commitment to the offenders under our jurisdiction: “by actively encouraging offenders to become law-abiding citizens”. It also commits us to the manner in which we will do so: by “exercising reasonable, safe, secure and humane control”.

The Service is not alone in its task. The Mission makes it clear that CSC is part of the criminal justice system. Thus we are in partnership with others such as the police, the courts, the parole boards and the aftercare agencies that also comprise our system of justice. The Service’s contribution is in carrying out the sentence of the court by exercising control and providing assistance to offenders.

The vast majority of offenders will complete their sentences and return to society. It is the mission of the Service to ensure that the transition from penal institution to community is effected in such a way that society is best protected.

Core Value 1

We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.

Core Value 2

We recognize that the offender has the potential to live as a law-abiding citizen.

* The Mission document is reprinted in its entirety in the Appendix.

We believe that the best way to protect society is through the successful reintegration of offenders so that they become law-abiding citizens. That is our major strategy in attempting to fulfill our ultimate objective.

This requires that *"We recognize that the offender has the potential to live as a law-abiding citizen"* (Core Value 2). Our task is to help the offender to realize that potential. It is our responsibility to give offenders the tools that will make it possible for them to live as law-abiding citizens. Therefore, they require opportunities for personal growth in order to improve their lifestyles and change their criminal behaviour.

We have committed ourselves to providing the programs and opportunities to meet the unique needs of the diverse offender groups, both while they are incarcerated and when they continue to serve their sentences in the community. We believe in an assertive, but not coercive, role – actively encouraging offenders to become involved in programs and treatment.

Core Value 3

We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.

To facilitate all of this – if we are to successfully pursue this goal – the offender's milieu is critical. Because the powers given us by law impact on individual liberty and security of the person, we believe that we have an obligation to treat those in our care humanely. This means much more than simply providing food, clothing and shelter. It means that we have to be fair in all our dealings with them, recognizing that they retain all their rights as citizens, except those that must be removed by the fact of sentence.

We are obligated to – and, indeed, want to – respect the spirit of the Canadian Charter of Rights and Freedoms in everything we do. This commitment is entrenched in Core Value 1 of our Mission document: *"We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development."*

To do this, we recognize, in Core Value 3, the critical importance of our staff, particularly those who are in daily

contact with the offenders: *"We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour."*

This represents a two-fold commitment. On the one hand, we are asking our staff to be responsible, active and visible participants, to exercise effective interpersonal skills and understanding in their dealings with offenders. On the other, the Service is committing itself to be sensitive to the individual needs, interests, capabilities, values and aspirations of our staff members. We are committed to providing them with opportunities to voice their ideas and concerns, to be involved, and to contribute to the development of our policies and priorities. We believe, and must demonstrate, that our staff is our most important resource.

Whereas the first three core values apply to the Service's internal environment, Core Value 4 turns our focus outward, to the criminal justice system, and to national and international corrections: *"We believe that the sharing of ideas, knowledge, values and experience nationally and internationally is essential to the achievement of our Mission."*

This commits the Service to active participation in national and international organizations and to the making of criminal justice policy. It commits us to establishing treaties that ensure the rights of Canadian and foreign offenders. It also involves the sharing of research findings and information, as well as encouraging international assignments and exchanges for staff.

The Service's emphasis on accountability is clearly identified in Core Value 5: *"We believe in managing the Service with openness and integrity and we are accountable to the Solicitor General."* In order to be truly accountable, the Service must be open. This means we are committed to providing information in a timely way, and to working constructively with the media and with the public. It also means that we must be sensitive to our external environment and endeavor to be a positive presence in the community. And it means that we must be responsible in our use of resources, and in benefitting from past experience.

Core Value 4

We believe that the sharing of ideas, knowledge, values and experience nationally and internationally is essential to the achievement of our Mission.

Core Value 5

We believe in managing the Service with openness and integrity and we are accountable to the Solicitor General.

"The publication and communication of the document was the all-important first step in a long journey ... But we knew that change wouldn't happen simply because it was written."

The Mission Statement is about people – their potential and our role in tapping that potential. It moves from the individual to the organizational, to the wider collectives of Canadian society, the justice system, and national and international corrections. It recognizes the past, but moves towards the future. It grounds the Service in its wider world.

The Mission Statement was formally approved by the then Solicitor General, Pierre Blais, in February, 1989. It was communicated to staff members, offenders, the Service's partners in the criminal justice system, other government agencies and the public. The publication and communication of the document was the all-important first step in a long journey. It was CSC's expression of commitment to a desired course of action.

Once the Mission was published, we would be held accountable. There would be no turning back. We were faced with the challenge of making the Mission a reality, of turning it into a practical working document supported by most. But we knew that change wouldn't happen simply because it was written. The challenge would be to get everyone to recognize the Mission as a set of long-term objectives or ideals towards which all members must strive. It was not management's promise to deliver its goods to staff. It was a basis for collaboration.

We knew that we had to quickly turn our attention to two areas. Firstly, we had to generate commitment among our staff members at all levels of the Service. Secondly, we recognized that this could only be done by having the senior managers demonstrate the same commitment. This meant finding a new way of leading – by example.

Major contributors to this chapter were Willie Gibbs, Deputy Commissioner, Atlantic Region; Mike Hale, Project Manager, Staffing Reform; and Jim Vantour, Special Advisor to the Commissioner.

Chapter Five

A NEW WAY OF LEADING: GENERATING COMMITMENT

Senior Managers had to be more than just managers or administrators. They had to be leaders.



HAVING A STATEMENT OF OUR MISSION, AND PUBLISHING A Mission document, was a major stage in our professional development. But all of us had to do more than merely understand and accept it. We had to implement it in our daily responsibilities.

We knew that the road to major organizational change is rarely smooth. Major change in an organization usually worries and upsets more people than it excites or inspires. Large organizations, and individuals, are often adept at finding reasons to resist change. With even the first hint of change, many begin to collect evidence to use as ammunition against the leaders of change, preparing themselves for attack if some-

thing goes wrong along the way. Members of an organization tend to argue that nothing would have gone wrong had change not occurred and the leaders must try to show that unintended undesirable results were not caused by the changes, an almost impossible task.

One of the first problems we encountered in our own change exercise was the perception by many staff members and offenders that the Service's behaviour was not in line with its new Mission. "You're not doing it", some said. "Mission impossible", others called it.

"The road to change would only become smooth when the new approaches became accepted as 'our way of doing things'."

Our challenge was to get everyone to recognize the Mission as a worthy set of long-term objectives or ideals towards which all members would strive. We needed strong commitment to good corrections; to treating staff and offenders with respect and dignity; and to managing our Service skillfully and with integrity. Each of us had to be, and had to be seen to be, committed. The Mission's values and principles had to represent us as an organization and as individuals. With commitment, it would become a way of worklife. The road to change would only become smooth when the new approaches became accepted as "our way of doing things". Time and a lot of hard work were required.

COMMUNICATING THE MISSION

Our Mission had to be grounded to the fullest extent possible on consensus. In this respect, we had a headstart. The seeds of our Mission document were planted between 1984 and 1986. Much consultation and analysis at that time had led to a fairly clear agreement as to what principles should serve as the foundation for the Correctional Service of Canada.

By drawing openly and extensively from the earlier work on organizational values, the new Mission Task Force tapped into already deeply-held beliefs of many of our people about our work and about our organization. The foundation we needed for consensus was already largely in place.

We had to clearly reinforce the idea of strategic management; management based upon an explicit statement of Mission. Our efforts had to be seen as worthwhile and worth being identified with. It was essential, therefore, that the initiative be seen to be of highest priority to our chief executive officer, the Commissioner.

The first step in generating the commitment we sought was the formation of the Mission Task Force. It was headed by senior, well respected managers, and included experienced corrections professionals from within the Service and its closest organizational partners. This approach attracted strong early attention to our change strategy.

The first draft "Mission Statement" served as the basis for broad consultation. Everyone was invited to contribute and their ideas were all carefully considered.

The Banff conference introduced the Mission document to our senior managers and allowed for full discussion of what the Mission was intended to achieve. The conference emphasized the Mission's central role as a strategy to change the Service. Each senior manager was encouraged to commit himself or herself to the change. The Service's opinion leaders at the conference played a key facilitating role. The time was spent covering every detail.

The momentum at Banff was obvious. But, it was also fragile. It was limited to the conference participants and, as a result, insufficient to carry us through the challenges we would face. The commitment of many more was needed if we were to achieve our objectives.

At Banff there was an agreement that each manager would "recruit" the people under his or her supervision to the Mission. This was to be done personally and on a priority basis. The managers were to give the time and attention necessary to facilitate understanding of the Mission and the central and fundamental role that it would play in our organization. Such an effort would serve to demonstrate the commitment of the

organization's senior managers. The managers were encouraged to be good teachers to help all staff understand what the Service hoped to achieve. National and Regional Headquarters, institutional and community office workshops were conducted with all staff. At the institutional level, inmate groups were included.

To assist the communication effort, the Mission document was published in a variety of formats – from wallet-sized cards to a book-like publication – and distributed to each staff member. In-house publications carried feature articles on the Mission. All staff and offenders were encouraged to discuss the Mission, to test it against the reality they faced, and to seek changes where they felt they were needed.

Our Mission document was also widely distributed outside of the Correctional Service of Canada. It was sent to our colleagues in other parts of the criminal justice system and those in other government departments and agencies with whom we worked. We knew that they could assist us in our efforts to achieve our Mission. It was our hope that if they understood our Mission and accepted its legitimacy and importance they would commit themselves to assisting and supporting us. We also realized that by “going public” we were making a commitment at another level: we would really have to stand behind what we said we believed in.

"We also realized that by 'going public' we were making a commitment at another level: we would really have to stand behind what we said we believed in."

The Commissioner personally played an energetic role in the communication effort. He actively sought opportunities to discuss the Mission with all staff and with offenders. He also met regularly with senior criminal justice officials and officials of other government departments and agencies in this regard.

DEVELOPING A SENSE OF OWNERSHIP

Real commitment to an ideal requires a sense of ownership. Thus, an organization seeking staff commitment to an ideal – a new direction – has to find ways of ensuring owner-

ship by its staff. This may mean a change in the way the organization operates. This was particularly the case with the Correctional Service of Canada.

As mentioned previously, CSC and its predecessor, the Canadian Penitentiary Service, had a history that can be broadly characterized as para-military. One has only to refer to a few documents in the archives and to correctional legislation to see how closely the Service resembled the military until recent years.

Under former administrations, the actions of staff were directed by a detailed body of rules, regulations, policies and guidelines. These were seldom the product of a consensus among people within the organization. Furthermore, no thoroughgoing effort was made to ensure that policies were consistent. Often decisions were made and new policies established as a consequence of sensational incidents or the preferences of leaders in the organization rather than a systematic analysis of the government's priorities, changes in Canadian society or the Service's evolving contribution to the criminal justice system. This established a state of mind in which people formed reservations about the capacity of "the system" to work logically, fairly and consistently. There was no expectation for the organization's performance to match the convictions of its best individual employees.

While it is important that a particular staff member's jurisdiction be clearly defined, the rules were such that most decisions made by any given staff member had to concur exactly with national and regional policies. Being governed by such a large body of rules had a debilitating effect on the initiative of staff members and, consequently, on their sense of ownership. In addition, as already noted, the Service had been subject to intensive public scrutiny following a number of tragic incidents. A multitude of recommendations followed inquiries and coroners' inquests. CSC distinctly felt that outside forces were in control of its agenda and the setting of its priorities.

"... an organization seeking staff commitment to an ideal – a new direction – has to find ways of ensuring ownership by its staff."

What did we expect from our staff? We knew, first, that we could only expect from them what was also expected of ourselves and our senior managers. Clearly, people are more impressed by what we do than what we say we do. Managers would have to provide tangible evidence of their individual and corporate commitment on a daily basis. To encourage full staff support we – the managers – had to demonstrate ours. Senior managers had to be more than just managers or administrators. They had to be leaders.

WE LEAD BY EXAMPLE

"We had to show that our actions were intended to contribute to our Mission, that our decisions and initiatives were Mission-based, and that we were all going in the same direction."

One of our guiding principles supporting Core Value 3 is: *We lead by example*. Leading by example is how we began to demonstrate our support for the Mission.

Our senior staff had to demonstrate that they were leaders who knew where they were going and were prepared to manage and teach with integrity and by example. This meant that some had to adjust their style and adapt their role. We were, and are, blessed with highly dedicated and qualified managers in CSC. However, significant change had to occur in the way some of them were carrying out their daily duties.

Trust had to be established among employees through transparent, predictable and consistent decisions and actions on the part of management. Employees perform well if they feel they work for an employer they can count on.

Our leadership had to be seen to be based on a common understanding – the Mission – rather than on the views of a particular individual or group. It could no longer be left to the whim of people in leadership positions to decide, on an *ad hoc* basis, what the overall long-term objectives of the Service should be. The objectives of the Mission were defined in consultation with them. The Service had to consistently try to manage in a new way. We had to show that our actions were intended to contribute to our Mission, that our decisions and initiatives were Mission-based, and that we were all going in the same direction.

Leading by example provided concrete evidence of the power of the Mission and of our real commitment to it. It encouraged commitment on the part of others.

The Mission clearly helped us to rethink the roles of senior managers in CSC. To reinforce this, the Service has begun to develop its own senior management training program. In the past, the development and delivery of senior management training was often left to central agencies and the private sector. We felt a need to supplement these generic management programs with programs more atuned with the mandate, Mission and aspirations of CSC. Our own training program will include "visioning the future", delegating, promoting creativity, leadership, and other topics in ways which recognize the uniqueness of CSC and are consistent with our Mission. The focus is to be clearly on operationalizing the Mission.

RESPECT FOR STAFF

The Mission document says that *our strength and our major resource* is our staff. We had to demonstrate that we really mean this. Thus, we sought ways to ensure that our staff members understood the significance of this Core Value.

One way of demonstrating our obligation to this value was to ensure that all our staff members were informed participants in our operations. Consequently, we committed ourselves to the open *sharing of information* through our various house publications.

Decisions from national and regional headquarters have to be communicated quickly to staff. Therefore, records of such decisions are now issued within a week of their being made and matters of particular relevance to field staff are covered in our new weekly staff bulletin. Every one of our executives must see it as his or her duty to inform people, reporting to them not only the decisions, but also, more importantly, the reasons for the decisions and how the decisions are more likely to bring CSC closer to its Mission.

Honest, full, open and prompt feedback, delivered in the right spirit, is an essential component of effective management. Such feedback commands respect and inspires trust.

Our Mission says: We believe that staff involvement and consultation in the development of corporate objectives, policies, plans and priorities is crucial.

People do not always want to change, but if change is occurring, they want a genuine opportunity to be involved. We felt, therefore, that consultation had to occur systematically before major decisions were made. Information would have to be complete, yet presented in a way that all can understand. Concerns have to be taken seriously. As well, reasons for final decisions would have to be outlined completely and clearly.

We were talking about a major cultural change within the Service. We were also talking about a more decent way of relating to our employees. We realized that there would be more ownership of important decisions following meaningful consultation or involvement. Hopefully, there would also be a major productivity gain and added satisfaction for our staff. We had lot of scepticism and some cynicism to overcome. There was very little room for slippage.

MBWA – AND LISTENING

We emphasized MBWA – “management by walking around”. Employees need managers who are visible. But we recognized that we would accomplish little solely by having managers become more visible. We had to be more accessible as well: we had to listen – to staff and to offenders. True upward communication means being educated by what people have to say. Managers have to know their people and the problems they face. Furthermore, to be effective leaders they must be in touch with the front line, where the real business happens.

"True upward communication means being educated by what people have to say."

The ready accessibility of the Commissioner was important in this respect. He and his deputy in Ottawa made it an important part of their agendas to meet with management teams in penitentiaries and community offices to be in touch with their problems and concerns. The goal was to get to know each of the one hundred and fifty units delivering correctional programs and to provide staff and offenders with an opportunity to exchange opinions and ideas with the most senior people in the Service.

The senior managers in the Service also made the commitment to be good listeners. However, simply being a "sounding board" was not enough. Managers also had to encourage and facilitate open exchanges by questioning, challenging, acting when action was warranted, and ensuring the action was based upon, and seen to be based upon, our Mission.

ALL STAFF ARE CORRECTIONAL STAFF

We have described the broad range of services we must provide if we are to achieve our Mission of contributing to the protection of society. To do this, a high quality multi-faceted workforce is needed.

Our Mission makes it clear that all staff are "correctional" staff. While each has a unique background of education and experience, and a specific role in the Correctional Service of Canada, all make a contribution. We are corrections professionals who contribute, either directly or indirectly, to forming and even "correcting" the behaviour of those under our authority. This includes all staff who have contact with offenders such as carpentry shop instructors, teachers, correctional officers, case management officers, nurses, recreation officers, plant maintenance officers and farm managers.

In CSC we have begun to consistently emphasize professionalism and to attempt to find ways to nurture it in the belief that it will strengthen the collective efforts of all staff to the achievement of the Mission.

"We are corrections professionals who contribute, either directly or indirectly, to forming and even 'correcting' the behaviour of those under our authority."

In federal corrections staff specializations include a number of recognized professions such as teaching, health care and psychology. The degree of support of these professional groups for the Mission is contingent in some ways upon our willingness, as an organization, to respect their specialized professions. We wanted to create an explicit and visible alignment between the values of specific professions and the values of the Correctional Service of Canada. We believed that individuals in these specialized groups had to feel that they could contribute to our Mission by practising their professions. Therefore, we encourage them to contribute to their specific professional groups, to publish within their professional communities and to bring to their jobs any new knowledge of their particular disciplines.

As well, we feel that it is important for all staff to participate in public service and criminal justice organizations stressing professionalism and improvement. The Service is enriched through the knowledge and experience gained by its staff members through such participation.

DELEGATING RESPONSIBILITY

Our Mission states that we are *to delegate authority as closely as possible to the point of impact of the decisions being made, and to strive to resolve problems at the lowest level possible*. Furthermore, we are *to encourage initiative, self-direction and acceptance of personal responsibility on the part of all staff for high quality work*.

We have, then, decided to delegate more responsibility. Wardens, parole district directors and other managers were given more authority to manage their units. They were also asked to give more authority to their staff. Staff in turn were encouraged to give greater responsibility, where feasible, to offenders.

We wanted everyone to assume and share a corporate responsibility for identifying issues and proposing strategies

to resolve them. In the past, some responsibilities were left almost exclusively with National Headquarters. Now the regional and operational unit staff were to take the lead in resolving corporate issues. For example, one issue of long-standing concern to CSC has been programs geared to suit the needs of offenders serving long sentences. The re-thinking of this issue, although a national concern, has been undertaken by a regional committee led by the Deputy Commissioner of the region.

We wanted our employees at all levels, especially those at the front line, to be decision-makers within their particular areas of responsibility. Furthermore, we wanted to capitalize on their energy and creativity to generate new ways of doing things.

We wanted all employees to have the opportunity to perform to their potential. This meant that many people had to change. But, we could not say that we believe that people have the potential to change and then not provide them with the tools and support to foster positive change. Authority could not be delegated without the appropriate training to allow for the effective exercising of new responsibilities. Staff training and development opportunities in line with the Mission and sensitive to individual needs and aspirations had to be a cornerstone of our strategy.

"We wanted our employees at all levels, especially those at the front line, to be decision-makers within their particular areas of responsibility."

STAFF TRAINING AND DEVELOPMENT

The Mission document, and in particular Core Value 3, brought about a need to re-think our approach to personnel management in the Correctional Service of Canada.

To enhance effectiveness and satisfaction, employees must have relatively predictable career opportunities. They must have access to development opportunities and experiences which enable them to learn and to grow. Worklife must be equally interesting and rewarding for those who aspire to promotions and for those who want to have a sense of progression and learning in their careers without assuming higher

responsibilities. Human resource planning and management had to change and opportunities had to be created for the upward and laterally mobile, as well as for those who prefer to remain in a particular job. To demonstrate our commitment to our staff, and to recognize their value to us, the position of Director General, Personnel was upgraded to Assistant Commissioner, Personnel, a position which now reports directly to the Commissioner.

Because of the Mission, we have reassessed our way of dealing with people, revitalizing our approaches to recruitment, training, staffing and career enhancement. We reviewed all staff training programs to ensure they were based on our Mission and that they would encourage behaviour consistent with our Mission.

The re-shaping of these programs was necessary so that staff members could better understand how routine duties, such as counts and searches, fit within the new more interactive and interventionist role of correctional workers. In addition, a new training program for correctional officer recruits was developed to equip them with the knowledge and skills for the new role inherent in the Mission and the Unit Management structure. Furthermore, because *all* staff, not just correctional officers, who deal with offenders are correctional workers, and thus important agents in achieving the Service's objectives, it was necessary to significantly improve orientation training for new employees to prepare them for this expanded role.

It is also worth noting that the Mission document motivated us to look at the way in which we recruit new staff. We were aware that the demographics of Canadian society were undergoing some very radical changes. We wanted to be flexible enough to adjust to the changing demographics and, at the same time, consistent with the multi-faceted profile of our Canadian population. It was equally important that recruits should share the fundamental values expressed in our Mission.

To contribute to improving the quality of staff supervision, various new training programs are being developed to better equip all supervisors and managers as coaches, trainers, and mentors to their staff and to provide the tools for the best possible supervision of offenders.

It became clear that a new approach to human resource management is required, an approach which will meet both the requirements of government and of the Mission. The new system will be developed by employees for employees, resulting in the creation of a career management process that allows employees to pursue their own development, including the opportunity to pre-qualify for future promotions. Thus, the Service will link staffing and career development in order to manage its human resources more effectively.

LEADING TO RESULTS

We wanted to be an organization that achieved results – the right results, the right way. It was important not to have our new management approach perceived as being “soft”, as accepting of mediocrity, or as only ensuring that we treated everybody nicely.

Our efforts to secure results had to be based upon accountability for performance; that is, for the achievement of results, not simply compliance to rules. Our Mission created a framework for accountability, and the leaders in the organization were held accountable early in the change process.

The Commissioner made it very clear that his executive group was expected to champion the Mission. Their performance would be judged in relation to their contribution to positive change. Those who would prosper would be those who clearly demonstrated commitment to our Mission and a willingness to manage differently in its pursuit. The Commissioner and each of the members of his executive group entered into “Accountability Contracts”. Each was asked how he or

"Our efforts to secure results had to be based upon accountability for performance; that is, for the achievement of results, not simply compliance to rules."

she wished to be held accountable. The contract, agreed upon by the manager and the Commissioner, was a written record of commitment and served as a powerful tool for achieving positive change.

Many conversations – some of them very frank and tough – took place regarding these contracts. A number of the members of the senior management group were already successful public sector executives. But few owed their success to the management style now endorsed by the Correctional Service of Canada. For some, abandoning the old ways would not be easy. For all, the change came at a price. For a few, the shift was just not possible. Consequently, some senior management changes were made.

CONCLUSION

The Mission document has given us many things, not the least of which has been a fundamentally different way of viewing and dealing with our staff and offenders. It states that staff are our most important resource and that relationships are the cornerstone of our business.

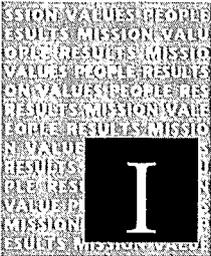
Through these values, we remind ourselves that people come first. There has been a shift in our organization from an emphasis on process and procedures to an emphasis on people and values. Management and staff alike are now less concerned with rigid implementation, control and regulation and more concerned with a philosophy of work which enables people through our Mission and values to do their job. The primary focus is on people and achieving results, and it has impacted on all aspects of CSC.

Major contributors to this chapter were Mario Dion, Deputy Commissioner, Correctional Programs and Operations; Brendan Reynolds, Assistant Commissioner, Communications and Corporate Development; Dyane Dufresne, Assistant Commissioner, Personnel; and Mike Hale, Project Manager, Staffing Reform.

Chapter Six

DOING GOOD CORRECTIONS

It is by clearly stating expectations, reinforcing positive behaviour, discouraging negative behaviour, offering meaningful and high quality programs, and setting a positive example through our own behaviour that we try to encourage offenders to do something to address their problems.



INTRODUCTION

IN CHAPTER 5, WE DESCRIBED OUR MISSION STATEMENT. IT defines in our professional view what good federal corrections will be for many years to come. But what are the nuts and bolts of good corrections? How do we do good corrections on a day-to-day basis? Can our 20,000 offenders see any tangible benefits? Can society see any tangible benefits?

In this chapter we start by outlining CSC's correctional philosophy. We then discuss how we translate our philosophy into action in our prisons and in the community. In providing this perspective, we have had to be selective. There are countless programs and projects, ranging from large-scale, nation-wide corporate initiatives to local efforts by

dedicated staff. Consequently, we have highlighted only a few of our major program initiatives.

Not all of the program activities have been initiated by staff. Some of our offenders also develop programs. Many are anxious to demonstrate that, despite the fact of their incarceration, they can be contributing members of society. Thus a sampling of the many inmate initiatives which both benefit the community and enhance the self esteem of the offenders is discussed. We then describe efforts undertaken for some of the "special groups" of offenders that make up our population: most notably, Aboriginal and female offenders, offenders serving long sentences, and those inmates with a propensity for violence. In this latter case, three senior staff members relate our renewed programming efforts with respect to those facilities designated to confine inmates who have demonstrated to us that they represent a persistent and serious threat to themselves, our staff and other inmates in our regular institutions – even in our maximum security institutions.

Finally, headquarters and field staff describe the environment that we have attempted to create – driven by the Unit Management concept – to facilitate the implementation of all of the above efforts, and others.

WHAT IS OUR CORRECTIONAL PHILOSOPHY?

Canada's first large-scale prison, Kingston Penitentiary, opened in 1835. It was a maximum security penitentiary, confining adult males and females, children and the mentally handicapped. For many years, the regime at Kingston Penitentiary, and at the other prisons being established, demanded strict obedience and submission, with corporal punishment an ever-present threat. These prisons were closed to the outside world, save for Sunday tours when members of the local community could visit the prison – for a nominal fee – to view the inmates in captivity. Programs and treatment were

virtually non-existent. Inmates were released to the community at the completion of their sentence with only the clothes on their backs.

In the course of time, it became evident that, while prisons were accepted as being necessary, it was not in society's interest for inmates to live for years under abhorrent conditions, only to be "turned loose" at the time of their release. Consequently, today the prison milieu is a much more just and humane environment.

But prisons have to provide more than humane living conditions; they must also aim at correcting offenders and preparing them for reintegration into society. Our federal corrections system has evolved to reflect this. It has grown to a system of 62 interconnected institutions of varying security levels from "super-maximum" to minimum security and community-based correctional centres. Offenders are assigned to these institutions according to the risk that they represent to others, to themselves and to the community and according to their individual needs. An array of treatment, education, recreational and other programs is offered. Daily, hundreds of volunteers across the country visit the institutions located in their communities to participate in various activities and to assist offenders. Furthermore, when the risks are deemed to be manageable, the inmates visit the local communities to participate in activities and to provide community services.

We are realistic in recognizing that the prison environment is not the best place to learn how to live in free society. Consequently, because the community is the only place an offender can actually demonstrate an ability to live as a law-abiding citizen, today virtually all offenders are released conditionally, before the expiry of their sentences, to a network of aftercare resources.

In the Correctional Service of Canada today, we consider our fundamental task – our mission – to be to *contribute to the protection of society*. That may not have changed over the years.

"... prisons have to provide more than humane living conditions; they must also aim at correcting offenders and preparing them for reintegration into society."

What has changed is the focus from one solely of incarceration to one of incarceration followed by safe reintegration. An additional change is in the means by which we attempt to modify behaviour and reduce the risk of offenders committing further crimes when they, inevitably, are returned to society.

Over the years, correctional thinkers and administrators have developed a number of ways of explaining the business to themselves and to others. The oldest and most popular belief is that criminal behaviour is a calculated, rational act, and that the offender will be deterred from offending if the punishment is sufficiently severe. In fact, research tells us that this approach – the deterrence model – does not fit the facts. Another model, the medical or rehabilitation model, postulates that criminals are “sick” and can be “cured”. Again, the evidence does not show great support for this approach. A later model, known as the “opportunities model”, suggests that offenders should not be forced into treatment but, rather, they should be responsible for taking advantage of the program opportunities made available to them. However, we at CSC were not satisfied that simply providing an array of programs from which an offender could choose was good corrections.

In the last few years, we have refocused our priorities and strategies from this “opportunities” model to an “active interventionist” approach. We accept that offenders are responsible for their own actions and that they have the ultimate responsibility for giving up their criminal behaviour. But, a desire for change must be present in order for change to be effected in a positive and long-lasting manner. Good corrections then, means, among other things, showing offenders that their attitudes, their behaviour, or their ways of dealing with others, probably all contribute to their criminality. It means actively encouraging offenders so that they are motivated to participate, in a sincere way, in programs designed to address these factors.

It is by clearly stating expectations, reinforcing positive behaviour, discouraging negative behaviour, offering meaningful and high quality programs, and setting a positive example through our own behaviour that we try to encourage offenders to do something to address their problems. The primary goal of good corrections is to successfully reduce the risk of recidivism; ensuring the safest possible transition from institution to the community through the systematic reduction of risk.

WHAT ARE THE "NUTS AND BOLTS" OF GOOD CORRECTIONS?

Good corrections is directed towards effective ways of bringing about change in an offender's behaviour – specifically, reducing the likelihood that an offender will commit further criminal offences. We realize that to be effective we must intervene actively but we must know what behaviour to target, when intervention may have the greatest impact, and what programs may produce the best results. We must get to know every offender as quickly as possible so that, together with the offender, we may begin working towards the ultimate goal of the offender's return to the community as a law-abiding citizen.

As soon as a person is sentenced by the court, CSC begins gathering information about them, a process that does not stop until the sentence has been fully served. We get information from the police agencies, the courts, and from people in the community such as family members, friends, victims and employers. Our staff members add to this information, conducting assessments of the offender from a number of perspectives, including the medical, educational and psychological. Of primary interest are the factors which may have contributed to the offender's criminal behaviour. These become targets of change. Staff also observe offenders as they interact

"Of primary interest are the factors which may have contributed to the offender's criminal behaviour. These become targets of change."

with others and they evaluate the offenders' efforts to change their behaviour and reduce the risks they may present to society. With the ever-increasing body of knowledge about each offender as the foundation, we must motivate and direct change and we must provide programming which will foster and reinforce the desired behaviour change.

CORRECTIONAL PROGRAMMING

Our overall strategy focusses on programs that not only change behaviour, but also ensure that beliefs and attitudes change so that the change is more durable. The strategy focusses on the personal development of offenders so that they may acquire the skills and abilities required for the pro-social adaptation necessary for successful reintegration as law-abiding citizens. We have recently adopted a cognitive model of correctional intervention as the basis of our strategy.

"Our overall strategy focusses on programs that not only change behaviour, but also ensure that beliefs and attitudes change so that the change is more durable."

The cognitive model attempts to teach offenders how to think logically, objectively and rationally without over-generalizing or externalizing blame. It is based on methods of changing the way offenders think because their thinking patterns seem to be instrumental in propelling them towards involvement in criminal activities. The model, a fairly recent innovation in correctional treatment, is founded on a substantial body of research indicating that many offenders lack a number of cognitive skills essential for social adaptation. For example, many lack self-control, tending to be action-oriented, non-reflective, and impulsive. They often seem unable to look at the world from another person's perspective. They act without adequately considering the consequences of their actions. They are lacking in inter-personal problem-solving, critical reasoning and planning skills. The end result is that offenders become caught in a cycle of thinking errors – the situation that programs based on the cognitive model attempt to change.

Research on the effectiveness of the cognitive model has been positive. Results of early follow-up to the introduction of the model to CSC have been encouraging, indicating statistically significant improvement on a number of cognitive dimensions targeted by the program. There is also some evidence that recidivism has been reduced. CSC is using this approach in programming to foster anger/emotion management, reduction of violence, effective family life/parenting skills, effective use of leisure time, and the development of skills specifically required for community integration. These programs are considered to be critical for most offenders.

One other area with a very broad target audience is that of substance abuse programming. The use of alcohol and drugs is often related to criminal activity. Thus, it is not surprising that more than half of the offenders in the federal system are considered to have a substance abuse problem. CSC is strongly committed to efforts directed toward the reduction of substance abuse.

We are attacking the problem on a number of fronts. At the most fundamental level, we continually seek to improve our methods of preventing the introduction of intoxicants to the penitentiary environment and implementing techniques for the detection of drug use. Assessment tools to identify the nature and severity of the individual's abusive behaviour are also being refined.

CSC is now concentrating its efforts on providing programming through a variety of approaches which research indicates are effective with individuals who are both criminal offenders and substance abusers, with the ultimate goal of reducing the probability of further criminal offences.

We are developing a broad range of treatment models which will address the different needs of offenders, from those who may use intoxicants only infrequently to those who have significant abuse problems. It is important to have a continuum of programs directed at managing the risk of renewed

substance abuse from the individual's admission to the institution until the end of sentence in the community. Linkages are being strengthened with community-based programming to ensure that support is available for offenders during the critical period of potential relapse when they are released to the community.

Apart from these broad-based programs, there are other more specialized kinds of interventions necessary for certain offenders. These include providing assistance to offenders with mental disorders, including those with problems of sexual deviancy.

Recent CSC studies have revealed a high prevalence of a broad range of mental disorders among the offender population. This information has pointed clearly to the need to review our approach to meeting the mental health needs of offenders. The emphasis in the current CSC approach brought about a shift towards targeting criminogenic needs (those mental health needs directly related to the commission of crime), and to the reduction of risk based on the outcome of interventions aimed at meeting these needs. There will also be an emphasis on ensuring that there is a continuum of service delivery in both institutional and community settings. Finally, there will be concerted effort to foster and develop stronger ties with community, provincial, and academic facilities in order to develop a level of excellence in forensic treatment, research and staff training.

A literacy program is another major initiative. The inability to read and write may not be a specific cause of criminal behaviour, but it does render many offenders unable to cope with the difficulties of daily ordinary life. We believe that learning to read will help offenders upon release from prison. In the meantime, it assists them in understanding other program components available to them while they are incarcerated.

In addition to our emphasis on these program initiatives, inmates are involved, in their daily routine, in various activi-

ties. They attend school in prison classrooms, take vocational training, provide institutional services such as kitchen work and maintenance, and work in our industries. All of these activities have correctional value. They keep offenders constructively occupied, normalize their lives as much as possible, allow them to apply the living skills they are learning, and facilitate the development of job-related skills.

Finally, our Mission calls for us to provide *opportunities for offenders to contribute to the well-being of the community*. We think that there are many positive and tangible results when offenders become involved in community-oriented programs. Members of the community benefit from jobs performed, or money raised, or service rendered. Such initiatives help to dispel some of the myths about offenders and prisons and, in that sense, these endeavours serve a community education function. These initiatives serve to enhance the self-esteem of the participating offenders; remind them that they are a part of the community; and that they can contribute to society. Offenders in federal institutions have, for many years and in many ways, been involved in community service and today, more than ever, they are vigorously pursuing community service initiatives.

At any one time, there may be a hundred community service projects underway, most originating with the offenders themselves. These projects range from doing odd jobs for senior citizens to fighting forest fires. Offenders are particularly supportive of developmentally handicapped individuals, as shown by the Exceptional Peoples' Olympiads held by inmates at Collins Bay Institution in Ontario and at Edmonton Institution and by the Maxfield Games at William Head Institution on Vancouver Island. Inmates at Springhill Institution in Nova Scotia have a year-round relationship with the physically and mentally handicapped residents of Sunset Home, with the residents using the institutional gymnasium twice a month and the inmates assisting with general maintenance of the Home and the organization of special events.

"... today, more than ever, they (offenders) are vigorously pursuing community service initiatives. At any one time, there may be a hundred community service projects underway, most originating with the offenders themselves."

Offenders in the Quebec Region regularly visit schools to speak about the consequences of drug abuse and criminal behaviour, attempting to divert the young people from potential conflict with the law. Offenders in many institutions make or repair toys to be distributed at Christmas parties that they organize for children in the local communities. Inmates at Stony Mountain and Rockwood Institutions, in Manitoba, recycle aluminum cans in order to support the Children's Wish Foundation and those at Dorchester and Westmorland Institutions in New Brunswick participate annually in fundraising for a Children's Hospital. Inmates at Beaver Creek Institution in Ontario have, for years, helped with the general maintenance of Camp Dorset, a camp for kidney dialysis patients and their families.

"... at Christmas, 1990, the inmates at Millhaven Institution, often referred to as Canada's toughest prison, donated their Christmas dinners to disadvantaged families in the local community."

A considerable amount of inmate time and energy goes into the organization of some of these initiatives. Others require nothing more than a commitment from the offenders. For example, at Christmas, 1990, the inmates at Millhaven Institution, often referred to as Canada's toughest prison, donated their Christmas dinners to disadvantaged families in the local community.

These are only a few of the projects. They only hint at the tremendous variety in the thousands of hours of community work provided by offenders. Fund-raising events alone contribute about seventy thousand dollars to various charities each year. Without doubt, the communities benefit. The offenders, too, benefit by giving of themselves without asking for anything in return. This gives them a measure of respect and self-confidence which will assist them along the difficult road back into the community at the end of their sentence.

ADDRESSING THE NEEDS OF SPECIAL GROUPS

We have stated that good corrections includes the recognition of the offender as an individual with potential who should be given the opportunity to improve his or her situation and

become a productive member of society. This means that we must take into account the diversity of our offender population, including distinct offender sub-groups.

ABORIGINAL PEOPLES

First Nations Peoples make up about two and one-half percent of the Canadian population. However, within the federal offender population, approximately 11 percent of the males and 14 percent of the females are Aboriginals.

Because of their over-representation and other issues of concern with respect to the incarceration of Aboriginal offenders, an inter-Ministry study – the Task Force on Aboriginal Peoples in Federal Corrections¹ – was initiated in 1987. This study reinforced the observation that our programs had not been effective and urged that we be conscious of the spiritual and cultural context in which our programs are delivered to Aboriginal offenders. Consequently, we are undertaking measures to ensure that the needs of Aboriginal offenders are met within the cultural and spiritual contexts of the Aboriginal communities and with the assistance of representatives of these communities.

We have developed programs to sensitize our staff to Aboriginal cultures; we have stepped up our efforts to employ Aboriginal staff; and we have developed institutional programs, including increased spiritual support, that incorporate the needs and interests of the Aboriginal offender population. Many of these programs are provided through contracts with organizations representing Aboriginal communities. It is very important that we mobilize these communities so that we may enlist their assistance in the rehabilitation of the offender. A great many initiatives have been undertaken and significant progress has been made in this area.

"... we have developed institutional programs, including increased spiritual support, that incorporate the needs and interests of the Aboriginal offender population."

FEMALE OFFENDERS

Women constitute less than two percent of the total federal offender population. Although about half serve their sentences in provincial institutions in their home provinces, by virtue of exchange of services agreements, the rest, until very recently, have served their sentences at the only federal institution for female offenders, the Prison for Women in Kingston, Ontario.*

"... five federally operated facilities will be established across the country, allowing the women to serve their sentences in environments, and with programs, which recognize their needs as women and as offenders...one of these facilities will be an Aboriginal healing lodge in the Prairies."

There have been longstanding concerns about how the needs of the women offenders are being met. At the root of these concerns has been the fact that there has only been one federal institution to accommodate them. The practice of incarcerating female offenders far from their families, cultures and communities contradicts the fundamental principles of our Mission. With only one federal institution – essentially a maximum security – for females, the system lacks the flexibility with respect to the security classification of the inmates and thus pre-release planning is not as imaginative or responsive as it should be. In our view, this is simply not good corrections.

In 1989, the Service established a task force², with government, voluntary sector, and Aboriginal representation, to examine the particular needs of federally sentenced female offenders and to determine how these needs could best be met. In September, 1990, the Solicitor General, Pierre Cadieux, announced that the Prison for Women would be closed by 1994. This decision has been applauded by all those with an interest in this correctional issue, including the voluntary sector, politicians, the media and the offenders. In its place, five federally operated facilities will be established across the country, allowing the women to serve their sentences in environments, and with programs, which recognize their needs as women and as offenders. In recognition of the very special

* Recent court decisions have resulted in the confinement of female offenders in other federal institutions.

needs of Aboriginal women sentenced to federal incarceration, one of these facilities will be an Aboriginal healing lodge in the Prairies.

Another initiative resulting from the task force occurred in March, 1990, when an eleven-bed minimum security facility was opened in Kingston to address the issue of the overclassification of many women in the Prison for Women and to allow the women access to the programs, services and resources available in the Kingston community. The offenders, staff and the local community have all responded very positively to this program.

The Correctional Service of Canada is committed to addressing the disadvantaged situation of federally sentenced women and ensuring that they are afforded the opportunity for human growth and development in the correctional setting in a manner consistent with the Mission.

OFFENDERS SERVING LONG SENTENCES

One other group of offenders that warrants discussion here is distinguished from the rest of the offender population not by culture or gender but by the fact that they are serving long sentences.

The management of long sentences has been a concern to CSC for many years. However, the issue became more focussed in 1976 when capital punishment was officially abolished. At the same time, the period that offenders sentenced to life imprisonment for murder must serve before they are eligible for consideration of parole was extended.* As a result of this,

* Persons convicted of first degree murder are sentenced to life imprisonment with a minimum of 25 years to serve before parole eligibility; persons convicted of second degree murder are sentenced to life imprisonment with a minimum period of between ten and 25 years, the period to be set by the judge on the recommendation of the jury. In all cases of first degree murder, and those of second degree where the minimum period to be served exceeds 15 years, the inmate is entitled to a judicial review of his or her sentence, after 15 years, with a view to reconsidering the number of years to be served before parole eligibility. However, the NPB will still have to decide on the question of granting or denying parole.

"... inmates serving long sentences live with a different set of expectations and thus a different psychological reality. Consequently, we have renewed our efforts to find innovative ways to make these long sentences meaningful; to avoid the possibility that any of these inmates will be 'forgotten' by the system by virtue of sentence length."

inmates serving life sentences today are serving, on average, more time than those who were serving life sentences under the legislation prior to 1976. Therefore, the proportion of the inmate population serving long sentences is gradually increasing. About 20 percent of the federal inmate population is currently serving a sentence of ten years or more.

We recognize that the general needs of these inmates may not be any different from those of the rest of the inmate population. However, we also acknowledge that inmates serving long sentences live with a different set of expectations and thus a different psychological reality. Consequently, we have renewed our efforts to find innovative ways to make these long sentences meaningful; to avoid the possibility that any of these inmates will be "forgotten" by the system by virtue of sentence length.

Our measures to improve the way in which we manage offenders serving long sentences focus on the recognition that, from the time of admission to a penitentiary to community release, an offender is likely to progress through a series of stages (such as adjusting to loss of freedom, adapting to the prison environment, preparing for return to the community and adjusting to living outside the prison). We are linking our program initiatives to the needs of the inmates as they progress through these phases. In addition, greater emphasis is being placed on staff sensitization to the needs of offenders serving long sentences; and the provision of a continuum of services for the offender as he moves from higher to lower security levels as part of the pre-release plan.

INMATES WITH A PROPENSITY FOR VIOLENCE

Among our 45 penitentiaries are two purpose-built institutions – Special Handling Units (SHUs) – for the custody and

treatment of inmates who pose a persistent and serious physical threat to staff and other inmates.*

These units have been the focus of considerable attention since their inception in 1977 and the policy governing these units has gone through a number of iterations. The vast number of policy changes in that relatively short period suggests that we have been floundering. This reflects the lack of scientifically-based knowledge regarding how to treat or deal with violent individuals. There is no ready-made approach to difficult-to-manage inmates. But, today, with our Mission document, we are no longer without a clear sense of direction.

Here, we outline the origin of the special handling unit concept, discuss its operation and some of the changes over the years, and, finally, describe our current efforts to adjust the SHU policy to be consistent with CSC's Mission and with our commitment to good corrections.

"Among our 45 penitentiaries are two purpose-built institutions – for the custody and treatment of inmates who pose a persistent and serious physical threat to staff and other inmates."

SPECIAL HANDLING UNITS: A NEW DIRECTION

THE ORIGIN OF THE SPECIAL HANDLING UNIT

The original conceptual framework for the special handling units was developed in 1975 in a report on the use of dissociation in federal institutions (Vantour Report).¹

The study was undertaken by a four-member committee as a result of the Correctional Investigator's concerns about CSC's policy with respect to long-term segregation cases and the conditions in which they were confined; and in response to a wave of violence that swept our prisons in the mid-seventies. This period was characterized by a series of riots, murders and hostage-takings. In 1975 and 1976 there were a total of 69 major incidents, 35 of which were

*Jim O'Sullivan
Pierre Viau
Jim Vantour*

* There are no such units for female inmates. A female inmate considered to represent a threat to staff and other inmates would likely be confined in the segregation unit at the Prison for Women. It should also be noted that these units are not psychiatric facilities. The Service operates separate institutions as psychiatric centres for inmates requiring such treatment.

hostage-takings, involving 92 victims, one of whom, a prison officer, was killed. To put the incidence of violence into perspective, there had only been 65 major incidents in federal penitentiaries in the 42-year period, 1932 – 1974.

The committee found that a number of inmates considered to be persistent and serious threats to staff and other prisoners were being confined in segregation facilities in their home institutions; locked in their cells for twenty three and a half hours a day for months and without any treatment or programs to address the reasons for which they were segregated.

There was, according to the investigating committee, no apparent purpose to their confinement in segregation other than to isolate them from the general inmate population. The practice, in addition to being considered inhumane, was deemed to be counterproductive in that many of these inmates were responsible for much of the violence in our prisons at that time – not only before but also after their release from segregation. In other words, segregation did not address the problem.

There was clearly a need for a facility in which to place the perpetrators of very serious violence to ensure order in other institutions so that inmates in regular prisons could undertake their respective treatment plans without fear for their safety and to minimize both risk to and fear among staff. At the same time, the need to minimize the harmful effects of long-term segregation and for more purposeful programming for violent offenders was also acknowledged.

The committee's proposed program was a series of phases through which an inmate would progress at his own speed, with no minimum period to be served in the Special Handling Unit. The phases focussed on increasing degrees of association, a gradual and monitored reintegration of the inmate into contact with other inmates and staff in the unit and, eventually, to normal association in a maximum secu-

rity prison. Inmates would be required to demonstrate that they could live peacefully in the company of staff and their fellow inmates.

The committee's report was tabled in the House of Commons in 1976 and the recommendations were subsequently accepted by the Service.

THE SPECIAL HANDLING UNIT REGIME: 1977 TO 1990

Two temporary facilities were provided for inmates who represented "serious and persistent threats". These units were parts of existing prisons – one in Millhaven Institution (for anglophone inmates) and one at the Correctional Development Centre in Quebec (for francophones). These facilities were reinforced to a super-maximum security standard and opened in 1977 and 1978. In 1984, two new purpose-built facilities, with a combined capacity for 170 inmates, were opened in Saskatchewan Penitentiary and at the Regional Reception Centre in Quebec. The temporary facilities were closed at that time.

Apart from the temporary units, which were wanting in many respects, the most immediate initial problem in 1977 focussed on clarifying the admission criteria. It was the Service's intention that these facilities should be reserved for persistently dangerous *inmates*, those who demonstrated dangerous behaviour in a prison setting. Dangerous *offenders* – those who had proven to be dangerous on the street – were simply to be housed in maximum security prisons. However, the opening of these units roughly coincided with the abolition of capital punishment in Canada. The Government, in response to urging from the union representing correctional employees, decided that offenders sentenced to life imprisonment for first degree murder, those required to serve a minimum of 25 years, should automatically be admitted to an SHU. The reason was that staff might expect almost anything from an inmate who had

to serve such a long sentence, and for whom the death penalty no longer existed as a deterrent for further killings in the course of the sentence. Consequently, the first nine prisoners admitted had just been sentenced to life, and although they had no blemishes on their prison records, they prompted considerable concern among correctional officers because of their long sentences.

After about a year, it was clear that most of these lifers did not require this kind of control in a prison setting. As a result, the policy with respect to automatic admission to the Special Handling Unit was rescinded. However, in 1980, the admission criteria were again expanded to include inmates who were considered to represent potential threats, so that they could be segregated before they committed acts of violence.

In the original design of the program, it was argued that an inmate should be able to progress at his own pace to his ultimate return to a maximum security prison. As time passed, however, a two-year stay became the rule of thumb, and in 1980, a two-year minimum was formally established. Five years later, this two-year rule was rescinded.

The Service regarded the decision to admit an inmate to a Special Handling Unit, or to release him, as extremely critical, requiring the consideration of the highest authorities. As a result, a national review committee was established with authority over admissions to and releases from the Special Handling Units.

However, in 1986, the Service moved to a decentralized decision-making process in these matters, one that involved only the sending and receiving institutions. This was part of a broader overhaul of the system, including an effort to decentralize authority generally.

Part of the change was a streamlining of the seven security levels that characterized the administration of the

prison system. From this point, the Special Handling Unit would simply be considered the most secure of a system-wide four-level classification scheme. Furthermore, in an effort to remove the "special" connotation, the label "Special Handling Unit" was replaced by "High Maximum Security Unit".

Immediately after the first Special Handling Units became fully operational in 1978, a regime clearly contrary to that envisioned by the architects of the concept – a control mentality – took hold and persisted, more or less, to 1990. In fact, from the inmates' perspective, it was not unlike what they had experienced in Administrative Segregation. This was due to a number of factors, not the least of which was the notoriety of at least three of the early inmates admitted to the Special Handling Unit.

Following the admission of the nine lifers, three inmates from the British Columbia Penitentiary who had been involved in a sensational 40-hour hostage-taking, in which a staff person was killed, were transferred to the Millhaven SHU. Written instructions were given that an extra post was to be established in the area where they were to be housed, that at least three officers were to be present when one of their cells was opened, that only one of the three was ever to be moved at one time, and that their hands were to be handcuffed behind their backs if and when they were allowed to exercise. This procedure set the tone for the Special Handling Units' operating procedure for some time to come.

The perceived need for such control was further reinforced during 1983 and early 1984. Throughout our prisons during this period, there were eleven murders of inmates, one murder of a staff member, 60 serious assaults on inmates and 39 other major incidents, including riots, hostage-takings and escapes. It should be noted, as well, that two of the inmate murders and seven of the serious assaults took place

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in one of the Special Handling Units.

Thus, it is little wonder that a control mentality continued to pervade the operation of the SHUs, even despite a steadily decreasing rate of violence after 1984. Inmates were routinely moved from cell to commonroom to recreation yard individually with at least two officers accompanying them; interviews were conducted through grills; and overhead catwalks were patrolled by armed officers. In addition to all this, restraint equipment – handcuffs – had become the rule rather than the exception, whenever an inmate was in the presence of staff.

The phases of gradual reintegration existed only on paper. Meaningful activities were limited. These were essentially non-contact prisons. The regime was a repressive one. Control had become the sole watchword.

There has been violence in the Special Handling Units; over one-third of the inmates have been admitted to the SHUs more than once; and they represent a significantly greater threat to the outside community upon release than the general inmate cohort. It is apparent that the intervention carried out did not have a neutralizing impact on the inmates' violent behaviour. The need for more meaningful programs and treatment strategies in these units was abundantly clear.

A MISSION-DRIVEN SPECIAL HANDLING UNIT PROGRAM

When the current operation of the Special Handling Unit was examined in the light of the Mission, the justifications for the types of controls now practised became questionable. The Mission's first two core values speak to the dignity of individuals, the rights of all members of society, and the recognition that the offender has the potential to live as a law-abiding citizen. It requires that our staff actively encourage and assist offenders to become law-

abiding citizens, while exercising reasonable, safe, secure and humane control – control only to the extent that is necessary. The Mission promotes an active intervention ideology in a safe, secure and humane environment. Control, according to our Mission, is best assured through positive interaction between staff and inmates and not by mere reliance on static security. Human relationships are to be the cornerstone of our endeavours. CSC has committed itself to this course of action. Every policy, every decision, must be looked at in the light of its consistency with the philosophy set out in the Mission.

Clearly, the control philosophy that had evolved in the Special Handling Units was not consistent with the Mission. It was, therefore, unacceptable and had to be changed. The Mission gives a clear indication of the expectations for the way in which control should be exercised in the Special Handling Units.

Recognizing this, the Service appointed a national committee, which included representatives from the two operational units, to undertake a comprehensive review of the international literature on the confinement of dangerous inmates and to reconsider the Service's policy pertaining to SHUs. The Committee also sought the advice of staff members based on their experiences in these units. A new approach was approved by CSC in January, 1990.

Fundamental to this approach is a recognition by the Service that a Special Handling Unit is not just another degree in our continuum of security levels for the general prison population. Rather, it is acknowledged as a special place for special people. Consequently, we have reverted to the label "Special Handling Unit".

Furthermore, it is acknowledged that the decision to admit an inmate to such a unit from a regular prison is an extremely critical one. As a result, we have re-established the national committee to oversee admissions and releases,

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to monitor the on-going operation of the SHUs and present its observations and recommendations to the Commissioner in an annual report.

Two fundamental principles dealing with control and with imaginative programming govern the operation of these units.

First, violent inmates must be controlled but only to the point necessary to prevent violent acts. This principle will impact both on the number of admissions to the Special Handling Units and on the way in which control is exercised within the units.

With respect to admissions, in the past any inmate who committed an act of violence in the course of the sentence or who demonstrated a propensity for serious violence was almost automatically transferred to an SHU. Now, the Service acknowledges that there are several different types of violent inmates and it attempts an assessment of such following the incident resulting in the referral to the national review committee. Once identified for referral by a Regional Deputy Commissioner, the inmate will be transferred to the SHU, for a period not exceeding 90 days, for a comprehensive assessment, including new psychological and psychiatric evaluations, to determine the required level of control and an appropriate intervention strategy.

Part of this assessment includes an effort to distinguish between three categories of dangerous inmates: 1) the psychiatrically disturbed; 2) the behaviourally disordered (those who lack internal behavioural controls – inmates who are assessed as socially inadequate, have a temper problem, or a drug and/or alcohol addiction); and 3) those whose violence is functional (who consciously and deliberately resort to violence as a means of achieving their own objectives).

There is an Assessment and Program Review Committee at each unit, comprised of the Associate Warden (Chairman), the Unit Manager, the Case Management Officer, the Correctional Supervisor, the Correctional Officer II, the psychologist and the psychiatrist. As a result of this Committee's assessment, a detailed program plan to specifically address the violent behaviour is developed, clearly outlining expectations and potential outcomes for the offender. The committee is responsible for recommending to the Warden the facility in which the recommended intervention would be most effective, be it the Special Handling Unit, a Regional Psychiatric Centre, or a maximum or medium security institution which has suitable programming and control for the inmate.

The Review Committee's recommendation and accompanying Warden's comment are forwarded to the national review committee which consists of representatives from across the Service. There, a final decision is made with respect to whether the inmate will be admitted to the Special Handling Unit or transferred to a more appropriate facility.

Notwithstanding the above, as this profile is being developed and a treatment plan is being conceived at the assessment stage, preliminary programs are introduced for the inmate.

The Service's intention with respect to future candidates for the Special Handling Unit is clear. In addition, as an interim measure for those inmates presently confined therein, we have undertaken a thorough review of all cases to determine if any inmates could be safely returned to maximum security institutions. Furthermore, we recognized that some, perhaps, would not have been sent there in the first place under the new policy and that others may have simply remained there too long. As of March, 1991 a total of 52 inmates had been transferred from the SHU to other institutions (the total count in the two SHUs, including admissions over the last year, is currently 87).

This same principle – control only to the extent necessary – applies to the regime within the Special Handling Unit as well. Consequently, the new Commissioner’s Directive states that staff/inmate interaction is to be encouraged in an environment that utilizes a minimum of physical separations. To further this commitment, CSC’s architects, in consultation with SHU staff, have been asked to consider changes to the facilities with a view to reducing the physical separation that currently exists between staff and inmates.

Furthermore, the Commissioner’s Directive cautions us that restraint equipment is only to be used as justified in exceptional circumstances. The Service is in the process of gradually eliminating the use of such restraints. As an immediate step, staff have reviewed the cases of all inmates with a view to removing restraint equipment during movement from as many as possible.

The second principle pertains to the availability of meaningful programs within the Special Handling Unit. We recognize that the environment must be one in which inmates can be safely managed but it must also be conducive to actively motivating them to meet their specific needs, especially those that have a connection to aggressive or violent behaviour. The Mission document clearly directs us in this respect: “all offenders must have opportunities to serve their sentences in a meaningful and dignified manner and our programs must provide for personal growth within the institutional setting”. Our Commissioner’s Directive states that violent offenders, too, have the potential to change their behaviour, given the right environment and programs.

The programming is being designed to assist the inmate in addressing his need to change his behaviour, to actively encourage him to participate in constructive activities, and to develop and demonstrate his capacity to interact with others. The purpose of all programs at the Special Handling

Unit is to either directly address the factors that contribute to the inmate's violent behaviour or to facilitate the monitoring of his behaviour in order to accurately assess any changes. In both circumstances, constant and continual objective feedback on the inmate's change/progress must be provided to the Assessment and Program Review Committee in order that an assessment can be made of the amount of risk to others presented by the inmate. The ultimate objective of programming within the unit is the return of the inmate to a maximum security institution at the earliest and safest possible time.

We are doing this through a team approach involving case management and security staff; ongoing staff training to increase awareness and understanding of violent behaviour and appropriate intervention techniques; and the development of a variety of treatment programs, including psychiatric and psychological intervention, temper control, living skills and drug and alcohol programs. These are augmented by personal development, employment and recreational opportunities, pastoral and Aboriginal spiritual counselling.

While involved in treatment programs, inmates, depending on their particular circumstances, are subjected to varying levels of control. As directed by the Assessment and Program Review Committee, they could receive their treatment in isolation separated from staff by a barrier; in isolation from other inmates but in a contact situation with a staff person; or with a group of inmates in a contact situation with a staff member. There are no specific phases through which an inmate must progress.

The inmate's progress is reviewed no less than every four months. His status will be based on his participation in the recommended programming and his success in addressing identified needs. There is no minimum period to be served before transfer to another institution.

It is important also to acknowledge that the Special Handling Unit policy recognizes that not all inmates will accept the opportunity that is offered under the new policy. There may be a small percentage of difficult inmates who show poorly on their assessments and who do not or will not respond positively to either the environment or their programs. Although such inmates will be reviewed every four months, they may have to complete their period of incarceration in the Special Handling Unit. The important element is that they were not placed in the SHU as a purely preventive measure, and they will continue to be offered the option of getting themselves out.

CONCLUSION

A look at our history and at the past and recent experiences in several other correctional systems tells us that units for potentially dangerous inmates tend to become the Achilles' heels of the systems. We are determined that this will not be the case in CSC. Our most difficult-to-manage inmates are confined in our Special Handling Units. We believe that the current operation of these units reflects the Service's commitment to its Mission. We intend to exercise reasonable, safe, secure and humane control – control only to the extent necessary. These inmates, like all others, will be treated with dignity and afforded the opportunity for personal growth and to address the needs that have resulted in their placement in a Special Handling Unit. It is not part of our philosophy to create the worst possible environment purely as a demonstration that there can be a worse life than the one that inmates spend under a normal maximum security regime.

Further, in keeping with our Mission, we have attempted to maximize the utilization of staff input and believe that this has made our progress much more concrete and has provided a significant level of staff commitment to the

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changes. Staff members in both Special Handling Units have participated in, and made significant contributions to, the programming and physical changes in the SHU and, of course, have worked diligently at incorporating the changes.

The development of this new approach continues to present us with many challenges. But it is also a time to enjoy the excitement that comes with the creative process. In this respect, it is the Warden's responsibility to personally ensure that all staff are aware of, and involved in, the change of direction for the Unit, that they are aware of the reasons for the change; the "better corrections" we hope to achieve; and that change need not be resisted unless we have compelling evidence that we are currently the best we can possibly be. Each staff member must come to understand that they can make a difference – getting involved, supporting and giving their commitment to the new direction. Staff must continue to have opportunities to become agents of change and to realize that they are in a position that affords an ideal opportunity and the capacity to mold the facility into one of the best "Unit Management" entities in the Service. Perhaps then, we can begin to report on our positive incidents rather than only on the negative ones. ■

CREATING AN ENVIRONMENT FOR GOOD CORRECTIONS

The program initiatives discussed above represent only part of the picture. To ensure their effectiveness, we have to foster an environment that is conducive to changing beliefs, attitudes and behaviour, and to reinforcing the expected changes. Our Core Value 3 addresses this issue. It emphasizes the importance of human relationships in our endeavours and the need for all our staff to be correctional staff – active and visible participants in the correctional process. Because of our commitment to Core Value 3, and in an effort to support our

"... we have changed the very structure of our penitentiaries by implementing a new institutional organizational structure called Unit Management."

program initiatives, we have changed the very structure of our penitentiaries by implementing a new institutional organizational structure called Unit Management.

The history of penitentiaries has been long but the evolution of correctional management did not begin until the late 1960s. Until then, there were a few individuals in each penitentiary who worked towards the rehabilitation of the prisoner. Essentially, though, there were "guards" and "convicts", with the guards guarding and the convicts doing what they were told. Indeed, it was only a few decades ago that it was accepted that inmates should normally remain silent. Where conversations between staff members and inmates were necessary, they were minimal. Prisoners had no responsibilities but to follow the rules and regulations imposed upon them. If they "played the game" there was less conflict with the authorities; if they didn't, they did "hard time". It is hard to believe but corporal punishment for violation of prison rules was authorized by the Penitentiary Act until 1972. No behavioural change was encouraged. The penitentiary did not view itself as a correctional institution, so if an inmate began to behave in a more socially acceptable manner, it was largely a result of his own initiative and not because of the system.

In the 1960s, ideas about correctional management began to develop. One innovation was the Living Unit approach which was applied in many, but not all, of the federal correctional institutions. With this approach to managing institutions, the inmate population was divided into smaller groups (based on the proximity of their cells) and a group of staff members were assigned to work with them on a continual basis. These staff members, known as Living Unit Officers, had a dual role – to act as custodial officers and to serve as first-line case management officers. As guards, they observed the behaviour of a specific group of inmates in the living area, recreation or work areas, watching for changing patterns of behaviour. Their observations were enhanced by their knowledge of the individual inmates and, in turn, their knowledge

helped them with what they should watch for. Although the intent of the Living Unit approach was good, it divided staff members into two groups: those who worked directly with inmates; and those who did not have any meaningful interaction with inmates, that is, those who only looked after what is called static security – walls, barbed wire, weapons and barriers.

A number of studies in the early 1980s, focussing on the operations of the penitentiaries and of the management of inmates, highlighted a need to change.³ Specifically, concerns were raised about the number of staff members, particularly those entrusted with the security of institutions, who had almost no interaction with inmates.

They were being held accountable for the institutional security but were not being given full access to all the tools they needed – the knowledge of those they were dealing with – to be successful. Concern was also raised about their well-being and their satisfaction with the job if they felt themselves to be on the outside of the institutional life, perhaps literally as they monitored the perimeter. Even at the management level, responsibility for the security of the institution lay with one manager, while management of the correctional treatment of inmates lay with another.

The reports of the 1980s had several common recommendations of particular relevance to the creation of a new management model. These recommendations focussed on the need for an organizational structure that would facilitate extensive and meaningful interaction between staff and inmates – improved dynamic security and delegation of authority to the operational level.

As a result of wide-based consultation and detailed analysis of contemporary correctional practices, “Unit Management” evolved as the model for the Correctional Service of Canada institutions. This meant dividing institutions into smaller units, with *all* staff sharing responsibility for interac-

"Unit Management, with its balance between dynamic and static security...an excellent example of effectively setting the scene to facilitate 'good corrections'."

tion with offenders and participation in inmate programming, whether through formal or informal means.

Unit Management is, at least in part, a product of the 1984 Report on the Statement of CSC Values, the forerunner to the Mission document. Although the decision to implement this new model preceded the development of CSC's Mission, the current administration did re-affirm this commitment to implementation. It is therefore instructive to discuss it here. Unit Management, with its balance between dynamic and static security, was one of the Service's responses to the concerns expressed in the mid-eighties and we consider it to be an excellent example of effectively setting the scene to facilitate "good corrections". Furthermore, the method of developing and implementing the Unit Management model is illustrative of the Service's commitment in Core Value 3 to *staff involvement and consultation in the development of corporate objectives, policies, plans and priorities ...*

"... an important element in doing good corrections is knowing offenders on a personal basis and using the strength of these relationships as a resource for change."

To change offenders' views and to change their behaviours, we need to get to know them and they need to get to know us. Through their relationships with our staff, offenders learn more about constructive and pro-social ways of life. Therefore, an important element in doing good corrections is knowing offenders on a personal basis and using the strength of these relationships as a resource for change. It is important, then, that staff understand what it entails to be a role model. The impact on staff selection and training is obvious.

The decision to implement Unit Management throughout our system initiated a period of intensive reorganization and profound change in the operation of our correctional institutions. Although we are still working on the fine-tuning of this organizational model, we are moving to a system that will be characterized by – indeed will rely on – interaction between our staff members and the inmates for its success.

In the following article, three staff members from National Headquarters, who have been intimately involved in the introduction of Unit Management to institutions across the country, describe its purpose, the organizational configuration at the institutional level, the implementation process and the intended benefits – to both staff and inmates. Following that, we present a view of Unit Management from an operational perspective – from the floor of an institution. Rick Lyman, a Unit Manager at Joyceville, a medium security institution in the Ontario Region, discusses what he considers to be the benefits of this new approach to both the staff and inmates at Joyceville.

UNIT MANAGEMENT: REBUILDING THE PRISON

THE PURPOSE OF UNIT MANAGEMENT

The fundamental intent of Unit Management is to ensure that there would be meaningful interaction between teams of staff members through the integration of case management, program functions and security; and similarly between staff members and groups of inmates. Furthermore, Unit Management ensures that a correctional officer's primary place of work is in the unit or areas of inmate activity, thus providing for greater staff participation in the decision-making process, with authority for decisions concerning institutional operations and inmate management delegated to the lowest level possible. In addition, Unit Management provides a single, consistent model for operations in all CSC institutions.

*Wayne Oster
Jim Marshall
Glen Brown*

THE ORGANIZATION OF THE INSTITUTION

Responsibility for all security operations and inmate management in an institution rests with a deputy warden. However, in the Unit Management model, each institution is divided into units – usually centered around a distinct

cellblock area of 80 to 120 inmates – each under the direction of a unit manager. The unit manager has full responsibility for the cellblock area and the inmates who live there, as well as for a designated sector of the institution and the related security posts and for a specific program area, such as Visits and Correspondence or Recreation.

Although each unit operates semi-autonomously, communication and cooperation among units is achieved through the direction of the deputy warden and two functional advisors, the Coordinator, Case Management and the Coordinator, Correctional Operations. They are primarily responsible for providing functional advice to the deputy warden and to the units, and for monitoring program quality and coordinating activities between units. However, the existence of these positions does not detract, in any way, from the responsibilities unit managers have for case management and security within their own units.

With full responsibility for the unit operations, the unit manager has the authority to make decisions on how the unit will operate. Service policy directs what must be done but the unit manager, within the parameters set by the institutional management team, may determine how the policies should be carried out in his or her unit. He or she will, in turn, delegate authority to team members for specific tasks or decisions.

The unit manager is supported by a team of personnel which includes correctional supervisors, correctional officers, and case management officers. Two levels of line correctional officers are required in Unit Management. Both levels are responsible for basic security functions. The majority of the duties of the Correctional Officer I are comprised of the more traditional static security duties (such as movement control, tool control, searching, frisking, counting, etc). The Correctional Officer II, the more senior of the two, is also tasked with these duties but has a greater

"Service policy directs what must be done but the unit manager, within the parameters set by the institutional management team, may determine how the policies should be carried out in his or her unit."

involvement in case management and thus more contact with inmates.

The Correctional Officer II is assigned a small inmate caseload and is expected to play a critical role in the development and monitoring of an inmate's correctional treatment plan. This involves reviewing inmate files, and monitoring, assessing and reporting on inmate behaviour. As Correctional Officers II have exposure to inmates at a variety of times and in a variety of locations they are best able to actively intervene with inmates in the supervision of the correctional plan.

Although Correctional Officers I do not have an assigned caseload, they are required to report and record information on inmate behaviour, based upon their interaction with, and surveillance of, inmates.

The case management officers are ultimately responsible for the management of all inmates cases and provide functional support to the Correctional Officers II in their work with their inmate caseloads.

The correctional supervisor is responsible for the supervision of correctional officers in the day-to-day operations in the unit. Although not carrying a caseload, the correctional supervisor is responsible for the assignment of caseloads and is expected to be knowledgeable about, and actively involved in, the case management process.

THE PROCESS OF IMPLEMENTATION

The change to Unit Management had to be carefully orchestrated.

A long-term implementation plan was developed, put into effect by, and is being monitored under the guidance of, a team of senior regional managers. The detail and the organization of the plan was to be critical to a successful implementation process given the scope of the project and

"... ideas were compiled in a 'What Works' document designed to improve communications between institutions, regions and headquarters and distributed to all wardens, deputy wardens and unit managers."

the far-reaching impact on every institution and virtually every sector at regional and national headquarters.

A communications strategy ensured the sharing of the long-term goals and the shorter-term objectives of each phase of implementation with staff, inmates, managers, and the unions.

A national training strategy guaranteed that unit team members were provided with the knowledge and skills they needed to assume their new roles and responsibilities.

Individual units were required to develop a plan for the operational changes – to establish the framework for the implementation of Unit Management at the unit level. The creation of each initial Unit Plan provided an opportunity for all unit staff to contribute ideas and to actively participate in shaping their immediate work environment. All team members contributed to the development of unit schedules and operational routines, delegation criteria, and a strategy of effective communication within the unit and the identification of training needs.

Specific responsibilities of individual team members were outlined in a role paper which provided a framework for a phased involvement of correctional officers into the inmate case management process, allowing managers to plan a transition which best fits their own staff and operational strengths.

The implementation of the Unit Management structure created a number of challenges at the institutional level. For the most part, these challenges centered upon the scheduling and deployment of correctional staff. The sharing of good ideas between facilities sounds simple enough. Yet, there are concerns that this does not happen often enough – particularly in large and geographically dispersed organizations such as ours. This is compounded by the fact that in some institutions staff tend to view their own problems and

solutions as being particularly unique. To deal with these concerns, a national working group met to consider innovative strategies which might be utilized by institutional planning committees. These ideas were compiled in a "What Works" document designed to improve communications between institutions, regions and headquarters and distributed to all wardens, deputy wardens and unit managers. There is an ongoing commitment to update this document on a regular basis and circulate it widely throughout the Service.

FUTURE DIRECTIONS

Unit management is now in place in a structural sense and the most obvious effects of organizational change have already been experienced throughout the Service. The ongoing challenge is to ensure the most effective application of the structure in all facilities, and to involve all correctional staff in correctional work in a manner which encourages a commitment to excellence.

Much of the challenge for the management of change within our institutions lies with the men and women who have taken on responsibilities as unit managers. To a considerable extent the challenge each unit manager faces is representative of the challenge facing the organization. Most unit managers have come into their positions with considerable experience in corrections. They have developed expertise in case management, security or living unit operations. Having normally served their careers in CSC within only one sphere of the operational environment, the diversity of tasks they now face may be quite new. Consequently, there is much to learn and experience about the totality of correctional operations in order to ensure integrated operations within each unit.

If Unit Management is to be successful, perhaps the most fundamental requirement will be to integrate the case

management process into Unit Management. The notion that good case management contributes to good security will have to become an established fact of the operational culture.

In order to effectively integrate the traditional concepts of case management and security, it will be necessary for unit managers to build upon the strengths of the various members of the unit team. Some of the development process will be encouraged by way of national and regional workshops, courses and communications. However, much of our ability to effectively develop our staff depends upon quality staff development and training initiatives occurring within the institution and within the unit. Learning is most effective when it is near the point of impact and skills are best acquired in a controlled but realistic environment. The increased interaction and investment in each other provides for team building and the sharing of ideas within the institution.

In the longer term the implementation of Unit Management will entail a concerted effort to ensure meaningful involvement by all institutional staff in the correctional process in order to provide for a more safe, secure and humane correctional environment. This will come about through more effective interaction between staff and inmates particularly as this relates to reducing the potential for violence in prisons and obtaining a more informed assessment of inmate needs and suitability for release.

THE BENEFITS OF UNIT MANAGEMENT

When security and casework duties are effectively integrated at the line level in the institution, it minimizes the compartmentalization and specialization which can lead to poor internal communications, competitiveness and overall poor organizational effectiveness. Therefore, a greater

"We believe that effective interaction between line staff and inmates is the basis for good security, good programs and good casework."

degree of control is exercised, tensions are reduced, and staff and inmates tend to take on more responsibility for their actions. The assignment of case management responsibilities to correctional officers is, therefore, simply an effective means of fostering staff-inmate interaction. It makes interactions more relevant and more focussed as the traditional barriers to interaction are necessarily eroded. Furthermore, the work of the correctional officers is enriched by the assignment of case management responsibilities.

We believe that effective interaction between line staff and inmates is the basis for good security, good programs and good casework. Maintaining small, familiar and manageable units is an obvious asset in promoting teamwork among staff members. The unit approach allows staff to achieve a greater understanding of the inmates, largely through opportunities to interact meaningfully with them. The Unit Management model ensures a consistent, focussed approach to the management of inmates. It contributes to a more secure prison environment and a safer reintegration of offenders. ■

UNIT MANAGEMENT: A PERSONAL VIEW

For the past two years as a unit manager at Joyceville Institution, I have been responsible for the implementation of the Unit Management policy in my own unit and also as a member of the management team for the institution as a whole.

Rick Lyman

My background included eight years as a CX-1 and a CX-3 at Collins Bay Institution and five years as a correctional supervisor at each of Warkworth and Joyceville Institutions.

My experience at Collins Bay, at the time not set up on a living unit structure, was that communication among inmates and staff alike was hampered by the pyramidal

structure. This resulted in the possibility of inappropriate action affecting both groups.

It seemed to me at the time that too much authority and responsibility was vested in individuals far removed from the front-line officers dealing with the inmates. In addition, there was no involvement of security personnel in inmate programs or case management.

With my promotion to Warkworth as a correctional supervisor, I appreciated the advantages of the Living Unit system. The Living Unit supervisors, case management officers and Living Unit officers all worked on a day-to-day basis with the inmates and were more responsible for security and case management within the unit than in institutions that did not have a living unit structure.

However, I experienced first hand the barriers between unit personnel and security officers. The ordinary street clothes worn by living unit staff were only one physical sign of a real potential for misunderstanding, mistrust and poor communications between them and the uniformed security personnel. At times, it was not clear that both groups of staff were working towards the same goals. The involvement of security staff with offenders was minimal. As a correctional supervisor, I felt that many security officers were frustrated by the apparent narrowness of their jobs: monitoring inmate activity and reacting only when there was a problem did not satisfy most security officers.

The career development of officers in security positions was limited by the narrow roles they played. There were few opportunities for involvement in case management or programs and many informal obstacles to cooperation and communication.

From my later vantage point as a correctional supervisor at Joyceville, information about the recently approved program called Unit Management seemed to paint an almost ideal picture of good corrections:

simple principles of operations under which all unit staff were to work together addressing the program, case management and security needs of inmates housed in a unit. Communication between staff and involvement of front-line staff in decision-making would be the key elements.

As Unit Management and my role in it unfolded, my expectations were largely met. Most front-line staff have responded very well to the new management structure, taking responsibility for broader roles and enjoying their involvement in unit-based or institution-wide projects or programs. Many Living Unit and Security officers prefer the richer working life brought about by more responsibility, accountability and a variety of duties under Unit Management.

Correctional officers at all levels now have input into unit decisions affecting inmates and unit operations. Development of team work has been the path to both improved morale and effective problem-solving.

Inmates are responding to new levels of communication with front-line staff that even under the Living Unit system occurred only rarely. Inmate management problems are generally avoided by action made possible through timely and thorough communication and decisions made by the people closest to the scene.

Both staff and inmates discuss problems openly and are learning to share responsibility for what goes on in the unit.

With increased variety of duties, involvement with inmates and responsibility, some staff who had considered themselves "burnt out" are finding new challenges and rewards that have revitalized them. Attendance has improved, overtime costs are down and there is a feeling of commitment and movement towards better unit operations.

"With increased variety of duties, involvement with inmates and responsibility, some staff who had considered themselves 'burnt out' are finding new challenges and rewards that have revitalized them."

Possibly the most dramatic change I have observed has been the improved career opportunities for staff. Being involved in so many areas of the institution, learning the roles of other staff and indeed helping them do their jobs, has given new staff, in particular, broader horizons and more information upon which to base decisions about what they want to do and more flexibility in their career choices. Their assignment to a team of officers has greatly improved the orientation and training of new staff. Correctional supervisors work closely with new staff to ensure maximum exposure to unit policies and procedures, while identifying the individual's strengths and weaknesses and addressing them during the probationary term.

As Unit Management develops, it will facilitate movement between institutions as staff roles become more uniform than was the case when some institutions had a Living Unit program and others did not.

Compared with my experience as a correctional supervisor, the new role played by today's correctional supervisors is much richer and more demanding, but more satisfying. They are involved in decision-making in all operational matters and are team leaders within the unit.

While they continue to supervise the shifts as the officers in charge of the institution, they are also expected to deal directly with individual inmates, inmate groups or their representatives. Knowledge of case management policy and procedure is essential but a high security consciousness and expertise is also needed.

This group represents some of the natural successors to unit managers. As they act in the unit manager's absence, they are exposed to senior management and its priorities and viewpoints. Correctional supervisors have become the link between the institutional management team and front-line officers. The demand for development of management

skills and clear communications from them has given them both challenges and opportunities.

There certainly have been some expected difficulties in the implementation of Unit Management. One of our challenges is to promote consistency of information collection and report writing by correctional officers within the limitations of unit rosters. We must ensure that correctional officers have continuous contact with their caseloads by bolstering the flexibility of rosters.

Through the injection into unit posts of ex-security personnel and through the reduction of time spent in the unit by ex-living unit officers, there was a significant overall reduction in the contribution of staff to the case management process. Training, motivation and changes to the unit rosters are proceeding to counter this tendency.

By the same token, there was a temporary reduction in the flow of information necessary to good dynamic security as old working relationships, staff-inmate familiarities and communication patterns were disrupted. However, new systems of recording, reporting and assessing information important to inmate population management are now in place. Input from staff working at all posts, who have observed inmates in a number of different situations, is now available to the unit team when formulating decisions and recommendations.

As Unit Management progresses, the team approach to information-sharing will expand to include others such as hospital employees and work supervisors, teachers and all staff who possess information about inmates which may be of assistance in the case management process.

There is no question that Unit Management will continue to evolve. We have harnessed the energies of front-line staff in developing better ways to conduct our business. It is only natural that this potent force, complete with the

naturally changing responses of senior management to economic, social and political realities will see Unit Management develop further.

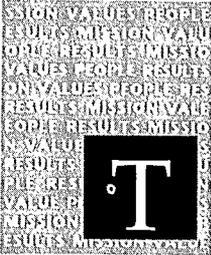
My experience at Joyceville has shown that even radical change can be positive and healthy if staff at all levels are involved and committed to achieving a common goal. Clearly communicating the changes still required and allowing the input of front-line staff into decision-making will remain the keys to success. □

In addition to the authors identified in the chapter, the following have contributed to the text of chapter 6: M.J. Duggan, Deputy Commissioner, Prairie Region; Jean-Claude Perron, Deputy Commissioner, Quebec Region; John Vandoremalen, Communications Planning and Research Executive; and Elizabeth Baylis, Director, Correctional Policy, Correctional Programs and Operations.

Chapter Seven

STAYING ON COURSE

The credibility and integrity that we intend to build is not that of merely complying with policy and regulation, of being, in essence, honest in the legalistic sense. We want the credibility that comes from acting on what you say you believe in.



THE MISSION DOCUMENT CHARTED A NEW COURSE TOWARDS our destination – good corrections. We want to be sure that we stay on that course – both with the direction that we have set for ourselves, and with new developments that may impact on the way we carry out our business. We are committed to doing this by cooperating with those mandated to investigate and comment on various aspects of our operations. We are committed to listening to them and taking action where it is warranted.

But, we are determined to do more. The initiatives that we have taken with respect to our Legal Services and Audit and Investigations sectors are designed to ensure that we are not

"The initiatives ... are designed to ensure that we are not always 'catching up' with what we said we would do."

always "catching up" with what we said we would do. We have taken the steps to stay current, to focus on the future and to audit our own programs on an on-going basis.

In addition, if we are to stay on course and do the things we said we would do, we have to maintain our credibility with the central agencies. This means that we have to be open and honest in our management practices and in the way we relate to our federal government colleagues. This chapter describes measures that we have taken to ensure this.

OUR RELATIONSHIPS WITH MONITORING AGENCIES

There are several external non-judicial bodies or offices which monitor the performance of the Service in certain areas. These include the offices of the Privacy Commissioner, the Information Commissioner, the Official Languages Commissioner and the Correctional Investigator. These offices examine and sometimes evaluate or challenge our actions.

The Service is committed to relationships with these offices which will be characterized by openness, integrity and co-operation. We believe that the Service can only achieve its Mission and respect its values and principles by clearly reflecting a sense of partnership, by working closely with these non-judicial offices.

The Service deals with a large number of individuals about whom considerable information is kept. This information affects many facets of their lives, most importantly their liberty. Because of this, offenders have a particular interest in obtaining access to this information through the Access to Information Act or the Privacy Act. The number of requests remains high and we must demonstrate that we are accountable and responsive by informing, in a timely manner, those who seek to be informed. Suggestions from the Privacy Commissioner and the Information Commissioner assist us to better achieve our objectives. We do not, however, expect the

offenders to be dependent on these two offices for access to information. In our day-to-day interactions we share information with the offenders to the greatest extent possible and provide them with every opportunity to take issue with or correct the information gathered about them. We are striving for open and honest relationships, as much with the offenders as with other interested parties, in what we believe is the application of our Mission principles.

The Service is committed to ensuring that the language rights of the offender population are maintained. The Official Languages Act gives offenders (and many other people) the right to be dealt with in the official language of their choice. This is particularly important because of the scope of service which must be provided and the critical impact the service may have on the life and liberty of individuals.

The Service may also be subject to review or inquiry by external agencies or groups or processes, such as coroner's inquests. We are committed to ensuring that recommendations made by these groups are considered and that action is taken as required. Indeed, this responsibility is an integral part of the accountability relationship we have with both the government and the Canadian public we serve.

One office created specifically to monitor the performance of the Correctional Service of Canada is that of the Correctional Investigator. This office is mandated to initiate and conduct investigations relating to the confinement of offenders in penitentiaries and to their supervision on conditional release.

We are determined that the individuals within our charge are treated fairly and with respect and that they maintain the rights to which they are entitled. Because of this, we support, indeed value, the role of the Correctional Investigator. It is frequently through his observations and advice that we are afforded the opportunity to take corrective action where it is merited. Because of our unique relationship with the Correctional Investigator, we have included in our Mission docu-

"We are determined that the individuals within our charge are treated fairly and with respect and that they maintain the rights to which they are entitled."

ment a strategic objective to *ensure that we are open and responsive in all our dealings with the Correctional Investigator.*

INTERNAL MEASURES

Rather than simply responding to change when we are told to change, we are willing to try to adjust our behaviour to meet the expectations of our partners and others. We want internal structures that ensure that we respect both the spirit and intent of the law, as well as the values and principles of the Mission document. To do this, we have developed our own internal measures. These include a new role for our legal counsel and a re-organization of our Audit and Investigations Sector.

THE ROLE OF LEGAL COUNSEL

In many government departments, legal counsel are typically consulted on an "as needed" basis. They are frequently seen as "firefighters", acting in a corrective fashion after the fact, or as "hired guns", fighting their client's battles when the department is in trouble. We envisioned a different role for our legal counsel. We wanted our legal counsel to ensure that our policies and programs are developed with possible legal and constitutional implications in mind.

We felt that such legal advice could not be properly given without counsel having a thorough understanding of the policy issues involved in the decisions to be taken. Therefore, we have taken two steps to ensure that this would be the case. First, our Senior Counsel was made a full-time member of CSC's Executive Committee. In this way, that person has an opportunity to provide legal counsel to the other members of the Executive Committee as policies or proposals are being discussed. Secondly, we wanted all of our legal advisors to be knowledgeable of all aspects of the Service and fully involved as members of the team in the policy-making process. In order

"In order to stay on course ... we actively involve all our legal advisors at the outset, in the development of policies, as full-fledged members of the 'correctional team'."

to stay on course in this respect, we actively involve all our legal advisors at the outset, in the development of policies, as full-fledged members of the "correctional team".

We believe that, with a clear statement of the Service's Mission, and the participation of our lawyers as part of the "correctional team", we are more likely to fulfil our commitment to "staying on course".

THE AUDIT AND INVESTIGATIONS SECTOR

We have replaced what had previously been the office of the Inspector General with an Audit and Investigations Sector. We redefined and reorganized this branch for a number of reasons.

First, the Inspector General's role had been primarily oriented towards compliance auditing and was, understandably, as the title implied, seen as a policing function. We wanted the sector to be, and to be seen to be, a more integral part of CSC.

Secondly, we wanted a greater focus on achievement of results, as opposed to simple compliance auditing. Because the *raison d'être* of CSC is the offender, our success should be measured by how well the offender progresses through the sentence. Consequently, audits now examine programs and activities from a more global perspective, beginning at the NHQ policy level and then more specifically assessing implementation in a sampling of responsibility centres.

This fundamental change in the internal audit process had to be complemented by changes within the audit organization itself. With the focus being directed toward the offender, it was felt that adding the expertise of correctional practitioners to the core of experienced auditors would provide a greater understanding of the operational realities of the various programs while, at the same time, providing for increased credibility for audit observations and recommendations. To further

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acknowledge this reorientation, we staffed the position of Assistant Commissioner, Audit and Investigations with an individual having considerable operational experience, including having served as a warden.

In addition, the Mission document provided us with the impetus to institute a career development program within our audit sector. Some staff members, with experience in dealing with offenders or in administering offender programs at the operational level, were given an opportunity to work in the sector. Others benefitted from assignment-specific secondments. The onus of ensuring that the professional standards of internal audit were maintained fell to the core of experienced auditors.

An Audit Committee, consisting of senior managers within the Service, developed an "audit universe" – an inventory of programs and activities which have to be examined on a cyclical basis. In addition, of course, we have to ensure that the broader responsibilities of the government, with respect to financial, personnel and administrative requirements, are adhered to and monitored on a regular basis. The net effect of these changes – the "audit universe" – focusses on the offender while, at the same time, meeting the reporting requirements of central agencies.

Further, we felt that it was important to actively demonstrate that the Service was committed to the Mission and that this could be done by ensuring that all audits commented in either a quantitative or qualitative manner on the impact upon the Mission's objectives. By referencing all audit objectives and findings to the Mission, audits could provide regular "report cards" on progress towards attainment of these objectives.

We have tried to reduce the perception of auditors as "policemen" of the organization by initiating our audit process with discussions with managers directly responsible for the program under review. They, then, have the opportunity

to contribute directly to the audit. In addition, we frequently seek input from other parties and agencies such as the Correctional Investigator, the National Parole Board and central agencies. We think this is a very tangible recognition of the concept of "partnership" and that it increases the likelihood of an effective audit report.

Communication is critical to the success of the audit program. Briefings are held after each audit; an audit report is widely distributed – internally and to some central agencies – and is made available to the Correctional Investigator; summaries are published in our staff magazine to inform all staff of the findings; and an active follow-up process is undertaken to ensure the appropriate response. With this wide distribution, it is expected that managers will review their own activities and take corrective action where necessary – a proactive approach to identifying potential problem areas.

Within an environment as potentially volatile as that of CSC, serious incidents such as murders, suicides, escapes and riots will occur. From a corporate view, however, we need to learn from each incident in order to minimize the likelihood of a recurrence. Therefore, an investigative capability to examine such incidents has been established. The objectives of the investigation are to examine all factors related to the incident; to determine why the incident occurred; to determine whether the incident could have been prevented; and to make recommendations designed to reduce the likelihood of a similar incident happening in the future.

In summary, the Mission document brought the stimulus for change by providing the framework for establishing quantifiable and clearly stated results which each responsibility centre is expected to attain. These yardsticks of expected results are used by our internal auditors as instruments to report to managers on their operational progress.

The internal audit and investigations function is one key demonstration of the Service's commitment to accountability. It is a mechanism utilized to ensure that the ideals of the Mission document are attained. It provides for regular monitoring of the Service's performance with respect to corporate and strategic objectives. It requires the periodic assessment of all programs and activities within the Service and the investigation of incidents as they occur. Consequently, it allows for the identification of problem areas and offers managers the opportunity to take any necessary corrective action.

BUILDING CREDIBILITY

We want to pursue our objectives with integrity. To facilitate this, we are striving to improve our management practices, and by doing so, to establish credibility internally and with our partners and the public.

We believe we build credibility for our commitment to our objectives and for our management style by shifting resources into areas that the values in our Mission document identify as high priorities. We say that we intend to assist offenders to reintegrate into society as law-abiding citizens as quickly as it can safely be done. That being the case, it is important for us to show that our resource distribution reflects that priority. In fact, we can show that expenditures of dollars and person-years are being increased to provide community support for released offenders and to prepare those still incarcerated for their eventual release. We have shifted human resources away from administrative and purely custodial duties into offender-related functions, such as case management, education, and personal development, all of which should enhance the likelihood of successful reintegration for offenders.

We must also have the systems, structures and practices in place that let us know what is happening and to report it to

others. Thus, we have made a series of changes to our planning, budgeting and management systems in order to contribute to the stewardship, or "value for money" notion, that we are trying to introduce into our routine operations. We have linked these in an "accountability framework".

We now have a new operational planning framework that, we hope, realistically links activities to outputs and dollars spent. With a demonstrable relationship between our activities, what has been spent, on what, and with what results, we are able to report more clearly to Parliament. A secondary benefit is that this helps us to focus our thinking more on the results of our actions rather than on the processes we are following.

A strategic plan has been re-introduced, establishing mid-range (3–5 years) objectives that can be validated or amended annually. Each year, this forms the basis of budget submissions and annual work plans. Variances can be monitored monthly and regions have the leeway to reflect local priorities in their interpretation of corporate issues.

Senior managers now draft what is, in essence, a contract between themselves and the Commissioner outlining their personal contribution to the work of their area. This could be a personal project, a management initiative or a program theme to be developed that allows them to show a personal result or contribution rather than reducing them to the role of project managers.

Furthermore, CSC is now bringing forward a new corporate management information system that reports on activities that we believe indicate how well we are doing as a correctional service – a change from reporting on isolated program activities. Since the emphasis is on corporate performance, the indicators are, of necessity, few in number but they provide senior managers, the Minister, and Parliament with snapshots of how well we are progressing.

Finally, within CSC, evaluation and assessment are receiving greater priority and funding as we strive to determine which of our activities are effective in supporting the objectives we have set for ourselves. We want to know if we are doing things well and cost-effectively and whether there are other better things that we should be doing.

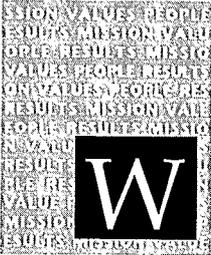
Building and protecting credibility, in our view, is not a matter of declaration and exhortation. Credibility is earned and demonstrated through behaviour, and that behaviour sends the clearest message of all. The credibility and integrity that we intend to build is not that of merely complying with policy and regulation, of being, in essence, honest in the legalistic sense. We want the credibility that comes from acting on what you say you believe in.

Major contributors to this chapter were Irving Kulik, Assistant Commissioner, Audit and Investigations; Ted Tax, Senior Legal Counsel; Gerry Hooper, Director General, Technical and Inmate Services; and Elizabeth Baylis, Director, Correctional Policy, Correctional Programs and Operations.

Chapter Eight

MAINTAINING OUR MOMENTUM

We have had to continue to challenge ourselves; to find ways to ensure that we all remain excited and motivated by our work.



WE THINK WE ARE NOW MUCH CLOSER TO DOING GOOD corrections. To continue, we have had to find ways to maintain the momentum developed over the last two years. We have had to continue to challenge ourselves; to find ways to ensure that we all remain excited and motivated by our work.

We have emphasized the need for good communications as an integral part of “doing good corrections”. We believe that through such communications we can continue to challenge and keep everyone involved.

Like any other government agency, we use all the usual channels of communication within our hierarchical structure.

But, we did not think that this was enough. We sought other ways for our staff members to share our values and to work towards the goals of the Service. We sought new ways of communicating – of sharing information and ideas, knowledge and experience.

SHARING INFORMATION AND IDEAS

COMMUNICATING WITH STAFF

The introduction of the Mission provided us with an opportunity for innovations in communication. Staff members met in small groups across the organization to discuss the Mission; not just to find out what was written, but to talk about what it really meant and how we could apply it to our daily routines. We continue these meetings as groups of staff share their successes and failures in putting the Mission into practice. We want to learn from the successes and failures and, by working together, we hope to overcome the obstacles.

"We are encouraging people throughout the organization to meet together to look for new and better approaches to what we do and how we do it ..."

More than that, though, we believe there is much creativity among our staff and we need ways to bring this to the fore. We, therefore, encourage staff members to share their ideas. What we want are "gatherings of minds"! We are encouraging people throughout the organization to meet together to look for new and better approaches to what we do and how we do it or just to make sure that colleagues understand each other and what each is doing. Work units are encouraged to meet together, when possible away from the work site. Such meetings may be for all members of a sector at National Headquarters, for all administrative support staff in an institution or parole office, for chaplains from across the Service, or for the members of the Executive Committee.

Meetings, of course, are not the only answer. More and more, managers at all levels of the organization are moving

out of their offices and “into” the day-to-day operations. Long gone are the days of the “formal tour” of institutions and parole offices. Instead, managers are now seeking opportunities to talk to and listen to staff, encouraging them to share their ideas, their concerns, and their frustrations. The members of the Executive Committee are spending less time with each other and more time talking with staff in the operational units. Wardens continually move throughout the penitentiaries seeking dialogue with their staff and motivating staff to engage in good correctional practices. Managers are maintaining an open-door policy, allowing any staff member to stop by and chat. From these open dialogues have come a number of new ideas. Line staff can now see their own ideas being put into practice, thus enhancing their sense of ownership.

This open and collaborative approach with our staff is also being applied to relationships with our employee unions. Union representatives are fully briefed on decisions taken by management and the rationales for them, but even more, the unions are viewed as active partners in achieving the objectives of the Service. Representatives of the unions, the Union of Solicitor General Employees (a segment of the Public Service Alliance of Canada) and the Professional Institute of the Public Service of Canada, have been full participants in all of CSC’s recent major studies.

COMMUNICATING WITH THE PUBLIC

Another important audience for us has been the public. The Service’s relationship with the public has been a bumpy one over the years. Much of the attention we have received has been the result of negative events – escapes, suicides, murders or disturbances in institutions, or murders committed by offenders on conditional release. Most of our contacts with the community found us on the defensive, trying to explain how such events could happen. Therefore, we have often been viewed with suspicion and as faceless and unfeeling bureaucrats. This was one area in which we hoped our Mission would

help us to remove the barriers but we knew the changes we wanted would only come over time and with much effort.

Our Mission document guides us to manage the Service with openness and integrity. As a result, we have opened our operations at all levels to the scrutiny of the media. Knowing that the media seeks us out when we are having problems, we turned the tables to invite them to observe and examine our routine operations. We invited them into our penitentiaries and parole offices and encouraged them to talk to staff members and offenders. We shared our Mission document with them and outlined how we were putting it into practice. We did this to show that we are a group of dedicated professionals working daily to assist offenders towards their successful reintegration with the community-at-large. Our media days have been well attended and are improving our relationships with the members of the media. However, we cannot rely on these alone.

"Knowing that the media seeks us out when we are having problems, we turned the tables to invite them to observe and examine our routine operations. We invited them into our penitentiaries and parole offices ..."

We believe that each institution and each parole office should be an active and contributing member of the community in which it is located. It is important, therefore, for wardens, directors of community offices, and managers at headquarters levels to seek opportunities for dialogue with the members of their communities. All managers in CSC are encouraged to focus much of their attention on "talking with the community", to explain the business we are in. We want the public to know what our Mission is, what objectives our organization is pursuing, and what we believe good corrections is. They should know about what goes on inside a penitentiary or the activities of a parole office. We want each of our staff members committed to working with and in the community as good corporate citizens.

Good communication is not a one-way process. So it is equally important for our managers and employees to listen to the community and to ask what can we do for them as well

as what can they do for us. Offenders, even those who remain incarcerated, can make significant contributions to the local community. We have many examples of such contributions: reforestation, forest fire-fighting, olympiads for the handicapped, toy-making for the under-privileged, and groundskeeping for senior citizens or local parks. Furthermore, our managers are constantly looking for more ways for offenders to contribute to the communities. It's a winning approach with benefits for offenders, the communities, and the Service.

On the other hand, we want and need community assistance in what we do. Managers and staff are on the lookout for opportunities for community members to work with us. We don't want our business cloaked in mystery so we actively seek out individuals who may be interested in assisting us with policy and program development, operational guidance, and with the delivery of programs. We have citizens' advisory committees in almost all our institutions and offices; we have a number of specifically oriented advisory committees such as the Native Advisory Committee and the Advisory Committee on Inmate Employment, and we require local community involvement in the selection of offenders for half-way houses. Not all of these activities are new. What is new is the full commitment of the Service to generate more and more opportunities for us to work side-by-side with members of the community.

COMMUNICATING WITH OFFENDERS

Finally, we cannot forget offenders when we look at how our Mission has affected our communications. We, of course, must inform the offenders of the policies or procedures which impact on their daily lives and of specific circumstances which affect them as individuals. But we want more than this. We want the offenders to contribute to the development of the policies and procedures and to the resolution of the problems

"We don't want our business cloaked in mystery so we actively seek out individuals who may be interested in assisting us ..."

that they, as individuals or groups, face. Thus, all staff members are encouraged to interact with offenders and to share with them our expectations of them based on the values we hold and our directions for the Service. At the same time, we must listen to offenders and encourage them to work with us in meeting their needs for successful reintegration.

SHARING KNOWLEDGE AND EXPERIENCE

FORUM FOR RESEARCH

The Mission of the Service both encourages and supports research and, perhaps more importantly, stresses the sharing of the knowledge gained with others. We had always had an interest in research, but we felt that it was important to be more supportive and we knew we had to do a much better job of sharing the results.

A Research Division was established with a budget sufficient to allow it to carry out a number of projects each year. Professional researchers trained in social science methodologies were recruited to improve the capacity of the Service to conduct its own applied research. This placed us in a position to carry out all phases of the research process including research design, data collection, and analysis. Of course, the development of in-house expertise also contributes to our ability to assess the feasibility and potential usefulness of carrying out research projects on various correctional problems. Moreover, the presence of professional researchers strengthens our capacity to keep abreast of the findings of correctional research conducted by external parties.

Another step taken to enhance the research function and to coordinate research activities at the regional level was the establishment of regional research committees. Now operating in all five regions, the committees have raised the profile of research in the field and stimulated interest in research-based knowledge.

The role of the Service in supporting the efforts of external correctional researchers has also been augmented. Research priorities have been established corporately and these have been shared with universities across the country. Proposals have been solicited and a number have been funded so that we are working with universities to expand our knowledge in corrections.

We felt, however, that this approach was not sufficient to meet the commitment we had made in our Mission. Thus, FORUM, our quarterly publication dedicated to corrections research, was born. FORUM reviews applied research related to corrections policy, programming, management issues and legal perspectives. It features original articles contributed by members of the Correctional Service of Canada and by other correctional researchers and practitioners. The end of 1990 marked the second full year of publication of this research magazine which has met with overwhelming acceptance within CSC and in corrections and research communities around the world.

In addition, the Research Forum has become an annual seminar for correctional practitioners, including our senior managers, and correctional researchers to come together to share their ideas and knowledge. The Second Annual Research Forum in 1990 brought us together with colleagues from the United States, the United Kingdom, from provincial corrections, and from Canadian academic communities. We can learn from them all, as we hope they can from us, and the field of corrections is further advanced by this exchange of learning.

ENVIRONMENTAL SCANNING

The Correctional Service of Canada cannot and does not function in isolation. What we do can have a significant impact on the community-at-large and, in turn, our organization is

"We can learn from them all, as we hope they can from us, and the field of corrections is further advanced by this exchange of learning."

impacted by a variety of external influences. We must know and understand well the environment in which we work.

Understanding our environment is not a new concept for us but how we attempt to achieve that understanding has broadened in scope. We always maintained our knowledge base of current legislation, jurisprudence, social policy, and public opinion in Canada, but just as the economy has become global in scope, so must corrections follow this lead. We want and need to know what is happening in various fields which impact on corrections in other parts of the world.

What appears to be a daunting task can actually be addressed fairly simply. We asked members throughout our organization to identify themselves for the task of reviewing publications in particular areas of interest. At the same time, a comprehensive list of publications was developed, including academic journals, research publications, and popular magazines. It then became a matter of matching an individual with a specific publication and asking the person to review the publication on a regular basis and to report on this review. These reports can then be collated, providing the organization with a body of knowledge from which it can select interesting ideas which it may wish to examine further. Through this method, the organization can also benefit from the trials and mistakes of others, learning from their experiences, thus saving time, effort, and money. We can see and assess worldwide trends in social policy, criminological theory, and the impacts on us of the changing political and economic world. Our strategic and corporate planning now has a more global base, at a relatively low cost.

The Service benefits but so do the individual contributors who have been found at all levels throughout the organization. Aside from the knowledge they gain in the reviews, their reports form an integral part of the corporate knowledge base on which the future of our Service and of federal corrections in Canada depends.

The same approach is being used for attendance at conferences and seminars. We have developed a compendium of information about conferences and seminars in Canada, the U.S.A. and other parts of the world. We now ask ourselves whether we can contribute and whether we should contribute to these endeavours as either presenters or participants. Obviously, fiscal restraint places many more restrictions on our participation at conferences than on our review of publications. When we do participate, we want a big "bang for our buck", so all participants must submit a conference report outlining what they learned while attending these events. These reports are added to the other material gathered through the scanning exercise and are published periodically to further broaden the scope of our information.

AN INNOVATIVE APPROACH

Our Mission has provided us with a blueprint for both broadening our communication networks and for generating new approaches. One of these new approaches, described below, incorporates the sharing of information, ideas, knowledge and experience.

MANAGEMENT LETTERS: SHARING "SOFT" INFORMATION*

"How are things going?" This is a question we senior managers are often asked by our Minister, our colleagues, even casual acquaintances. And our usual response, "Very well, thanks", is just routine, of no particular value. Indeed, what would we say if someone actually asked, "What do you mean by 'very well'?"

*Ole Ingstrup
Jim Vantour*

* Reprinted from Manager's Magazine, Vol. 2, No. 1, Summer '90

"In a large regionalized organization ... it is difficult to know how well – or how badly – things really are going. ... what we didn't have at CSC was the soft information."

In a large, regionalized organization like the Correctional Service of Canada, it is difficult to know how well – or how badly – things really are going. Of course, we have regular reports that give us hard data, and we have periodic reports on the inevitable minor and major undesirable incidents. As in most government departments, reporting processes like these are in place and working well.

Until about two years ago, what we didn't have at CSC was the soft information. How is staff morale? Is there tension between staff and offenders? Are there signs of unrest or potential violence among inmates? How does the institution get along with its host community? Are offenders doing anything productive for the community? How is our relationship with the media? How are we getting along with our partners in the criminal justice system and with the many volunteers who are vital to our work? Are there any creative or productive new ideas? Has an employee recently done something outstanding? There is no end to the kinds of questions one can ask when one is serious about finding out how things are going.

So we decided to do something to get answers to this type of question. Every three months, managers were to write a personal letter to the Commissioner explaining how things were going in their particular area of responsibility. We asked them to be genuinely open and frank. And to keep things as simple as possible, no format was prescribed, there were no particular subjects to be covered, and distribution was strictly controlled. Everyone agreed that the letters would not be used to "delegate problems upward".

These "management letters" are sent to the Commissioner through the manager's supervisor. (That way, the supervisor can expand on how things are going within the larger responsibility centre.) Wardens send their letters to the Commissioner through the Regional Deputy Commissioner to whom they report. The Regional Deputy Commis-

sioner in turn adds a management letter describing how things are going in the region. The final step is a management letter from the Commissioner to the Minister once every quarter explaining his view of the organization, based on personal observations and those of managers reporting to him.

A CLEARER VIEW

We feel that these letters have led to at least two important improvements. First, we have a much more realistic and vivid picture of how things are going at CSC. It is easier now to determine whether there are corporate or CSC-wide issues to be addressed, whether a specific region has a problem, or whether one or a few field units are having difficulties. Senior managers face fewer surprises and management's comfort level has gone up as a result. Second, the hierarchy is no longer an obstacle to the free flow of information within the organization.

There are other important by-products of this process, some of which we did not originally intend. Drafting a management letter keeps managers at every level in touch with all aspects of their responsibilities. Functional managers understand the world of line managers far better, and vice-versa.

In addition, sharing the letters and the subsequent discussion of their contents make the concept of accountability more real. The letters give us a better overview of who is to take care of which problems. Wardens who identify a problem may choose to inform the Commissioner that the problem will be taken care of at the institutional level; or they may ask for help to solve the problem, in which case the Regional Deputy Commissioner's letter will outline whether the help will come from the region or whether the problem is one that needs action at the corporate level. Whatever the outcome, the management letters have made it most un-

likely that a problem will continue, either because those who have the problem are unaware of it, or because they are not aware it is serious enough to require action. The same applies to operational irritants. The letter is a way to identify irritants that affect managers across the country and bring them to the attention of those who may be able to remove them. We intend to use these letters as one of our vehicles for meeting the objectives of Public Service 2000 within the Correctional Service of Canada.

THE MANAGER'S PERSPECTIVE

Many of our managers tell us that writing these letters creates an opportunity for them to pause – to take stock – and to actually think about how well things are going. And of course, they also have an open invitation to think about – and write about – what they are proud of or what has discouraged them.

Interestingly, several managers have told us that writing about a problem requires that they define that problem; that exercise often leads them to the solution they did not think they could find.

All of us have discovered and learned to appreciate just how much creativity there is within the organization. But what really amazed us was how limited the recognition and sharing of these creative ideas was. The letters have released a great deal of creative energy that was hitherto bottled up and has truly brought the organization to a higher level of performance. By reading the letters systematically and carefully, we have been able to develop impressive lists of good ideas that have worked somewhere in the organization – ideas that might be just what a colleague somewhere else is looking for. And so we have begun distributing a “good ideas” list.

"Interestingly, several managers have told us that writing about a problem requires that they define that problem; that exercise often leads them to the solution they did not think they could find."

HOW IS THE IDEA GOING?

Like any innovation, our management letters have not escaped a critical second look and, consequently, some streamlining. We recently decided that a full series of letters will be written only twice a year. Members of the Executive Committee – the twelve people reporting directly to the Commissioner – will continue to write management letters every quarter, based on discussions with their managers. And the Commissioner will continue to write quarterly to the Minister on the basis of the letters received from those reporting to him.

This may seem like a lot of letter-writing and a lot of letter-reading. True. But the process in fact saves the organization a considerable amount of energy that we would otherwise expend in dealing with situations or problems much later, when they are more substantial and therefore more difficult to correct or deal with.

Most importantly, when the Minister asks the Commissioner “How are things going?”, the Commissioner can now answer – thoroughly and with the confidence that his information is current and frank. ■

"The letters have released a great deal of creative energy that was hitherto bottled up ..."

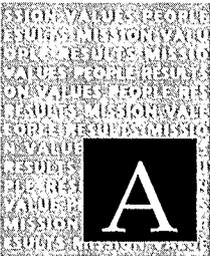
In addition to the authors identified in the text of this chapter, the following have contributed to Chapter 8: John Rama, Assistant Commissioner, Executive Services; Andrew Roy, Director, Communications Planning and Media; and Elizabeth Baylis, Director, Correctional Policy, Correctional Programs and Operations.



Chapter Nine

WHAT DO WE HAVE TO SHOW FOR IT?

The best we can offer to CSC is to be faithful, as correctional workers, to the values and guiding principles of the Mission. We must avoid the cynicism which would prohibit growth. We must also avoid a naive idealism that presents everything as fine and easy. We must find the balance of realistic hope.



AN ENORMOUS AMOUNT OF WORK AND TIME HAS GONE INTO making the Correctional Service of Canada a better contributor to the protection of the public, a better provider of services to offenders, as well as a better place to work. We think we have made significant strides in establishing a clear correctional and managerial agenda with our government. The Solicitor General's formal endorsement of the Mission document has moved us to a point where we have a well-defined purpose and clear strategies for achieving it. This, in itself, is a gigantic step forward.

Change has occurred at the corporate level. Our policies read differently today. But a change of vocabulary doesn't necessarily change our behaviour in the "real world". It

"Change has occurred at the corporate level. Our policies read differently today. But a change of vocabulary doesn't necessarily change our behaviour in the 'real world'."

doesn't necessarily mean that things have changed in our penitentiaries or in our community offices. Has the Mission made a difference on the front line where staff members and offenders meet? We asked the question "what do we have to show for it?" To what extent has the Mission been internalized at the field or operational level? And, what difference has it made?

We provide observations from a number of perspectives in this chapter. They represent a cross-section of CSC, both geographically and organizationally. We have also included the viewpoints of three offenders.

Joey Ellis provides a look at the impact of the Mission Statement on an institution from her perspective at Mountain Institution, a medium security institution in the Pacific Region. In her role as a correctional supervisor, she is responsible for supervising correctional officers in the day-to-day operation of a unit. In this article, Ms Ellis reflects on some of the changes she has witnessed within the Service and within herself in her ten years with CSC. She focusses on how previously distinct staff groupings have come together under the current dynamic approach that promotes teamwork and makes each and every staff member responsible for both security and caseloads.

ALL STAFF ARE CORRECTIONAL STAFF

Josephine J. Ellis
Correctional Supervisor

Ten years ago I was given the opportunity to enter the Correctional Service of Canada and work in a predominantly male environment. As a single mother of two teenage children with no related work experience, this was at first a frightening yet challenging experience. I quickly realized that to work in such an environment successfully I would have to utilize all of my interpersonal skills and quickly discover innate skills to meet the challenge.

My initial days of training convinced me that, in the course of my duties, I would be regularly either fighting, restraining, locking up, charging or shooting offenders. I believed that in order for me to make the grade as a correctional officer, I had to become adept at all of the foregoing, plus become a super snoop at finding homemade brews, weapons and drugs. It was also assumed that I would become highly skilled in recognizing early signs of forthcoming illegal activities on the part of offenders and be prepared to take appropriate measures to prevent minor and major disturbances, violent acts and riots.

Armed with new found skills and abilities, I entered the world behind the barbed wire. My biggest hurdle was learning how to survive in a work environment where offenders referred to correctional staff as "Pig", "Screw" and "Old Iron Drawers". From my correctional supervisor and fellow correctional officers at my first penal institution, I learned the "do's" and "don'ts" of the penal system but, not without causing a few people, including myself, many a grey hair! During this time, I worked the control bubbles, mobile patrol and other static posts. I encountered very little interaction between correctional officers and offenders.

When I transferred to Mountain Institution, I found a totally different kind of penal environment. My first inclination was to request an immediate transfer to any other "normal" institution. I did not realize it, but I had adopted an attitude that the offenders refer to as "hard-core". Despite being a well-trained and experienced officer, I was totally unprepared for the openness of Mountain Institution and the highly visible interaction which existed between correctional staff and offenders. To hear an offender say "Hi, how are you?" and to reply "Fine, how are you?" had not been part of my programming in working with offenders. Fortunately, some of my fellow officers, who had been at Mountain Institution for some time, saw my dilemma and

coached me in the use of the skills that were needed to operate within the parameters of professionalism.

Mountain Institution exercised reasonable, safe, secure and humane control of offenders. Correctional officers were comfortable with dynamic and static security roles. The correctional officers worked in small, dormitory-style, housing units and interacted on a daily basis with offenders without the responsibility of formal, written casework. I enjoyed this interaction since it made my role as a correctional officer interesting, challenging and active. As I developed more and more rapport with offenders, my knowledge of the criminal justice system expanded. I quickly became familiar with the community side of corrections such as the parole system, temporary absences, day parole and court. Offenders were no longer just names but real people with first names, families, friends, likes and dislikes and, to my total surprise, they also had a sense of humour and enjoyed a good laugh not unlike myself!

When the Mission Statement first came into effect, along with the concept of Unit Management, I was in the process of studying for a correctional supervisor's competition. I felt a state of panic and strove to memorize each component of the Mission document. As I studied, I looked around my work environment and discovered that the foundation for such thinking had already been laid at Mountain Institution. Interaction and mutual respect were functioning between staff and offenders.

During the transition period, when the Mission was being implemented, management and Union personnel worked hard at keeping the channels of communication open. However, many changes were taking place in all departments. Management, in consultation with Union officials, adeptly broke down the wall between departments. The "secret meetings and confidential files" which had been seen as Case Management's *raison d'être* gradually became

"Offenders were no longer just names but real people with first names, families, friends, likes and dislikes and, to my total surprise, they also had a sense of humour..."

a part of the correctional officer's paperwork as well. Dynamic security and caseloads became a part of the everyday life of all staff. As a correctional supervisor, in the midst of this transition, I felt the full impact of how the goals of the Mission document and Unit Management concept were being followed. Frustration of staff and offenders was an everyday occurrence and tact became a key word in my vocabulary.

In the Unit Management plan, my role as a correctional supervisor is fairly complex in that I am not only responsible for a team of officers, but also for the safety and management of the offenders within my specific living unit and the institution in general. I am accountable for staff attendance, performance and discipline, as well as management of the institution when the unit manager and administrative staff have gone home. In my capacity as a correctional supervisor, I am part of a team which recommends officers for acting positions in Case Management, Visits and Correspondence, Recreation, Admission and Discharge and Arts and Crafts. Under the new system, correctional officers are expected to rotate through non-uniformed positions. This is a positive work change and I hope that such words as "burn out" will no longer be used in connection with line staff and that the Service will indeed fulfill correctional officers' career aspirations as per Core Value 3: *We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.*

There have been major changes in my life since coming into the Correctional Service. Perhaps the biggest, in the role of a correctional supervisor, is the expansion of work skills into dynamic security. An example of this is as follows. One afternoon, an offender came into my office and requested that I read his personal file which he then handed to me. He sat quietly as I read about his childhood, life of crime and entry into the penal system along with his progress in

"Dynamic security and caseloads became a part of the everyday life of all staff...in the midst of this transition, I felt the full impact of how the goals of the Mission document and Unit Management concept were being followed."

turning his life around. He asked me to speak, on his behalf, to the head of Case Management about my knowledge of his behaviour since his arrival at Mountain Institution. I must admit that, prior to the implementation of the Mission document and the Unit Management concept, I would no doubt have told him to get lost. Indeed, he might not even have had a file to hand me or such easy access to my office. I took the time to check with his case management officer, his correctional officer, his current work supervisor and other correctional officers as to their perceptions and knowledge of the offender, his self improvement and daily interactions with staff and offenders. I was then able to make a recommendation that the inmate be considered for a transfer to a lower level of security, as per Core Value 2: (*We recognize that the offender has the potential to live as a law-abiding citizen.*) This was a significant step on my part toward dynamic security and accountability.

My changing attitude towards inmates can also be illustrated by another incident which happened early in my career. A new offender was placed in Administrative Segregation. I was working alone on the graveyard shift and this offender repeatedly complained that there was "something under his bed". I recall spending my night assuring him from the other side of the door that there was "nothing there". In the morning, when the cell door was opened, the offender held a cat by the scruff of its neck and said "Here is your 'Nothing there'!". In effect, the cat was not a cat until morning. Today, under the new system, I would view this situation quite differently. Today, I would recognize that the offender doesn't stop being credible simply by virtue of being an inmate. I would not handle the situation by simply asking the inmate, from the other side of the door, to adjust his perception. Being an offender does not mean an individual loses the ability to see what he sees and to be honest about it. An individual does not stop being a person when he becomes an offender.

These experiences have reinforced my innate belief that every individual has the potential for human growth and development which is set out in Core Value 1. I also realize that each individual must be responsible for his own actions. Daily, I see small gains made by using the Mission document in the decision-making process and experience first hand the advantages in sharing the *ideas, knowledge, values and experience* with others. Without the entire team of a unit or an institution working together, it's much like the person hooking up the gas line to the engine. If he doesn't do it correctly, it will not matter that the engine was installed by an expert; the vehicle will not run!

There is another important point I wish to address: if we do truly believe that *our staff is our strength and major resource* in achieving *our objectives*, we must recognize the value of our more seasoned/experienced correctional officers and the contributions they have made to the Correctional Service. We must also recognize the skills of the newer correctional staff and meld the new to the old for a stronger Correctional Service. Over the years, it has been popular to forget the experienced backbone of the Service in our hurry to adopt new ideas and new concepts. Those older, often neglected, by-passed and forgotten individuals have much wisdom and knowledge to share in a personal manner that cannot be found in the procedure manuals. I speak as a student of many of these officers. Daily I blend the old with the new while working with staff and offenders alike. Making sound decisions and having good judgment is a personal goal of mine. My personal leadership skills and interpersonal skills are honed daily in the life and breath of the institution. A respect for rights of others, the need to be fair, firm and friendly while demonstrating a genuine and honest attitude are the keys to an effective and co-operative relationship and administrative style.

"A respect for rights of others, the need to be fair, firm and friendly while demonstrating a genuine and honest attitude are the keys to an effective and co-operative relationship and administrative style."

It has been a long, rocky road for me from CORP Training to the position of correctional supervisor. But, as it states in Core Value 5: *We believe that through a sense of history and a desire to learn from past experiences, we can shape our future and strive for excellence in achieving our Mission.* ■

Claude Dumaine is the warden at Dorchester Penitentiary in the Atlantic Region. Since its construction in 1880 until three years ago, Dorchester had served as the Atlantic Region's only maximum security prison. Its status has now changed to a multi-level, multi-purpose institution. This has meant a dramatic change in the composition of the inmate population and the culture of the institution. Here, Mr. Dumaine discusses how the staff, using the 1984 Statement of Values and the Mission document, undertook the challenge to change.

MISSION-DIRECTED CHANGE AT DORCHESTER PENITENTIARY

Claude Dumaine
Warden

Dorchester Penitentiary is changing. It is not the same as it was a short two or three years ago and, hopefully, two years from now it will have changed even more. At the root of this change are the 1984 Statement of Values, the Mission document of the Correctional Service of Canada, and a new role for the prison brought about by the opening of the new maximum security Atlantic Institution in Renous, New Brunswick in February, 1987. Dorchester which, until that time, had been the only maximum security prison serving the Atlantic Region of CSC was to take on a new face. It was to change to a multi-level, multi-purpose institution, with reduced inside security but maintained with a maximum security perimeter. This meant a change in the composition of our inmate population.

In 1987, our total population was 440 maximum security inmates. Approximately 90 of those were protective custody inmates – segregated from the general inmate population for protection from other inmates. In addition, a few other

inmates were segregated as "high needs" offenders (psychiatric cases, low functioning inmates, etc.) in a small treatment centre within the institution. Our population has averaged 237 inmates over the past year. It still basically consists of three inmate categories including a regular population, now comprised predominantly of high medium security inmates; a number of inmates rated protective custody (representing all security levels); and "high needs" offenders (representing all security levels, and including the inmates of the Treatment Centre).

In addition, we used the reduction in numbers and the change to a predominantly medium security population to effect change in one other major aspect of the prison. We decided to make every effort to integrate our two larger groups – the general inmate population and the protective custody inmates, two groups which had been kept separate in all aspects of institutional life in Canadian prisons for many years.

With this change, we had to find different ways of doing things. Both the physical plant and the culture of the institution had to change. Many perceptions and attitudes of both staff and inmates had to change to overcome the problems of the past and to meet the challenges of the future.

One of the first changes to be undertaken, and the one which perhaps best served to set our course, was the decision to implement Unit Management. The underlying foundation for our Unit Management training was the 1984 Statement of Values, a document prepared for the Correctional Service of Canada by Ole Ingstrup while under contract to the Service. This document, the forerunner of today's Mission, expressed clear expectations both for staff members and inmates and also for how our Service and institutions should be managed. This statement of values allowed us at Dorchester to clearly state how staff were expected to relate to the inmates and what was expected

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within this relationship, and even what behaviour was expected of the inmates. This seems to be such a simple, logical approach, but interestingly enough, an approach that had never been fully undertaken before.

We felt that the Statement of Values gave us an official posture to spell out personal expectations for each staff member based on a set of proclaimed expectations, now known as values. It legitimized our making demands on staff in relation to their work ethics, their commitment to CSC in providing service to the inmate, and their obligation to obey the laws. It was clear to us that services to inmates would improve only when staff work ethics improved.

It was clear to us that effective change could not be accomplished in our work with the inmates without changing many staff attitudes. Therefore, staff training assumed critical proportions. We designed and delivered a three week training package aimed at values, legal aspects, work ethics, professionalism and our responsibilities to the inmate.

I met with each of the groups during their training sessions to discuss the expectations of the Service and of the institution. Our training sessions were times of discovery. In our discussions, we learned that many staff members did not truly understand the job of "corrections". They understood that they were expected to protect the public safety but viewed this responsibility somewhat myopically as "keeping the inmates in" and "keeping them under control". What they failed to understand was that they should be working with the inmates and presenting themselves as role models in such a way as to encourage and to assist the inmates to "correct" their criminal behaviour. In this way, staff could make a much greater contribution to the protection of the public.

Staff members revealed their deep-seated bitterness about perceived past or present injustices and levels of

respect for them as persons. They found it difficult to understand why or how they should relate to the inmates with fairness and consideration when they believed they, themselves, had been or were being treated unfairly or insensitively by their supervisors.

Staff also expressed the view that only one or two managers in the institution made all the decisions and that neither line staff nor supervisory staff had or could have any significant impact on institutional operations. What or how could they contribute if what they did or said was being ignored? Basically, they felt they had no power and no sense of belonging.

Another revelation was that some staff had been deterred from doing a good job by the presence of co-workers who were perceived as provoking the inmates and sabotaging the institutional management. We concluded together that these individuals, who did not accept the responsibilities of their jobs, placed the safety of their fellow officers, the inmates, and the public in jeopardy. The problem was further compounded by the fact that they were being protected by some of their co-workers who were not ready to confront their destructive attitudes.

The challenges were clear. Everyone in the institution had to become committed to the concept of fairness when dealing with inmates, co-workers and subordinate staff. The law outlines what we must do to treat inmates fairly; we would have to work harder to ensure the same protections for staff. The Statement of Values provided the foundation but, more importantly, each of the supervisors and managers, myself included, had to apply them visibly and consistently in our day-to-day work. Integrity and accountability became paramount. As warden, I stated in the early stages that I would be open and accountable for all my decisions, that I would explain the rationale for any and all decisions, and that I would listen to the viewpoints of others and

change decisions if the arguments were persuasive. In turn, I demanded that all supervisors and managers follow my example. Unit Management enhanced this approach as the responsibility for managing the inmates, staff, and the institutional operations was dispersed to several units. Each officer and each unit have clearly delineated responsibility for specific areas of decision-making. Each, in turn, is accountable for the decisions taken, whether they be related to inmate management, operational routine, budget administration, or the many other areas of institutional life.

Needless to say, this has not been a smooth transition. The majority of our staff have shown the right values and have embraced the increased responsibilities quickly as a way in which to contribute more meaningfully and effectively on the job and they have been rewarded by improved self-esteem and personal satisfaction. Others have more reluctantly come on board as they have seen that change can happen even in an old penitentiary such as Dorchester. Still others continue to cringe at the thought that much, much more is now expected of them in their daily work.

I believe we have made major inroads in changing the staff understanding of their role, but we still have a long way to go. We still have some staff members who view their jobs solely as a means of making money and it's even better if they get overtime. Obviously, we must continue to clarify our expectations and to work with these employees to increase their knowledge and to improve the skills they require to reach their full potential in the jobs we expect and demand that they do.

At Dorchester, we were already well on our way towards change to a value-driven organization when the Mission document was introduced in 1988. At the Banff conference it became obvious, for the first time in my career, that my colleagues and I shared the same values and the same expectation of our work in corrections. It was a thrill

to realize the Service was about to publicly proclaim these values, guiding principles, and strategic objectives as a direction for us to follow and as a yardstick against which others could judge us. What we had already begun at Dorchester could continue, with the full commitment of the Service behind it, and we thus had clear direction to move forward even further. In the institution, the Mission document was received with enthusiasm by many. Fewer individuals stood on the sidelines than when the Statement of Values was introduced but, even yet, some remain outside looking in, uninvolved in the process of change.

Change is continuing to take place at Dorchester. We have confirmation that the inmates find it a better place to live than it was before. Inmates are more involved directly with improving conditions which affect their lives. Inmates participate, through two inmate committees, in trying to ensure that the essential services and programs of the institution meet their needs. Inmates have been involved in the design of the new inmate dining room, chapel, and community centre and they are part of the process of designing the redevelopment of the institution. They are learning, as are staff, to resolve problems at the lowest level and fewer problems are being referred to me, as warden, for decision. I remain available to the inmates every day I am in the institution but in most instances their problems are referred to those who work most directly with them. Inmates see themselves as treated fairly and the staff as sensitive to their needs.

Staff now, for the most part, see Dorchester as a good place to work. They can now see that what they do can make a difference in both managing the inmate population and the institution itself. Most staff interact intensively with the inmates – they get to know them well, not just guard them – and this has paid off with increased safety for the inmates, staff members, and the public. We have made tremendous strides in integrating the protective custody inmates into

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the general population. We have had few minor altercations between inmates and serious incidents have become extremely rare. Staff members are more effectively carrying out their routine duties and they are becoming more skillful at recognizing and challenging inappropriate behaviour. Staff members have also become key participants in decision-making in the institution. Some decisions are entirely their own; for example, whether a barrier should remain open or closed, or whether an inmate's misbehaviour should be handled by counselling or by laying a charge. Their contributions to the decisions that I and my senior managers must make are vital and valuable. The full involvement of staff with inmates and the greatly improved communication between staff and inmates, among staff, and between staff and senior management has provided greatly enhanced safety, security and control in the institution. Basically, we all (staff and inmates) enjoy a more trusting and relaxed atmosphere in which the inmate has little opportunity to rule.

We have changed at Dorchester and we are proud of the improvements we have made. The values, guiding principles, and strategic objectives of the Mission document have set the course for us. The course is long and full of obstacles. We have really only begun. The ideals set by the Service are demanding of individuals and of our relationships with others. They require tremendous energy and the commitment of all to achieve. Although we often meet with disappointment, each small success and step forward serves to re-energize us to continue forward. We have committed ourselves personally to continue to live the Mission on a daily basis and to work towards its full realization. Our staff are committed to these ideals. I derive great encouragement and support from the knowledge that our Regional Deputy Commissioner, the Commissioner and the Solicitor General are committed, as well, to the achievement of our objectives. We will pursue the ideal together – one day at a time.

This old, walled penitentiary has become a better place to work and a much better place for inmates to live in. ■

We turn now to community corrections with the following article by René Rousseau. Mr. Rousseau, who is now the warden at Ste-Anne-des-Plaines Institution, a minimum security institution in the Quebec Region, was the director of the Montreal Metropolitan District Parole Office at the time this was written. In this article, he applauds CSC's efforts to enhance the community side of its operations. However, he notes the scepticism of the public with respect to the conditional release of offenders. To counterbalance the sensational failures that the system sometimes experiences, he cites some of our success stories – examples of offenders moving towards the fulfillment of their potential to become law-abiding citizens – that will hopefully become even more numerous as we continue our emphasis on community corrections.

BECOMING LAW-ABIDING CITIZENS

I consider it the duty of the Correctional Service of Canada to sometimes emphasize the successes that the Service can already count to its credit, as well as those that can be envisaged for the future. This duty falls to us because our mistakes are usually widely broadcast to the public. The public may be concerned if it does not also receive information on our positive achievements – that is, the concrete successes of our parolees who are supported, sustained and sometimes lifted out of their difficulties by the quality work of our employees.

*René Rousseau
Warden*

I discovered that it was not easy to convince our parole officers to talk about our successes when I tried to collect their anecdotes about achievements. This stems perhaps primarily from a certain prudence born of experience that makes them believe that, in our field, it is dangerous to brag. This attitude is also due to a certain sense of fair play, which dictates that the glory derived from an outstanding success

"...small ordinary successes with ordinary parolees who are struggling to become reintegrated into the law-abiding society."

should not take away from the merit of the officers who, day after day, chalk up small ordinary successes with ordinary parolees who are struggling to become reintegrated into the law-abiding society.

However, with persistence, I must have been convincing because most of my units eventually managed to submit success stories to me – including all the necessary documentation to enable me to highlight the particular aspects of these successes. The names of the individuals have been changed and specific locations changed to more general ones for reasons of confidentiality. Nevertheless, the stories make pleasant reading. These few examples make us realize that there are hundreds of similar cases in other Canadian cities. We can also see that if we improve our risk assessment, supervision and monitoring methods, and perhaps above all, our methods of providing assistance, we can expect encouraging results for the Correctional Service for the year 2000. The examples of positive changes that actually occurred in individuals who were long deemed unworthy of trust make it possible to see and really believe in the offender's potential to live as a law-abiding citizen.

THE CASE OF PIERRE BERNARD

Pierre Bernard is a short, frail young man, who is intellectually slow, impulsive, aggressive, and whose problems are aggravated by alcohol. Now aged twenty-five, he has an extensive criminal history. His childhood was characterized by failure in school, parental discord and dubious friendships. At the age of thirteen, he was in a group home, from which he repeatedly ran away. He went from one placement to another, passing through every possible juvenile institution until, at sixteen, he was found guilty of attempting to murder a teacher. Placed in a psychiatric hospital, he was eventually released. Later, while in a provincial jail, he tried to strangle a guard and received his first

penitentiary term of five years. Eventually released on mandatory supervision, he re-offended within six months by stealing cars. His mandatory supervision was revoked and his sentence was extended.

In penitentiary, he refused to co-operate with staff and demonstrated a lack of motivation to assume responsibility for himself. He made no effort and took no steps to improve himself at either a personal or social level; neither did he attempt to improve his education or work skills.

When he was released for the second time on mandatory supervision in June 1989, it seemed that for him social adaptation would be difficult. He had no plan, no address, no resources, no specific work skills, and a heart and mind torn by internal conflicts. "At first," his parole officer told us, "he was distrustful and unwilling to accept any form of assistance. He refused to set objectives or to become involved in a supervision plan. This all changed when Pierre realized that he valued his freedom and that he would have to work to retain it. He then started to assume responsibilities and made a real effort to straighten himself out. This was not easy. He changed addresses many times. Fortunately, he found that he was able to surround himself with valuable resources: the parish verger, a police officer from his municipality, his AA sponsor, and so on; he was able to maintain an open and receptive attitude to their advice."

He found a job and has kept it. He has even been able to resist the temptation of drugs in spite of times of anxiety and depression. He has relapsed into alcohol use at times, but has asked his sponsor for assistance, and has increased his participation in AA meetings. This has resulted in more stable patterns and control of his emotions.

His officer commented: "I am proud of Pierre's progress, although I am fully aware that he still has a long way to go and that recidivism is still a possibility."

THE CASE OF NORMAND DUPORT

Normand's criminal career began in 1975 and the series of convictions for repeated armed robberies and escapes leaves an impression of complete personal and social irresponsibility. He finally ended up with a twenty-year sentence. In 1986, he was recommended for a community work program, since he had made some progress in the previous two years and was thus seen as less of a social risk. His parole was revoked in 1987 because of his "persistent inability to respect his legal commitments."

In 1989, Normand was again granted day parole for community projects, returning to the penitentiary each evening. This time, he assumed responsibility for himself. That was the beginning of more positive progress. His file states the following: "Since he began working on community projects everything has gone well, in spite of some apprehension on our part because of a previous pattern of being unlawfully at large. He does maintenance work and performs clerical duties. His behaviour is satisfactory in every respect. He does good work, shows initiative, is responsible, maintains good relations with staff and respects his associates."

At the end of this stage, his performance on the community projects was evaluated and found to be far above average, and he was granted a day parole to a community correctional centre. Two weeks after his arrival, he began an outside job working at a halfway house for transient young adults. Normand was chosen to replace a permanent staff member during her maternity leave, which is expected to last one year. He is the only team member with a criminal record and he works with dozens of people who have university degrees in the social sciences. According to his boss, Normand is very well accepted by his associates and by the clientele. He works shifts, including the weekend, and makes \$300 net per week, with a salary review every

three months. His boss intends to do all he can to keep Normand working for him on a permanent basis.

He has been on full parole since August, 1990. The following comments appear in his file: "His turbulent past is in sharp contrast with his present progress. The change has been so rapid. We can only hope that the subject has assimilated the new values to such an extent that he is able to realize his potential, while remaining realistic in his new life."

THE CASE OF JOHN SMITH

This case illustrates the deep-sea diving rule, which dictates that a diver who has gone down very deep must be brought to the surface slowly. John Smith is serving his third penitentiary term for more than 17 counts of armed robbery, theft, and assault of a police officer. His present sentence of 36 years, 10 months and 7 days began in 1970 and extends to the year 2006.

Given the seriousness of his offences, the length of the sentence and his escapes in 1972 and 1978, the Correctional Service had recommended a slow, carefully monitored release procedure. The preparation for release included attendance at a special clinically-oriented treatment program for habitual offenders and a gradually increasing regimen of temporary absences. He was granted day parole in 1986; this was renewed twice and, after a two-month evaluation at a psychiatric hospital, John was granted full parole in September, 1989.

A shoplifting incident (merchandise valued at about \$15) in March, 1988 sheds light on the professionalism of our officers and other partners in the criminal justice system. Without attempting to minimize the seriousness of the action, the parole officer and supervisor, in consultation with professionals at the psychiatric hospital, took into

"This case illustrates the deep-sea diving rule, which dictates that a diver who has gone down very deep must be brought to the surface slowly... His present sentence of 36 years ... extends to the year 2006."

account the fact that John's impulsive action followed alcohol consumption brought on by a job loss and fruitless job searches. In view of the time already spent in prison by the subject and the level of risk to society, they recommended that he not be returned to the penitentiary to await his court appearance. Time proved them right and John continues to live and work in the community and he has not reverted to criminal activity. He will be on parole until the year 2006. Supported by the presence and encouragement of his wife, John is well on his way to becoming reintegrated. The prognosis is indeed encouraging.

THE CASE OF SERGE NAVARRE

This is a success story that can be attributed to quality supervision and the specific treatment that the parolee needed. The serious nature of this offender's offences (sexual assault on children) and his lack of motivation to follow a course of treatment during his incarceration resulted in a release on mandatory supervision on condition that he reside in a Community Residential Centre (CRC). Three additional conditions were that he receive psychiatric treatment and follow-up, that he refrain from entering into any social contact with minors unless authorized by his supervisor, and that he identify himself as a pedophile to the leader of any treatment group with which he might be involved in activities with young people.

During his stay at the CRC, the offender was subject to intensive counselling and unremitting monitoring and supervision of his activities. Although he had a strong tendency to follow his impulses, an emotionally unstable temperament and great difficulty in following rules, the offender always took his sessions with the psychiatrist seriously, accepting his treatment, something he had not done prior to his release. Serge Navarre completed his sentence at the CRC without reoffending. In the opinion of

his officer, this case can be labelled a success because the prognosis was initially most discouraging.

Placing the subject in a halfway house with appropriate supervision proved to be a wise decision because it allowed him to experience his freedom in a positive manner, without resorting to his criminal behaviour.

THE CASE OF RÉMI BOURQUE

Pavillon Emmanuel Grégoire, a Montreal CRC, accepts inmates on day parole who have drug addiction problems. Its director general recently mentioned to me a case of which he is justly proud, because it was in his CRC that the decisive change occurred in the life of a young man.

Rémi Bourque was originally convicted of aggravated assault, property offences and public mischief. He was granted an initial parole, which he failed because of his drug addiction problems. His parole was revoked and he was sentenced for new assault offences. The same thing happened in 1985 and in 1987. Eventually, he was granted day parole once again, on the condition that he participate in a drug addiction program at the Pavillon. This was his salvation.

The program required him, at age twenty-seven, to confront both his drug addiction and his criminal behaviour. He began to accept responsibility for his behaviour. Now he has completed employment training, has a job, works as a volunteer in a shelter for transients, and he speaks in schools about drug addiction.

After obtaining full parole, he maintains contact with the Pavillon Emmanuel Grégoire. He now works for this CRC where, among other things, he receives new arrivals, talking with them to make them feel at ease and helping them succeed in their detoxification program.

CONCLUSION

Giving the Correctional Service of Canada a community orientation, rather than focussing exclusively on incarceration, is in keeping with our Mission Statement. Nonetheless, this does pose certain risks for our staff and for the offenders, but they are the type of carefully calculated risks we are prepared to take.

One way to overcome scepticism and hesitation is to highlight a few success stories, since only concrete and positive results are capable of advancing the advent of change.

The public is perfectly justified in demanding to feel safe and our government will always respect the public's demands. It is up to us to be proactive and to present to the public, in an opportune manner, the advantages of releasing our offenders gradually so that they can be smoothly reintegrated. Everyone should know that, sooner or later, most offenders reach their warrant expiry date, and that our responsibilities to the community to help reintegrate offenders take precedence over the traditional role of a jailer whose only legal or social responsibility was to open the door.

Allowing our offenders to regain their freedom with assistance and supervision and to resume their places as citizens builds on confidence in humanity and on the attraction that the prospect of freedom must represent. Our Mission Statement supports us in this activity. □

Laval Marchand is the warden at Leclerc Institution, a medium security facility in the Quebec Region. In the following article, he focusses on staff-inmate interaction. Where once these relationships were characterized predominantly by the staff's power and authority, today Mr. Marchand notes greater staff involvement with the

"Everyone should know that, sooner or later, most offenders reach their warrant expiry date, and that our responsibilities to the community to help reintegrate offenders take precedence over the traditional role of a jailer whose only legal or social responsibility was to open the door."

offenders, increased communication and, consequently, a much healthier interaction between staff and inmates, and a less strained institutional atmosphere. He also notes the increased openness; that inmates are more involved and informed with respect to their own case management than in the past.

FROM "AUTHORITY" TO "INTERACTION"

We have described the structure, administration and operations of the Correctional Service of Canada. We established that, by defining its Mission, which is supported by core values, guiding principles and strategic objectives, the Service has prepared the foundation for a professional organization that believes in the need to provide quality services in keeping with the values of society.

This progressive commitment is evidence of a strong desire to contribute to the evolution and creation of a model of contemporary society, in which individual rights and public security are of primary concern. Although we deal with offenders, or marginal individuals, we do not want to continually trail behind on paths that have already been marked out. Rather, we believe that our actions can serve as a model and may even have a positive and independent effect on social ideologies, values and changes.

By assuming a leadership and developmental role, the Correctional Service of Canada is integrating innovative management principles and new values into the traditionally conservative and authoritarian penal field.

No official systematic report has yet been completed and the results obtained are difficult to verify, control and quantify. Nevertheless, we believe that these results constitute qualitatively significant facts, since they appear to reflect a response on the part of our staff and inmate population to the new philosophy that the Correctional Service of Canada is trying to instill in all those involved in its organization.

Laval Marchand
Warden

"... the Correctional Service of Canada is integrating innovative management principles and new values into the traditionally conservative and authoritarian penal field."

Since the advent of the Mission and its dissemination among staff and inmates, we have noticed on various occasions that staff are made aware and are conscious of the philosophy and precepts of the Correctional Service, not only through official and hierarchical channels, but also by way of inmates reacting to or challenging the actions taken or not taken by staff. On more than one occasion, correctional officers have been reminded by inmates that they had not been applying the philosophical principles stated in the Mission; complaints and grievances have been formulated directly in this regard or have made reference to the Mission. We consider this attitude highly positive since the Mission document, which should dictate the direction of the correctional officers' work, has created expectations not only among senior management but also among the inmates, who have a certain concept of the treatment and services that they feel they should receive.

We believe that harmonious relations between inmates and their custodial officers begin with a good mutual understanding of one another. To help individuals get to know one another well, contact must be established between the parties and the development of open, honest and functional relationships encouraged.

To this end, the Correctional Service of Canada has restructured its institutional organization with Unit Management in such a way as to make its staff versatile and to maximize relations between inmates and staff.

The fact that they are no longer isolated from inmates has prompted a number of long-standing employees to call into question the way in which they deal with inmates and even their opinions concerning these inmates. Now, not only must they have daily contact with these people, they must also intervene correctionally.

Clearly, a person does not become an excellent correctional worker overnight by simply occupying a post that

requires communication with the inmates. In view of this, the Correctional Service of Canada is ensuring that its employees receive the training they need for their new roles.

Thus, little by little, as correctional officers who, in the past, had little involvement with inmates, are confronted with their new role, we notice that their perceptions are changing. They are gradually realizing that they are "correctional" officers with an understanding that refinement of their attitudes and behaviour in no way diminishes the discipline and respect that they expect from the inmates. In addition, mutual contacts and communication are more constructive and more harmonious and lead more naturally to the expected pro-social behaviour by the inmates.

Relations between staff and inmates are characterized less by power and authority than they were a few years ago; instead they are oriented toward contact of a professional nature. The control that we exercise over the inmates is now being experienced more as the helping relationship that we are trying to create.

A team approach to case management, in which the expertise of specialists is augmented by the assessments of correctional officers, certainly helps to improve the quality of the work with the inmates and increases the understanding of correctional intervention.

Any employee who has contact with an inmate – whether a psychologist, a chaplain, an instructor or a correctional officer – is asked to be involved in case management, to help to draw up the inmate's correctional treatment plan and periodically assess his or her progress for the granting of privileges, transfers or various forms of parole. The contribution of all employees to the decision-making process makes each of them responsible and encourages communication and discussion. At these meetings, the various people involved in the case decide on common and uniform intervention strategies.

"Any employee who has contact with an inmate – whether a psychologist, a chaplain, an instructor or a correctional officer – is asked to be involved in case management..."

The principal party concerned, the inmate, is constantly involved in the process. Inmates are normally present at discussions and receive a copy of the reports written on their case. This manner of proceeding guarantees that inmates are fully informed of the opinions expressed in their case, while giving them the opportunity to justify their actions or defend themselves in the face of the remarks made. Such a practice fully corresponds with the policy of openness which the Correctional Service is trying to apply. In addition, this openness in our procedures accurately reflects the spirit of the Canadian Charter of Rights and Freedoms. (In this regard, we can even assert that the Mission and policies of the Correctional Service harmonize so well with the Charter of Rights and Freedoms that they constitute its extension in penal and correctional matters.)

We consider our approach to dealing with the inmates to be proactive in nature. We lead the way for them by helping them choose an appropriate path – their correctional treatment plans; by sharing with them our opinions and expectations; and by indicating the possible consequences of their behaviour and attitudes. This new approach contrasts favourably with our practice of a few years ago which was more reactive. Our action, whether supportive or otherwise, depended on the behaviour of the inmate. This new role for our correctional officers has so far succeeded in altering the way in which staff perceive inmates, and vice versa, to such an extent that the number of violent incidents in our penitentiaries actually seems to be decreasing. Generally speaking, the living and work atmosphere inside penitentiaries is more pleasant and less strained than previously – evidence of improved relations between staff and inmates.

This goodwill between inmates and their custodial officers is felt in various ways. We are finding more and more that inmates are choosing to be assisted by an employee with whom they have developed a good relationship, rather

than by a family member or even their lawyer, during a hearing before the National Parole Board. Even more surprising is the fact that some of these employees will go so far as to come into work on their own time to attend these hearings.

We have also seen employees, including instructors, act as escorts for an inmate's temporary absence. This task is normally left to correctional officers, but these employees insisted on accompanying the inmates, whom they had come to know in their workshops. They are now ready to become even more involved in supporting the offenders in the process of rehabilitation. As in the previous example, these employees acted as volunteers on some occasions.

We are aware that the increased autonomy of the correctional officers and of all the staff has a real and positive impact on our clientele – which is exactly what we hoped would happen from the start. In some cases, relations are comfortable enough for correctional officers to eat with inmates at the same table in the institution's cafeteria.

These examples do not apply exclusively to new employees already "won over" to the Mission and recruits trained in terms of the Mission. We have heard of some other cases. One is the experienced correctional officer whose reputation among his colleagues had long been that of a very inflexible, demanding, authoritarian individual who had never been known to grant the smallest privilege. Several years ago, this employee was the victim of an attack in which he was seriously injured by two inmates. After this incident, his attitude toward the inmates seemed unchangeable and he continually occupied static security posts. With the advent of Unit Management, this employee received the basic training and had to begin again to work in contact with inmates and become involved in case management. Management did not hold out much hope that this correctional officer would change. It was a big surprise

the day that this employee – unsatisfied with the qualified recommendation made by the members of the case management team in consideration of a temporary absence for an inmate – came to my office to offer his view on behalf of the inmate.

Another example of this sense of responsibility, professionalism and concern with helping inmates in their social reintegration is the case in which an inmate was to be released upon completion of his sentence (mandatory supervision) one Friday. Toward the end of the afternoon, the inmate was ready. His personal belongings were packed and he was on the point of leaving the institution when the sentence administrator asked about his short-term plans, his destination and the means of transportation that he would use. He learned that the offender's meager plans had just fallen through. His community support had disappeared. He had no family, no work, and only a few dollars in his pocket; he came from a distant region, did not know the area at all and had proven to have very limited potential. Some employees went to work to find some emergency resources to help the inmate in the community. All the employees present reached the conclusion that letting this fellow leave on a Friday would make him highly vulnerable, since he was completely without resources and shelter in an unknown environment. It seemed possible that he would offend again, if only to feed himself. These employees managed to convince the inmate to remain at the penitentiary until the following Monday, so that a new plan could be established to support him in the community, one which would provide protection to both the offender and society against his re-offending.

As more and more of our staff members become involved in the correctional process, we are finding that they want to become even more involved. They have begun to share their ideas about how our programming efforts can be

improved. Many of their innovative ideas strengthen the link between the penitentiary and the community. Staff are encouraging community members to volunteer in support of various institutional programs, such as self-help groups, culturally- or spiritually- based programming, or discussion groups. They are also actively seeking opportunities for inmates to provide service to the local communities through such activities as municipal clean-ups, assistance to senior citizens with yard work, or activities to support local charities. These links with the community have long existed but we are noticing now that more and more ideas are coming forward from both staff and inmates. The Mission is guiding us towards an improved correctional environment and, even as we change, we notice the fostering of a cooperative spirit and effort to improve the institution and its relationship within its community.

Our ultimate goal is, of course, to provide quality correctional services – something that cannot easily be measured in a scientific manner. Whether it can be measured or not will not deter us. We will continue to seek quality of service within our institutions and for our relationships with the community. ■

"Our ultimate goal is, of course, to provide quality correctional services – something that cannot easily be measured in a scientific manner. Whether it can be measured or not will not deter us."

Jeff Christian is the district director responsible for the community office operations in the province of Alberta and in the Northwest Territories for the Correctional Service of Canada..

The operation of this district is unique. In 1986, an agreement was struck between the province of Alberta and the federal government, which transferred the responsibility for the supervision of federal offenders on conditional release in the community from CSC to the province. This left the federal officers with only part of their previous responsibilities; namely, assessing the backgrounds of inmates entering the correctional system and assisting institutional officers in preparing inmates for conditional release. This change

resulted in more than two-thirds of CSC's community-based officers in Alberta being required to change jobs within CSC or to seek employment elsewhere.

This displacement of the federal community workforce was, in itself, a serious event in Mr. Christian's office. However, it was further compounded by staff perceptions of how the federal-provincial agreement had been forged. Staff members, who were anxious to continue doing parole supervision, believed that the decision had been taken at the national level without any meaningful consultation and consequently felt that they, as individuals, did not matter to the people in charge.

The feelings of betrayal were strong. Staff became highly supportive of each other and at the same time distrustful of CSC management, effectively isolating themselves within the organization. Many were considering leaving CSC when Commissioner Ingstrup was appointed in June, 1988.

Here, Mr. Christian explains how the CSC Mission was initially received by the Alberta/NWT District Office with cynicism and scepticism and how this viewpoint changed over time to one of acceptance and support of the Mission as a framework for action.

THE MISSION – A FRAMEWORK FOR ACTION

*Jeff Christian
District Director*

Morale had reached a very low ebb in the Alberta/NWT District by the time Ole Ingstrup was appointed Commissioner of Corrections. We weren't supervising offenders any more and we resented that fact. We had become isolated in our mutual support which had enabled us to survive in an organization which, we believed, did not care about us.

The new Commissioner was not unknown to us. Most recently, he had been the Chairman of the National Parole Board. Some of us remembered him from his earlier employment with CSC when he developed something called a

Mission Statement, but this work had apparently been forgotten by many. It had certainly played no part in our troubled times since 1986.

The new Commissioner started up right where he had left off – talking about a Mission Statement. He also spoke about the need for stability. From our perspective, he sounded like someone who had just got off a bus in Chicago, and thought he was in Detroit. Could he not see what was wrong? Could he not see that we needed leadership, that we felt alienated from our own senior management? Could he not see the mess we were in?

Everything we heard had to do with the Mission. We received numerous requests to participate in the drafting and redrafting of our Mission. It was clear that our participation was being requested but it was hard to believe that any of this would really make a difference. Would they listen to what we had to say, or would decisions be made without regard for our suggestions?

The final drafting of the Mission was actually done in Alberta, at Banff in the Canadian Rockies. Banff is truly an inspirational place and I believe that, in spite of the cynicism born during the previous period of time, some of us began to believe. The Mission document contained the right words. I agreed with the principles and believed that these principles would make us a superior organization. It would go a long way to ensuring that our offenders got the best possible chance to avoid re-offending. The correctional philosophy was one I could endorse and, in fact, was what I generally believed when I started my career in corrections. I wanted to believe. My problem was that I did not believe that the management above me believed in it. To commit ourselves to change and to a new way of doing business was risky. Nothing I had seen in the recent past had encouraged me to take that risk. The experiences we had had in the district were contrary to the principles and values now being es-

"The Mission document contained the right words ... It would go a long way to ensuring that our offenders got the best possible chance to avoid re-offending."

"To commit ourselves to change and to a new way of doing business was risky."

poused in the Mission. How could I "sell" the Mission to my district staff if the level of support from the leaders of the organization was no different? Would I lose personal credibility?

In my meetings with my senior staff, I shared the Mission with them but also my personal views about the probable lack of commitment at senior levels. We had some very frank discussions but ultimately the principles and values of the Mission won out. In the end, we agreed to adopt the CSC Mission document as our District Mission document. We felt that if we worked toward the implementation of the principles contained in the Mission, within our own levels of authority, we could do a better job. We committed ourselves at the local level to the Mission but we would watch the actions of our senior managers closely to determine *their* level of commitment, to see if it matched ours.

Accompanying our adoption of the Mission document was a plan to include a detailed review of it by all staff. In our meetings across the District, it was evident that our staff had the same feelings as the managers and I had. We agreed on what we could do in the District, but also determined what others would have to do. If the Mission document did not become a real contributor to decision-making, we felt that it would soon fade and we would only have lost time spent discussing principles of good corrections, an exercise which was at least valuable in itself.

We began to see some results. Using the Mission as a basis our staff challenged many of our decisions. Out of their challenges came our decision to increase their participation in the management of the District by including one staff member in each management meeting. This has resulted in an increased respect for each other's role and this, in turn, has led to better decisions.

We have used the Mission document to develop goals and objectives for our parole officers who may have lost sight of their real function. Expectations have become clearer. Perhaps it could be said that this has made it more difficult for some, but CSC is better off because of it. Both staff and management are more accountable. We are able to be more honest with each other.

In addition, the Mission document has been helpful in dealing with the Province of Alberta on a wide variety of matters related to the federal/provincial agreements. It has encouraged an open discussion of issues of mutual concern and improved sharing of information with the province. It has helped to define those matters about which we can be flexible and those where we cannot. The Mission framework permits relatively junior managers in CSC to make decisions and to be confident that they know what decisions others will make. This, of course, results in increased confidence in the ability of line managers to manage.

We have now seen the commitment of senior management to the Mission. The move to Unit Management in the institutions is one example. It is clear that CSC is committed to the principles of Unit Management; that staff at all levels in CSC are determined to ensure that the end product is consistent with the Mission.

Another example is the decision to give wardens the responsibility for the preparation of offenders for conditional release. To suggest that there is total agreement throughout CSC with this approach would be incorrect, but the process of involving managers at all levels, of ensuring input from all those involved, and of senior managers being present and accountable for their decisions, is all part of a style of management consistent with the Mission principles. As a result, there is no doubt that every effort will be made at all levels to implement the decision successfully.

"The Mission framework permits relatively junior managers in CSC to make decisions and to be confident that they know what decisions others will make."

"The Mission ... requires that we ask ourselves questions which go far beyond the issues of today so that we may continue to learn to address the needs of corrections tomorrow."

Yet another example can be found in the circumstances surrounding the recent death of an Edmonton City Police Officer. The accused killers were both under supervision at the time, one on mandatory supervision and one on parole. As usual, a review was conducted. The review found no fault in the compliance with established supervision standards. CSC could demonstrate that it acted responsibly. However, we were not satisfied with ourselves – we wanted to be able to do better in future. The Mission requires more than simple compliance to standards. It requires an examination of what we actually did with these two individuals, and others like them, during their incarceration and subsequent community supervision. It requires that we ask ourselves questions which go far beyond the issues of today so that we may continue to learn to address the needs of corrections tomorrow. I know that these questions would not have been asked four years ago. I doubt that these are popular questions today, but they are being asked.

We have made significant progress. Today, I think of the Mission document as the framework within which we operate. So long as we operate in a manner consistent with it, we can probably do whatever we wish to do as an organization. It is true we have a long way to go, but we have clearly come a fair distance from the sense of distrust, betrayal and isolation that we felt only a short time ago. □

Yet another perspective is provided by Pierre Allard, CSC's Director of Chaplaincy. Rev. Allard was a member of the CSC Mission Task Force and, among his current duties, is responsible for leading Chaplaincy's Mission initiatives. In the following article, he describes the position of the CSC chaplains with respect to the Mission; but cautions us that, although the advantages of the Mission Statement are many, there are also some dangers inherent in our commitment to it.

BEYOND THE WORDS

A BREATH OF FRESH AIR

*Pierre Allard
Director,
Chaplaincy*

The CSC Mission has had a deep impact on the Chaplaincy Division of the Correctional Service of Canada and on me personally.

For me, the change began in November, 1984 with the publication of the Statement of CSC Values. As a chaplain in the field, I found it so refreshing to read a government document which looked at things from a values perspective and which invited all of us in CSC to reflect upon our 'raison d'être'. My enthusiasm led me to study the document in depth and I even ventured to interview a number of CSC's senior managers about what impact they thought the document might have on the Service. My small survey revealed considerable support for the Statement; many wanted to have a much clearer idea of what corrections and CSC should be and they wanted attitudes to change. The Statement of CSC Values, and the support for it, prepared the way for what was to come with the appointment of Ole Ingstrup as Commissioner.

I was privileged to become a member of the 1988 Task Force on the CSC Mission, an experience I consider as one of the most rewarding of my career in CSC. There was a sense of unity and enthusiasm – truly a sense of mission – among the Task Force members. I, for one, believed that we were working on something which would significantly influence our correctional practices. Later, at the Banff Conference, it was rewarding to experience the enthusiasm and commitment of my fellow managers to the Mission.

After the approval of the Mission Statement in February, 1989, the task of making it known – of communicating it to our staff and others – began. What a task! I took part in study sessions for staff in three regions, experiencing first hand the reactions of staff members from all levels of the

organization. Many good strategies for putting the Mission into practice emerged from these sessions.

However, having been influenced personally by the Statement of CSC Values and by the Mission, I needed to turn my energies to my role as Director of Chaplaincy. It was important that Chaplaincy truly understand the Mission. Could they endorse it without reservation? How could it be understood from a theological/biblical perspective? How could Chaplaincy contribute to its implementation? I had to promote the Mission among chaplains and ensure that they could contribute to its accomplishment.

A CLEAR STRATEGY FOR CHAPLAINS

I had the joy of leading study sessions for the chaplains in each region. At these sessions, we put on our theological "thinking caps" for stimulating and enriching discussions about the Mission. It was unanimous that Chaplaincy could truly endorse and contribute meaningfully to the Mission. Having reached consensus on that, each individual chaplain was then challenged to reflect upon how he or she could contribute to the fulfillment of the Mission.

In June 1989, we held the National Chaplaincy Conference which had as its theme "Vision for Mission". The chaplains, conscious that "without a vision the people perish" (Proverbs 29:18), left the conference with a clear sense of mission and a Conference Declaration which expressed their commitment.

The Declaration states, at the outset, five principles:

1. Each person is created in the image of God which nothing can change. Each person is a sacred story.
2. Evil is a reality. Each person is capable of destructive behaviour, even if this seems in contradiction with their creative potential based on the image of God in them.

3. The full biblical concept of justice is the core of chaplaincy ministry.
4. There is always the possibility of reconciliation: within oneself, between persons and between groups in society. Chaplaincy is committed to activating this dynamic of reconciliation within the CSC.
5. Chaplaincy is committed to a role of service in its relationship both to the powerful and to the powerless.

The Declaration also addresses various groups of people. With respect to offenders, for example, our Declaration states: "We affirm that you are created in the image of God, and we acknowledge your struggle to live out of that image and we encourage your efforts to achieve reconciliation... We envision ... a clear realization by you that reconciliation is not cheap and simple, but costly. The rebuilding of trust and credibility within community takes time, commitment and consistency."

To volunteers, we state: "We affirm with vigour the value of the ministry with which you have been entrusted. You are mediators of the community and signs of reconciliation. We envision a renewed commitment by us to your ongoing support, training and supervision. You are an important part of chaplaincy ministry."

To the Correctional Service of Canada: "We affirm the statement of core values and guiding principles within the Mission as a positive and creative guide for corrections... We envision... a review and reform of legislation so that the principles and values of the Mission will be reflected in public policy and that increased importance will be given to alternatives to incarceration."

To the Churches and Faith Groups: "We affirm your ongoing support, directly through the Interfaith Committee, to chaplaincy and to chaplains working within the CSC... We envision... that you will continue to search for

new ways of ministering to offenders who return to the community."

To the wider community: "We recognize and respect the fears you have which revolve around persons who are or who have been incarcerated. We envision... a community justice system which will not be so heavily dependent on prisons as the main response to the problems of criminality."

To ourselves as chaplains: "We affirm our commitment to the ministry to which God has called us, a ministry that goes beyond our individual institution... We commit ourselves to make our vision a reality, to find creative ways to increase opportunities for sharing, fellowship and communication and to widen our concerns to be aware of broader justice issues both locally and internationally."

There is no doubt that the Mission gave Chaplaincy an opportunity to develop a clearer focus. It has made chaplains more intentional and proactive in the pursuit of "things that make for peace and the building up of one another" (Romans 14:19).

IS THE MISSION WORKING?

"There is no doubt that the 'honeymoon' is over... The Mission sets such a high ideal – and rightly so – that it is no surprise that we now may find the climb wearisome."

To this often-asked question, I would like to offer the following remarks. There is no doubt that the "honeymoon" is over. The enthusiasm of the Banff Conference gave us the drive to go out and to truly put the importance of the Mission on the CSC map. The Mission sets such a high ideal – and rightly so – that it is no surprise that we now may find the climb wearisome. Now, more than ever, we must create opportunities to reflect, and discuss the consequences of the Mission.

Having a Mission clearly spelled out has great and many advantages. It also has some dangers.

For example, we have committed ourselves to *respect the dignity of individuals* These are nice words but words are

not enough. We need to internalize the attitudes that the words call forth. The challenge is to learn to create the quality relationships that are called for by our nice words. Jean Vanier says "It is Sunday (a day to celebrate) when we have created the relationship of the heart; when we have discovered the humanity of the offender; when we have touched his tears and wounds; when he has talked to us about his past life; when our hearts have been touched".¹ We need wisdom to work with offenders, to care for them as unique individuals. We must go beyond the nice words.

The second value enunciated in the Mission, *that the offender has the potential to live as a law-abiding citizen*, brings with it the dangers of the weight of evil and what evil will do to us.

Being involved with prisoners is touching closely the greed, the jealousy, the hatred, the pride, the violence, and all the other ugly faces of evil. Michael Ignatieff, addressing correctional workers, said: "You people are the bureaucrats of good and evil. Even bureaucrats of good and evil burn out; they lose their way; they wonder what they are doing sometimes. Trying to do good or at least trying to avoid evil falls on you. What does it do to you?"² Let us not fool ourselves. Evil has a way of putting scales on one's eyes, heart and hands. I have the greatest admiration for some of the security officers I have met through the years who, after 20-25 years of seeing everything that is evil and ugly about the people we work with, still have that human kindness in their eyes. I tip my hat to such people. Unless we realize the weight of evil and what it does to us, we cannot be honest in saying that we believe that the offender can live as a law-abiding citizen. If we fall into the grips of evil, it is going to lead us to cynicism. Cynicism says: "no room for change". The challenge truly becomes to learn to overcome evil with good. This challenge will call for the best in each one of us. We need courage and determination. We must not let the weight of evil spoil us from what brought us into this Service in the first place.

Our third core value affirms our belief in our staff members. But this brings with it a danger of power, the danger of saying "my way is the only way". In the beginnings of penitentiaries, prisoners were seen as sinners in need of being saved, so the religious people were bestowed with great powers. In the sixties, prisoners were seen as the "sick" who needed healing and the medical model reigned unchallenged. Today, we believe that we need to bring to bear our various perspectives in a cooperative effort to make a difference in the life of the offenders. The needs are so big, the challenges so great that no one discipline can pretend, or be able to comprehend the problem in its totality, to have all the answers. Hopefully, we have learned enough from the temptation of power to start realizing that now we must cooperate with one another. If the danger is the temptation of power, the challenge is the building of healing relationships among ourselves as staff. We must strive to put aside the petty individualism, the wars for territory and prestige and come together in a spirit of servanthood to face the incredible correctional challenge which is ours.

The danger of the fourth core value – *the sharing of ideas...* – is that, in corrections, a formula for cure without care is useless. As we discover better tools to unveil the darkness in people, we must, at the same time, make commitments to accompany them in these valleys of darkness. What will be the consequences if our tools get so sophisticated that we can, from a distance, tell offenders how ugly they are, what kind of scum they are but this is not accompanied by a similar commitment to help them deal with these dark sides of their lives? So the challenge is that we must share. As we share our tools, and our knowledge and our new understanding, it has to be not that we can talk better *about* prisoners but that we can talk better *with* them. It has to be not that we stand back and know how badly they are going to fall but that we learn to walk with them so they will not fall.

*We believe in managing the Service with openness and integrity... The danger here, in Core Value 5, lies in the pressure of the political masters. It is a great challenge to properly balance the political agenda with the best involvement in the lives of offenders. Pleasing the public does not always coincide with what is the best correctional approach. The challenge is to never compromise our integrity. I like the final words of the Mission document (Strategic Objective 5.10): *To pursue our Mission in a way that exemplifies at all times our values and guiding principles so that our integrity is never compromised.* Core Value 5 speaks of the danger of the political winds and of the challenge to always live with integrity.*

"As we share our tools, and our knowledge and our new understanding, it has to be not that we can talk better about prisoners but that we can talk better with them."

A FINAL WORD

The Mission has deeply impacted on the Service generally. Furthermore, it has deeply influenced me and has shaped the direction of Chaplaincy to a significant extent. As corrections is one of the most difficult human enterprises that exists, I would call for an emphasis in the coming months on encouraging and strengthening all CSC staff. We must avoid going about our work at a frantic pace and take the time to celebrate some of the positive accomplishments. Because our enterprise has to do with influencing human beings, we must regularly create forums for interaction where we can explore together, calmly, peacefully and insightfully, how to combine our efforts, gifts, and resources to accomplish what Colonel Samuel Bedson, builder and first warden of Stony Mountain Penitentiary, referred to when he said: "There is a tender spot in every prisoner's heart, be he foul as he may. Society, likely enough, has never put its hand upon it. Reach that spot; use every influence, strain every effort to get there, there you will find at least a fragmentary remnant of the delicacy and refinement of innocence..."³

The best we can offer to CSC is to be faithful, as correctional workers, to the values and guiding principles of the Mission. We must avoid the cynicism which would prohibit growth. We must also avoid a naive idealism that presents everything as fine and easy. We must find the balance of realistic hope. We will not be scandalized when we fail, as we are in the toughest business there is. We are going to try to keep raising that little candle instead of cursing the darkness.

May our investment in the lives of the offenders and in the lives of our staff always be seen as the best way to accomplish our beautiful but challenging Mission! □

Arden Thurber is the warden at Westmorland Institution, a minimum security facility in the Atlantic Region. He describes the impact of the Mission as a cultural shift at his institution, evidenced by the facts that more authority has been delegated to the institutional level; that staff have more discretion; and the system is more responsive to new initiatives or "tries". However, he cautions that the impact of the Mission on the front-line staff and inmates at Westmorland is not as evident to date as it has been at the managerial level. He offers some suggestions to take the Mission a step further in this regard.

BRINGING THE MISSION TO THE FRONT LINE

Arden Thurber
Warden

A great deal of time and energy was consumed, between June, 1988 and September, 1989, in the development and communication of the Mission document. For example, at Westmorland Institution, every staff member and all persons under contract were taken off-site for a full day to review and discuss the document. That represents over 100 person-days of effort. Additionally, many full staff assemblies and work unit meetings during that time period focussed partially or fully on the Mission and Core Values. Now, what results can we see?

Most of what we can see is progress in the right direction. In some instances, the progress is substantial. In other instances, progress has been minimal. Overall, if we accept the analogy of a trip across town, we have backed the car out of the driveway and have started down our own street. All of the passengers know where we are going (the vast majority agree with the destination) but there is still much debate about what route to take and some question if we are capable of finding our way. Some feel that our destination will be changed as we proceed, either as a result of rough roads or because the driver will be replaced.

On a daily level, the most noticeable change has been in the vocabulary which we use about our work. Initially, it was as though a new collection of "buzz words" had been distributed. People tried them on but often were uncomfortable with them and used them inappropriately. Others were able to create humorous parodies that conveyed their disbelief in the integrity of the exercise. Still others latched on quickly to particular phrases or strategic objectives that suited them. One particular example that comes to mind is the rationale: "When you question my use of sick leave, you are not being sensitive to the staff members' individual needs, interests, capacities, values and aspirations in the workplace. I knew this Mission stuff wasn't for real."

"On a daily level, the most noticeable change has been in the vocabulary which we use about our work ... Now, more than a year later, people talk more comfortably and seriously about values in corrections."

Now, more than a year later, people talk more comfortably and seriously about values in corrections. When discussing potential options, the Core Values and Strategic Objectives come readily to mind as criteria. We begin to feel that the concepts are being internalized when we hear staff, when discussing an issue, say things like, "What should be our guiding principle in this project?". Amongst managers, for the most part, the internalization of the concepts has given new focus to their thinking which is reflected in the easy, frequent usage of Mission document vocabulary. Amongst many supervisors and staff, the understanding is not as deep as we would like but the basic commitment to

the Mission and Core Values is present and real. There remains, however, a small core who have not "bought in" for reasons of distrust of the organization or a fundamental disagreement with the Mission.

Apart from a language shift, which I believe is the first visible sign of a cultural shift, what can be seen? From a manager's perspective, there has been a clear shift in the kind of direction provided from national and regional headquarters. Those with much seniority in institutions were used to receiving very detailed direction: "This is what is wanted, how it is wanted and when it is wanted. As well, here is the reporting and auditing structure that will tell us if you are giving us what we want, how we want it and when we want it. Do you have any comments?"

Although there remain items where this kind of conformity and compliance is required, they are fewer and seem genuinely justified. The approach which has come with the Mission document has quite a different tone: "You know what we want to do (usually covered in the Mission document). Here is some contextual information you may not have that is important for this issue. The following general principles should be applied in your actions. The specific results to be obtained are these. A report on your achievements must be received by this date (a specific format may be attached). If you encounter difficulty in determining how to achieve the results, the following people are available to assist." The difference, clearly, is that direction is still given but you have the freedom to choose methods which make sense in your environment.

Another difference for managers is that there is an increased openness for initiatives from individual sectors or units. It is not essential that the whole Service or a whole division collectively bless an idea before it can be tried. "Tries", in the terms of the *In Search of Excellence*¹ literature, are encouraged. Sharing of information about those inno-

vations is supported by the organization's communication vehicles (Focus, Let's Talk, FORUM, etc.) and is beginning to be a feature of conferences and workshops.

Interestingly, and in contrast to some past experiences, it is frequently the operational field person who is featured in the article or who makes the presentation. Also, I believe that another subtle change is occurring in this arena. A few years ago such presentations by peers were often greeted with scepticism, a degree of jealousy and competitiveness. Increasingly, today, one senses that people now enjoy sharing in the struggles and successes of their peers. More words of encouragement and congratulation are exchanged. There remains a competitive element but it seems healthier.

From an operational perspective, the power distribution within the organization seems more congruent with our stated goals. While the influence of strong and competent personalities does, and should, play a role, those individuals at all levels who contribute most to the critical issues of the organization seem also to be those who are accorded most in terms of influence and resources. This can be attributed to two factors: a) the goals and critical issues are much more clearly articulated and shared (the Mission document process); and, b) the "walk" of the organization is largely congruent with the "talk". This behavioural confirmation of the centrality of the Mission reinforces the desire of committed managers to "make the document live".

Managers also are encouraged by the fact that resources seem to flow more frequently in the directions implied by the Mission. Although resources are not as readily available today as in the past, the distribution of those that exist is increasingly consistent with our agreed upon directions. One result of this change has been an increase in resourcing at the community and lower security levels of the Service. Now the challenge is to prove that resources at these levels can produce the desired results. Another product of this change in resource distribution is an increasing belief that

"...direction is still given but you have the freedom to choose methods which make sense in your environment."

"Although resources are not as readily available today as in the past, the distribution of those that exist is increasingly consistent with our agreed upon directions ... Now the challenge is to prove that resources at these levels can produce the desired results."

well-founded initiatives will be funded with less concern for purely formal criteria for distribution of funds.

One clear difference for all members of the Service has been the increased effort to ensure communication. The introduction of the weekly newsheet, *Focus*, has done much to keep all staff abreast of changes and issues. The energy put into collecting material from the institutions, districts and regions for this publication has prevented it becoming an "NHQ speaks" document. The monthly, *Let's Talk*, has been well used to expand on issues or give more detail on particularly interesting innovations. Policy directions and changes of major importance have been well explained. Some regions have supplemented these national vehicles with publications of their own with heavy input from operational unit staff. As well, appropriate use seems to have been made of "direct mailings" from the Commissioner or RDC to all staff on subjects of immediate importance. Initiatives such as CSC 2000 and Management Letters seem to also create the opportunity for unfiltered communication upward within the organization. More conferences, national and regional, along functional lines have also facilitated the dissemination of information and created opportunities for staff to voice their views to managers. Finally, the introduction of the publication, *FORUM*, has created a vehicle for examination, on a more professional level, of some of the issues we face in corrections.

Consistent with Core Value 5 (*We believe in managing the Service with openness and integrity...*), a greater effort has been made to be open to the public. Citizens' Advisory Committees have received increased recognition and support. A number of creative attempts to bring the public into institutions have occurred. It is my impression that more opportunities have been created for staff to address the public in a variety of forums. Openness with the media has been acted upon in both special events (e.g. Media Days) and in the day-to-day responding to questions. All of these efforts

have been made easier or more comfortable for staff, in my opinion, because we have the Mission document to use as the cornerstone of our responses. People seem to understand more easily when you are able to relate your day-to-day activities and programs to a clearly written statement of principles. You are able to be more consistent in your responses by relating back continually to "why we are in business and what we believe about our business".

Most of the preceding items have had their major impact on managers within the Service. But what about line staff and offenders? It is my perception that many line staff, although fully aware of the Mission document, do not believe that it is having any significant effect on their daily work life. There are, I believe, three major reasons for this:

- a) the introduction of the Mission, although we tried to avoid this consequence, raised expectations of large, significant but unspecified changes in a hurry;
- b) the most significant daily issues (e.g. shift schedules, repetitive work, and lack of visible accomplishment, etc.) have not, as yet, been really significantly addressed; and
- c) we, as managers, have not found consistent ways to translate the Core Values and Guiding Principles into our management approaches and into terms that connect them to the daily tasks.

As a result of these factors, the scepticism which was originally expected has not dissipated and, in some cases, has deepened.

Many institutional staff have also interpreted events since the introduction of the Mission as evidence that the Mission does not drive our activity. Their interpretation may not be 100 percent accurate, but it is theirs. It is believed and, therefore, it is their reality. The WP strike in 1989 was frequently interpreted as the failure of CSC to adhere to

Core Value 3 (*We believe that our strength and our major resource in achieving our objectives is our staff...*). The decision to move the responsibility for Case Preparation from the community to the institution was interpreted as contrary to Core Value 2 (importance of community to offender reintegration) and to Core Value 3 (consultation, teamwork, voicing concerns without fear). These interpretations show that we still have much work to do in order to have the level of belief in the organization's commitment to the Mission deep enough to withstand the emotional impact of difficult situations.

And what of our clients, the offender population held in institutions and in the community under supervision? There have been small gains in the way in which individual staff have applied their understanding of the Mission to their daily dealing with offenders. Some are more conscious of preserving the inmate's personal dignity. Many are more aware of the continuity from institution to community and the appropriateness of community-based interventions. The notions of "actively assisting" and "informed participation" are more widely understood and applied. However, few offenders could trace these changes directly to the Mission. Generally, we have not been active enough in promoting knowledge and understanding of the Mission amongst the offender population.

Obviously, we wanted to involve staff first. Unfortunately, after the initial thrust with staff and the recognition of the ongoing nature of that process, the energy to begin the process in earnest with the offender population was diverted to ongoing operational issues. This area of challenge remains to be addressed.

How do we continue the journey? We need to find new ways to keep relating our everyday activities to the Mission. The literature on "institutionalizing" organizational culture change suggests that this process must be managed as

"The literature on 'institutionalizing' organizational culture change suggests that this process must be managed as attentively as the introduction of the change."

attentively as the introduction of the change. Symbols and "histories" or "war stories" that support the change must be widely shared. The CSC 2000 initiative is one vehicle that can assist in this process insofar as changes emanating from it can be linked to the Mission. Major shifts in corporate plans and resource allocations must be linked as well. In a sense, we need a major, dramatic event that can form the basis for the development of many "stories" about how the Mission has changed the organization.

Most importantly, I believe we need, at each level of the organization, a "translation guide". This guide should spell out a vision of what fuller implementation of the Mission would mean to that unit. The articulation of the vision needs to be in concrete terms that describe daily activities. Just as the Mission document forced us to "stretch" our concept of CSC, this "guide" must force us to "stretch" our concept of what the daily work environment can be. I suggest the "stretch" concept because I believe that the change must be connected to the present reality and enlarged from there. If we attempt to build commitment to a vision that is not connected to the present reality, I believe our chances of success are small. The "guide" can, and probably should, take many forms. The forms must be compatible with the unit, its management and its staff. Perhaps there can be one-page papers describing what "Mission-centered supervision" would look like. How about "Mission centered discipline" – staff or inmate? Maybe it is small group discussions at staff assemblies on resolving problems at the lowest level possible. Maybe it can be inter-divisional task groups of line staff on appropriate use of technology. Maybe it can be Standing Orders that describe the result desired rather than the process to be used. Maybe it can be staff – inmate task forces on practical things that can be done to improve our contribution to a healthy environment. Whatever the form, the need is to help ourselves see the concepts of the Mission in action and to remind us that we are seeing the Mission actualized.

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Not everyone can easily make the jump from the conceptual to the concrete. Let's find ways to describe the destination and the journey in terms that people can relate to their daily life. In this manner, I believe that more people will be interested in contributing to the journey and enjoying it as it happens. In this way, we will continue to deepen understanding. We will, by our actions, which confirm our commitment to the values, help people put aside their distrust. □

THE INMATES' PERSPECTIVE

We consider our prime responsibility to be "to contribute to the protection of society". We can only do this by "encouraging and assisting inmates to become law-abiding citizens." We can only do that by providing a reasonable, safe and humane environment in which they are treated with dignity and given the opportunities to address their needs.

Each of our 13,000 inmates has received the Mission document. We have asked three to comment on the philosophy embodied in it and to assess the extent to which it has impacted on their lives and, more generally, the environment in which they live.

Micky McArthur is a 38 year old inmate in Joyceville Institution, a medium security prison in the Ontario Region. He began his first federal prison term seventeen years ago and has served time in the maximum security Millhaven Institution, Collins Bay medium security Institution and, now, Joyceville. His offences include armed robbery, escaping custody and assault.

He is currently serving a 14 year sentence for a series of bank robberies. He is employed in the Joyceville industrial pilot project and readily admits to honest work for the first time in his life.

His sentence expires in 1999. He is eligible for parole now and will be eligible for mandatory supervision in 1994.

Micky is the author of I'd Rather Be Wanted Than Had: The Memoirs Of An Unrepentant Bank Robber published by Stoddart Publishing Company Ltd., Toronto, 1990.

In the following article, Mr. McArthur looks at the impact of the Mission on both the staff and inmates of Joyceville Institution.

THE IMPACT OF THE MISSION STATEMENT

The single most important freedom in prison, aside from freedom itself, is to be free from injustice. To be free from the kangaroo courts, the harassment of guards, and to be free from personal indignity. The Mission document promises to safeguard human freedom. It promises that the disciplinary process, when used, will be fair, timely and equitable. It also promises to respect the dignity of individuals and treat offenders humanely.

Prisoners expect very little justice from the penal disciplinary process, and that seems to be a good measure of what they get. The Mission document, approved by the Solicitor General of Canada on February 15, 1989, is trying to change that. It recognizes that prisoners, more than anyone else, need a sense of fair play, consistency and equality, everything else has been taken away from them.

When I first walked into the prison system 17 years ago I knew what to expect: no rights and to be treated like an animal. I was not disappointed. There were only two ways of dealing with a guard back then, his way or yours, and both usually wound up in violence. It used to be that by virtue of being a prisoner you were nothing but a dirty, stinking, low-life convict who always lied and could not be trusted. And you had the right to shut your mouth and get in your cell – and that was all. If you did not, there was

*Micky McArthur
Inmate*

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always a complement of the Millhaven "goon squad" to put your there. Then your only right was the right to fight. That was the way it was back then; you punched the hell out of a guard, and his buddies punched the hell out of you. Often I found myself in solitary confinement because I refused to accept the degradation of that barbaric philosophy.

Now I am given the Mission document. I have the promises of the Solicitor General of Canada, and Ole Ingstrup, the Commissioner of the Correctional Service of Canada. And I am going to hold them to every word they said, and I quote, "We will hold ourselves accountable – and be held accountable by others – for our actions, based on the Mission." Now I *expect* fairness and equity in my dealings with the prison disciplinary process – and I get it too.

The Mission recognizes that staff possessing values consistent with the Mission philosophy, effective interpersonal skills, and an understanding of social justice are essential in the correctional field. However, to a degree the punitive character of prisons still exists. A few of the hardline authoritarian guards from the "old school" still believe prisoners are human garbage and should not have any rights at all. They use the Penitentiary Service Regulations as weapons rather than disciplinary measures which foster an environment in which inmates conduct themselves according to acceptable and approved standards of behaviour. Guards with that attitude are not welcome in today's correctional system. They may have been suitable years ago when all that was required was to turn a key, shoot and follow orders. Now guards have to work with prisoners in a social work capacity.

Many of the changes brought about by the Mission are small, subtle changes that cannot be measured, like the atmosphere of the prison. I see the warden walking among prisoners, talking about family problems they may have, and thanking a few for the contributions they have made to

the institution. I see community volunteers, like the members of the Citizens' Advisory Committee, playing a more helpful role in the lives of prisoners by taking a prisoner's grievance directly to the warden for a more equitable solution. There is more autonomy granted to the warden now to make decisions according to the uniqueness of his prison. But the most important change seems to be in the prisoners themselves. Men who have been scarred by the old penal system are beginning to believe in the Mission.

One of the best examples of the impact of the Mission philosophy is prison industries. As strange as it may seem, many prisoners have no working skills and have never developed working habits. They do not know how to work. Like myself, they have never held a steady job before and never had to work for a living. They either spent the majority of their adult lives in prison or stole to subsist. In 1883 penitentiary industries were formally denied the right to compete with private industry. This antediluvian prohibition is still in effect today and is one of the major stumbling blocks to the reformation of offenders through attaining marketable job skills.

However, a fine example of the impact of the Mission philosophy in this respect is the pilot project in Joyceville Institution. The industrial metal plant pilot project was implemented by the federal government to assist prisoners in reintegrating back into society as law-abiding citizens through meaningful work at minimum wage. Although it precedes the Mission document, today it simulates an industrial setting and atmosphere and looks very little like a prison setting. It stresses dependability, reliability and the ability to accept orders from a supervisor. And it works.

One of the hardest things I ever had to do was to learn to work, hard and steady, to develop the mental forbearance to stick it out and follow the orders of a shop foreman. The many prisoners who were physically abused as children can

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appreciate the mental anguish one has to go through to accept orders from any authority figure. The Mission stresses the critical role offender employment plays in developing skills and abilities which will serve offenders on release. Through working in the pilot, prisoners are able to see the direct link between work and financial gain, rather than the immediate gratification of crime – and its long-term, unpleasant consequences. Prisoners are able to save money, acquire marketable job skills and take pride in their work. Prisoners act and think like workers on the street. And the community atmosphere is an added benefit. Prisoners no longer feel they are in a prison environment and need to act defensively. They actually cooperate with one another. Clearly there is a need for pilot projects in other federal penitentiaries.

Fifty percent of Canadian prisoners are functionally illiterate. For two years I worked with Frontier College in Millhaven tutoring illiterate prisoners. I have met men who could not read or write, who had absolutely no idea how long a foot was, or how many inches were in a yard. I do not know how they were ever able to understand the complicated and confusing correctional process, let alone participate in it. The Mission has pledged to not just ensure that offenders are informed participants in the correctional process, but to ensure that policies and procedures affecting offenders are communicated in such a way that they can be understood by them.

For years, prisoners as well as staff have known that the rehabilitative potential of a prisoner is strongest where marriage, close family ties, and positive community support exist. Many times it was only the love and care of a wife and family that turned an offender around, where years of impartial imprisonment failed. One of the most severe forms of punishment inflicted upon the prisoner is to be separated from family and society – to be banished. The family trailer visiting program is perhaps the single most

humane application of the Mission philosophy in the correctional process. It's not new either. But before the Mission statement, it was only established – not accepted. We have come a long way from guards having to go along with it to the full acceptance that it receives from them today. It is refreshing to finally see a new penal philosophy that stresses the value of the family and the community in the correctional process.

The inability to adapt to the outside social situation will no doubt play a significant part in any prisoner re-offending. While I was tutoring illiterate prisoners in Millhaven I knew one student, a young native, who could not enter a room while a female was present. Social groups with outside volunteer members are the only social opportunities some prisoners have. There is a definite need, as the Mission states, to assist offenders in developing social and living skills through programs and opportunities to enhance their potential to become law-abiding citizens.

There has been evidence of the Mission philosophy to encourage and assist prisoners in reintegrating into society as law-abiding citizens. On any given day at Joyceville Institution about one tenth of the prison population is out of the institution on some form of conditional release. Offenders, upon release, need all the help and assistance they can get. The Mission has promised to mobilize community resources to ensure offenders are provided with support and assistance. This vital assistance may mean the difference between an offender successfully reintegrating back into society or re-offending due to financial problems.

One excellent example of the change brought about by the Mission document is in Unit Management. When a good Unit Management team got together, fairness and equity reigned. However, there were a number of bad aspects to the old unit management system. When a number of bad staff cliqued, correctional practices were unethical and

"... the Mission document ... has made it okay for the many good staff to treat offenders as human beings without being called 'con-lovers'..."

discriminating. Today, the Mission document itself has resulted in staff being more fair and equitable. It has made it okay for the many good staff to treat offenders as human beings without being called "con-lovers" or facing accusations by other staff that they must be doing something contrary to the rules. Before the Mission document, it was very difficult for many good staff to be fair and equitable, now they can display their sense of fair play because it is in their mandate to do so.

Of the many fears a man walks with every day in prison, the fear of being murdered for nothing by a mentally disturbed convict is the greatest. Mentally disturbed offenders have routinely been warehoused in whatever institution had an opening, often with no psychiatric assessment to indicate their problem and the wait for them to go to the Regional Treatment Centre was weeks. The only way this poor guy ever got any help was to hurt himself or someone else. In many maximum security prisons the mentally disturbed are simply overlooked by virtue of being placed in a maximum security facility. Consequently, many mentally disturbed individuals are walking around freely in the general prison population just looking for a victim – much to the apprehension of everyone. The available resources for the mentally ill prisoner have been shameful. Now the needs of the mentally disturbed offenders are being identified upon admission and the necessary psychological therapy is being provided. With one billion dollars spent annually on the correctional system, I would like to see an increase in psychiatric and psychological services provided to maximum security prisons with emphasis placed upon treatment programs for sex offenders such as aversion therapy programs.

RECOMMENDATIONS FOR THE FUTURE

At any given time there are approximately thirteen thousand prisoners in federal penitentiaries across Canada.

Somewhere, somehow, someone must recognize that offenders have the potential to live as law-abiding citizens. By virtue of being in prison it does not mean offenders are a lost cause. To adopt this perspective would be to lose faith in society. In 1868 the Penitentiaries Act was enacted establishing federal penitentiaries under the jurisdiction of the Minister of Justice. The Act also provided for five days earned remission of sentence per month for good behaviour. This antiquated act was more equitable than current proposals in which prisoners would receive no earned remission whatsoever, but rather qualify for early release on parole. However, fewer than three in ten applicants are granted full parole, so in effect prisoners are given nothing for good behaviour. In recent years the release of a federal inmate on his mandatory supervision date has been the rule. This has given rise to bitterness and resentment towards the National Parole Board and the Correctional Service of Canada. Mandatory supervision cases feel no moral obligation to abide by the conditions of their release, no trust agreement has been voluntarily entered into, therefore, none can be broken. Offenders who have shown a sincere and genuine desire to live as law-abiding citizens should be released at the earliest time that such a release can be safely effected. This should be the rule instead of the exception. The National Parole Board has to start releasing more borderline cases who meet basic parole criteria and deserve a break. Canadian prisons are manufacturing, winding up and releasing time bombs. The years of enforced confinement only serve to twist and torture the prisoner's mind, making any eventual release back into the community that much more difficult.

One of the Mission's strategic objectives is to ensure that the concerns of the victim are taken into account in the discharge of CSC responsibilities. I fully support this objective. All too often after a victim is out of sight, or out of the eye of the media, he or she is out of mind. I would like to see the federal government approve Victim Offender Reconcili-

ation Programs, in select penitentiaries, comparable to our American counterparts. It would benefit prisoners to know how much pain and suffering they have caused their victims. In prison many prisoners joke about having shot this person or stabbed that person, they try to live up to the pseudo-machismo image so often portrayed by criminals on television, and by other prisoners. Many prisoners have absolutely no idea how their victims feel, and this is not right. Victims have a right to be heard too, to talk about the pain and heartbreak they went through. A Victim Offender Reconciliation Program could tie in with an offender's pre-release program much like drug addiction and alcohol abuse programs do. If an offender is not put in touch with his conscience, what prevents him from committing another crime and hurting another person? It is not the threat of prison, he has already been there.

The Mission philosophy embodies correctional concepts which historically are very foreign to the penal system, concepts which initially were met with scepticism by some correctional staff and prisoners. Every new idea has its critics. John Locke in his "Essay on Human Understanding" once wrote, "New opinions are always suspected, and usually opposed, without any other reason but because they are not already common".

The Mission document is the most advanced, realistic and humane piece of philosophy ever produced by the Correctional Service of Canada. It is badly needed but will never realize its full potential unless two things in particular are put into effect: 1) more programs in the institutions, including work programs like the pilot, and 2) many more community resources like community residential facilities and follow-up programs. The Mission document is an excellent tool for guidance. However, the document in itself is not the solution to an ailing system, it is only a means. The Mission document will only be as good as the amount of

money and human resources the government is willing to put into it. With a progressive Solicitor General and a dynamic Commissioner of Corrections the penal process may exemplify the values and standards embraced in the Mission document, for the benefit of all, for many years to come. ■

J.C. Flett is a 40 year old inmate in Ferndale Institution, a minimum security institution in British Columbia. Since 1973, he has served time in a number of federal maximum, medium and minimum security institutions. He is currently serving a life sentence for Second Degree Murder. He will be eligible for parole in June, 1992.

Mr. Flett is currently on day parole working and attending Simon Fraser University where he is in his fourth year of studies in Sociology/Anthropology.

He is also actively engaged in volunteer work in the community. This includes speaking in public schools and colleges; and raising funds and awareness for Muscular Dystrophy through his involvement in the 90-kilometer "Ferndale Walk for Hope".

In the following article, Mr. Flett discusses CSC's Mission and some of the changes that it has brought about.

FROM SCEPTICISM TO COMMITMENT

In the summer of 1989, I was asked, as chairman of the Ferndale Inmate Committee, to watch a video and to review material introducing the Mission document to Ferndale Institution. The video address, given by Commissioner Ole Ingstrup to senior management of the Pacific Region, outlined his vision – the Mission document – and how it would be implemented.

*J.C. Flett
Inmate*

I watched the video with the other two Committee members in the institution visiting area. Half way through the showing, one of the members realized he "had something very important to do" and said he would return as soon as possible. The other member and I stayed to watch the whole video, and later, to discuss it. My colleague thought it was just more rhetoric and felt that watching it had been a waste of his time. I, however, had mixed feelings. At first, I had watched because it was my duty as a Committee member to be informed, but as I watched, I started to catch Mr. Ingstrup's vision. Although sceptical that such lofty ideals could be obtained, I appreciated the concept of process which the Commissioner stressed. He made it quite clear that this was not intended to be an overnight change.

As we discussed the issues presented in the video, the other member finally returned. He was obviously neither pro nor con; rather, he was disinterested. At times, our debate became quite heated. Obviously, we had very strong opposing views on this new concept in corrections. Over the past year or so it has become evident to me that our mixed reactions were much like those of all prison personnel – both staff and offender – involved in this change process.

I started doing time in federal prisons in 1973. I spent my first 10 months in the now demolished British Columbia Penitentiary and was then transferred to Matsqui Institution. At that time, Matsqui was run under the relatively new Living Unit concept.*

After only a few months in Matsqui, I was transferred to William Head Institution on Vancouver Island, where the Living Unit system had also been recently implemented. This program was seen by many policy-makers and penitentiary authorities as "the system" destined to change and correct criminal behaviour.

* Living Unit, a forerunner of Unit Management, was a management approach which, for the first time in CSC's history, required correctional officers to interact directly with inmates on casework-related matters.

This belief seemed based on the assumption that programs change people. In retrospect, it is striking how much more difficult putting that program into operation seemed when compared to the process of introducing the Mission Statement. There was a great deal of opposition to the program from administration, security staff and offenders. No one seemed to believe it could or would work.

I was released on parole from William Head during the summer of 1975. I was out for some eight months before my parole was terminated and I was returned to William Head via the B.C. Pen. Almost immediately, it became apparent that the Living Unit program there was still not working as intended. Staff and offenders were very resistant and, in fact, many showed out-right contempt for the program. In 1977, I went unlawfully-at-large from William Head, but was apprehended some six months later and charged with the most serious crime a person can commit against society: I killed a man while committing an armed robbery in Toronto, Ontario. First, I went to Kingston Penitentiary and then to Millhaven Institution in Bath, Ontario, where I spent three and a half years. I then was transferred to Kent Institution in Agassiz, B.C. where I spent four years. I was briefly transferred to Matsqui and then back to William Head. A little over nine years had gone by since I had gone unlawfully-at-large from there. The Living Unit program was still in place when I arrived, but struggling, and was terminated soon after. On the day of its official end, the staff together buried all the Living Unit documentation, glad to see it end. Even those favouring the program had grown weary of trying to make it work. It was a system that people refused to accept or support, because it was perceived as artificial and unrealistic. It was a system doomed to failure and there were few tears when it died.

In comparison, when I reflect about the implementation of the Mission, I see a great number of differences. It is important to point out that I am still in Ferndale Institution,

a minimum security correctional facility. I have no doubt that in higher security prisons, things are not moving as positively. However, I believe that the fundamental differences between the old Living Unit system and the Mission document will eventually prove essential to the latter's success, despite existing obstacles. Unlike the Living Unit system, the Mission is a realistic, articulated ideal which cannot be discounted. It is not a system or program, but a goal or set of goals which take into account living, breathing human beings. Core Value 3 states: *We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.* This core value is guided by such concepts as effective interpersonal skills, teamwork, understanding of social justice, and sensitivity to the needs of staff and offenders. Such concepts empower individuals to be pro-active and creative.

Over the past year, I have seen many improvements and changes at Ferndale. One very significant change is the encouragement of staff to make independent decisions. This intent is clearly stated in Strategic Objective 3.3.: *To encourage initiative, self direction and acceptance of personal responsibility on the part of all staff for high quality work.* For example, an offender scheduled for an Escorted Temporary Absence (ETA) arrived at the Duty Office to discover that no permit could be found. Coincidentally, his correctional caseworker was on duty and knew about the approved absence. He took responsible, pro-active steps by filling out a blank ETA permit allowing the offender to proceed. This was unusual and directly related to the Mission philosophy. This officer has often told me he finds the Mission document highly motivational.

A contrasting situation happened a short time earlier, when a correctional officer was sent to check on an offender out on an ETA. When this officer arrived, he found that the situation was not exactly as expected and terminated the pass. He was told by the offender, his wife, and the citizen

"... the Mission is a realistic, articulated ideal ... a goal or set of goals which take into account living, breathing human beings."

escort that permission for the irregularity had been granted. However, he refused to believe this. On returning to the institution, the officer contacted the Duty Officer, who indicated he had heard something about special conditions, but was unwilling to take action because, in his perception, he lacked authority. The administration at Ferndale expressed their concerns to the Duty Officer in question about this unfortunate mishandling.

One key to successful implementation of the Mission document at Ferndale has been the administration's enthusiastic support for it. They have diligently endeavoured to put it into practice.

The Core Value of the Mission document which has most affected me personally has been Core Value 1. It states: *We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.* My Case Management team has really excelled in all the strategic objectives of this Value. Since last year, I feel very much a participant in my own development and the correctional process. Often, we have openly discussed problem areas and worked together to remedy them. In the old Living Unit system, an offender always had the feeling of being on the outside of the process, as if something was being done to you, rather than being involved in the process.

My Case Management team has spent considerable time explaining certain difficult policies and procedures to me. I sense that they have seen me as a human being and that they respect that humanness. They have made it clear that while my past actions were unacceptable and heinous, they are not my total being. The positive changes I have made, or am in the process of making, have also been recognized. They have motivated me to contribute to both the Ferndale Institution community and to the larger community of Mission, B.C., by encouraging me to be active in the Inmate Committee and various outside involvements. One of my most

"I sense that they have seen me as a human being and that they respect that humanness. They have made it clear that while my past actions were unacceptable and heinous, they are not my total being."

"There is little doubt in my mind that the Mission document's implementation is not yet 'over the top.'...It is clear to me, however ... that this is the boldest and best notion of corrections yet attempted in Canada."

rewarding experiences has been co-ordinating with a staff member the "Ferndale Walk for Hope". This event involved both offenders and outside volunteers and raised \$1800 for the Muscular Dystrophy Association of Canada. Currently, I am helping draft a proposal for a recycling depot on Ferndale property, sponsored by a number of community associations such as the Mission Association for Community Living, the Mission Environmental Society, and the city of Mission.

Another major area of improvement since the implementation of the Mission document at Ferndale is in volunteer programs. Ferndale has always had some volunteer participation, but in the past year this has more than doubled. This has been a direct result of Core Value 2: *We recognize that the offender has the potential to live as a law-abiding citizen.* This Value stresses that involvement by community organizations, volunteers and outside professionals can positively influence both the institution and the inmates. Through this involvement, I have not only established connections with the community, but more importantly, I have learned much through shared ideas and positive examples. Most notable is my involvement with my sponsor from the M-2 Association*, who has connected me to his church and many valued friendships. Also, through my work with a psychologist contracted by CSC, I have been given the opportunity to work with a youth anti-drug group of which he is the Executive Director. Such opportunities have come through the openness of Ferndale staff to put the Mission document ideals into practice. Such possibilities may have existed prior to the Mission document but they were seldom realized.

There is little doubt in my mind that the Mission document's implementation is not yet "over the top." Much still

* This is an organization which pairs a community member with an offender who does not have community ties.

needs to be done to improve the corrections process. It is clear to me, however, as I review its impact on Ferndale, that this is the boldest and best notion of corrections yet attempted in Canada. At the same time, the debate about whether it will really change people or prisons in any significant way continues. There are some offenders and staff still in opposition for one major reason – people tend to resist change. All this considered, I, for one, believe very strongly and passionately in the potential of this ideal known as the Mission document. At the same time, I know this is not an overnight change. While success does depend largely on people's responses, I think that progress can clearly be seen.

I applaud the efforts of Commissioner Ingstrup and those working hard to make the Mission document a reality. There is much at stake here. Change requires risk. Growth can only happen by striving for higher ideals and by allowing time for learning. As Mr. Ingstrup himself acknowledges: "The document is not a description of what we are today. It describes what we believe we can become if we commit ourselves to it." I like this vision and am "one of the committed." ■

Alan Winter is a 56 year old man in Mountain Institution, a medium security prison in the Pacific Region.

In July, 1987, he was declared a dangerous offender and given an aggregate sentence of 16 years for a series of sexual assaults.

His release date is 2003. He will be eligible for parole in 1992.

Since 1988, Mr. Winter has been a driving force behind the establishment of the "Phoenix Group" – a self awareness/sexual awareness group for inmates in Mountain Institution.

Here, Mr. Winter discusses the creation and development of the Phoenix program and how the Mission document served as a guide to the group's initiative.

"MISSION" CHARTS OUR COURSE

*Alan Winter
Inmate*

According to an Associated Press article which appeared in the Vancouver Province on March 9, 1990, neither Canada nor its Correctional Service has the facilities or the programs to offer treatment to six out of seven prisoners convicted of sexual assault. In the article, Pierre Cadieux, Canada's Solicitor General, admitted the problem, although he could set no time for action and could at most promise further studies.

A couple of years earlier, a frustrated case manager at Mountain Institution looked within himself, hoping to find solutions to the same problem that had been bothering him for some time. Realizing that Mountain Institution, located some 70 miles east of Vancouver, British Columbia, housed the largest population of incarcerated sex offenders in Western Canada, he had noticed that more and more of these men were missing out on parole because they lacked adequate treatment for their deviancies. The only resource that he could offer his clients that would satisfy National Parole Board requirements was the limited facilities of the Pacific Regional Psychiatric Center which, since it is a mental hospital, often leaves its inmates feeling that they have adopted the stigma that such hospitals still produce in our society. By fortuitous good luck, a new inmate had just entered his office as he was pondering this dilemma. This inmate was also interested in the all-too-elusive treatment, and, on a whim, the case management officer asked him: "How would you like to start an inmate-directed, staff-monitored self-help group?" The neophyte inmate merely stared back at him. Wishing to please and yet not fully comprehending, he replied: "What would I have to do?"

The officer then explained that prisoners could now form their own therapy groups, and, by using the new Mission policies, could probably get management support. The inmate that the manager enlisted that day was me and the group that he would have me form would eventually be called Phoenix. The Mission document, which at that time was so new to both staff and inmates, became our sacred credo, guiding us in the forming and operating of our program.

Leaving my case management officer, I headed out among my fellow prisoners. Given the need for treatment, and the reticence that most feel about going to a mental hospital, I thought that, once they had read the new Mission policy, most would likely help me. What I found instead was suspicion. Some inmates at first doubted my integrity, considering me little less than a "Correctional Service rat", planted to discredit them. I realized that I would have to sell the men on the new Mission policy, on its built-in fairness, and on the fact that it really did constitute the new policy of the Correctional Service.

That was the first of my trials. In attempting to get management approval both in principle and in particular for our new therapy program, I discovered that few in management knew much about the contents and the built-in "bill-of-rights" aspect of the Mission document, and that the lower down the management scale I proceeded, the less the staff seemed to know. Some uniformed staff couldn't understand why inmates wanted to run their own programs. At first, I found the "system" difficult to deal with, partly because it still relied on a paper-flow to deal with problems. This led me through considerable frustration, when trying to present new ideas to people habituated to time-honored bureaucratic methods.

For instance, when the Phoenix executive wanted management answers to confirm permission to meet, no an-

"The implicit message printed throughout the document is that one must make actual choices – responsible ones – and that authority would no longer do this completely for either the staff or the incarcerated."

swers were forthcoming. So the leaders found it not surprising when, in asking for help with funding for supplies, only a pristine silence prevailed. Everyone wanted to be in charge, but no one wanted to take the responsibility. The Mission's purpose floated tantalizingly just beyond our reach. Despair! We almost gave up, save for reading the Mission document once again, searching for clues as to what to do next. Then, suddenly, the meaning of the Mission policy struck us. The implicit message printed throughout the document is that one must make actual choices – responsible ones – and that authority would no longer do this completely for either the staff or the incarcerated. Authority was still in control, but not necessarily in charge. We had been given the written authority to manage. That night I muttered a prayer: "Blessed be the Commissioner for his consummate wisdom in giving prisoners room to manage themselves!"

This self-management happened in short order, and staff from education and senior positions were pleased to help, once we became organized. But in launching our ambitious Phoenix self-help initiative, we were not without our detractors. Thus, many more times in the following months, we had the responsibility of persuading doubting middle-managers and apprehensive security personnel that Phoenix believed in the purpose of the Mission statement, that we would use the Mission's guiding policy and principles to ensure our success, and that we were indeed capable of the process. Phoenix leaders entered many an organizing meeting, holding forth the blue Mission book like knights carrying a shield to battle, as we approached the unknown with trepidation yet with a growing self-confidence. We relied more and more on Core Value 1: *We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development*, as our defence. "It'll never work," was a common inmate and occasional staff response, the Mission policy notwithstanding.

However, they were wrong and we were right – the Mission policy worked, Phoenix grew, and a therapy program at last came to Mountain Institution. But this was not without difficulty nor without cost. This, then, is the story of the development of an ideal, an ideal that believes that prisoners can help themselves, that they can understand their crimes, achieve parole and other considerations, and that they can do these feats in the responsible manner demanded by the Mission policy. Thus, armed with our Mission guiding statement, by now almost a sacred writ in our eyes, we plunged forth into uncharted territory. What follows is the story of how the Phoenix group developed, using the Mission policy as its guide.

BUILDING THE PHOENIX PROGRAM'S INTEGRITY

DEVELOPING A FOUNDATION

Initially we operated under the inspiration of Core Value 1 which recognizes the *potential for human growth and development* in prisoners. The question for us was to justify the use of group therapy methods and to see if they could deliver the treatment which we hoped to receive and foster.

In particular, we approached the National Parole Board to see if we could learn what percentage of parolees reoffend and what the specific merits or demerits of various programs might be. We did not receive any response. We started our project without any prior knowledge of potential success rates.

Despite this setback, we scanned the research literature and found that it presented us with divergent views. One set of scholars concluded that group therapy produced nothing of value, while another set found that group therapy did have a positive effect. The first group, led by sociologist G. Kassebaum¹, found that, while the group therapy program had been able to “effect an exceptionally extensive and

experimentally rigorous transformation of the institutional environment," it did *not* have a "significant effect on parole failure and success rates," this after a thirty-six month follow-up study of the men involved. Kassebaum did *not* inform his readers *why* group counselling didn't work.

Meanwhile, at a later date and in another location, group counselling of potential parolees seemed to work. This second group of researchers led by psychologist John Wolfe² reported results from his Northwest Treatment Associates Clinic in Seattle, where original therapy lasted up to 28 months. Wolfe discovered in a five-year follow-up study of his participants that only ten percent of his men had reoffended.

In Mountain Institution, we had to combat those staff and inmates who believed the familiar slogan that "Treatment doesn't work!" We thus decided to avoid people with this bias by using our own membership where possible, by involving only those professionals who would feel motivated enough to attend the evening meetings, and by training our own inmate members to become leaders in their own right. Hence came our reliance on Core Value 1 with its recognition of the *potential for human growth and development*.

To train our members to lead, the entire group voted to use their limited funding to hire a university psychologist who specializes in the study of group-training, and who subsequently held monthly leadership seminars that explored more efficient ways to teach. These seminars drew from a generally held theory wherein the wisdom of the group exceeds the sum of its constituent parts. These sessions have now become a mandated monthly process for leaders, over and above normal group therapy. As a result of this professional training, the leaders then accumulated and inherited a lending library of some 220 titles and made them available to all members. While the librarian reports lending has so far been relatively small, it has been significantly continuous.

PERCEPTIONS OF THE MEMBERS

Inmates have always volunteered to participate, a fact that augers well when considering genuine commitment to the process. However, initially, inmates had to convince themselves of the meaning and purpose of the Mission before they could commit themselves wholeheartedly to the Phoenix program. The leaders themselves distributed Mission booklets to all members and, furthermore, instituted training sessions where the Mission document was extensively explored and its policy learned.

Member interviews conveyed the strong impression that relatively few men entered group counselling with the conviction that they were participating in a non-meaningful treatment program. Most men were aware of the special statistics kept by the program managers and distributed to various correctional staff, in line with the Mission's Core Value 5 dealing with integrity. Nevertheless, the usual advice new inmates received from others was to the effect that Phoenix counselling was adequately and honestly delivered, and that treatment was generally recommended. Although participation in group counselling might not be a major factor in getting any release consideration, a notable lack of participation in therapy is often interpreted as a lack of interest in helping oneself and would likely be regarded negatively by those making decisions. Case managers said that the recorded length of participation in group counselling is a useful index of prisoner experience, because it joins the relatively small list of activities that can be quantified and used in a "plus or minus fashion in determining parole eligibility".³

In fact, counselling was one of the measurable items of an inmate's experience in prison. Like school attendance, trades training and disciplinary reports, group attendance would most likely be taken into consideration when applying for any early release privileges.

There was no attempt by the program managers or staff to select or even identify those men most likely to benefit from the program, nor was there any attempt to compose the counselling groups in any systematic way, save for the occasional intervention of the Executive to ensure that distribution of participants to groups were neither all rapists, nor all pedophiles.

While both staff and the (inmate) Executive periodically monitor the quality of the therapy, (usually with the prior knowledge of the group leaders), all leaders report that they occasionally face group and individual problems: some inmates tend to behave superficially, or to withhold their involvement, when they first enter the program; some try to monopolize the discussions and thereby exclude or discourage others from participating; some display a lack of confidence in the inmate leaders' ability to do the job if no professionals are present to supervise; some present stories and personal anecdotes, not for the purpose of subjecting them to analysis, but as a means of "one-upping", or competing with the other inmates: "I've got one better than you have!"

These problems tend to decrease as time passes. All of us, staff, program authors and group leaders, have observed that as the group members share more experiences, effective participation by everyone increases and they receive a greater degree of therapeutic quality.

Subsequent high attendance rates, staff satisfaction with the process, and the National Parole Board's recognition, together with members' general satisfaction, make it obvious that they experienced and achieved one of their group therapy goals: i.e. "...a group setting necessary for clients to feel free to discuss with inmate counsellors and group members their own and each others' feelings and attitudes toward the situation in which they find themselves."*

* Written therapy goal of the Phoenix Group.

MONITORING THE QUALITY OF THE PROGRAM

Beginning with only eight members, the Phoenix program has since grown to encompass a present membership of 65 men, divided into five separate groups, each meeting twice a week. Each group has two co-leaders who present the educational modules. Every module has been designed to be taught in one lesson. The leaders assemble their modules (prepared in the form of a hand-out booklet) several days in advance of the lesson in order to familiarize themselves with the content to be covered. This enables the group leaders to seek professional answers where these become necessary. The group leaders in turn report to an executive body of three Phoenix members, comprised of two former teachers, and a university student. The executive body reports to both a case management officer and a staff psychologist who approve any teaching material before it is used.

The Phoenix group started to monitor the quality of programs by insisting that group leaders identify what learning modules had been taught for the previous month.

The psychologist and the case management officer randomly monitor how we deliver our services. They use direct (and sometimes oblique) observation, and with these insights discuss with the Phoenix Executive ways to improve services.

The leaders themselves insisted that their monthly caucus meetings should be open to all staff, and should focus mainly on the sharing of problems and on finding solutions that will work universally. Leaders, who formed themselves into a steering committee, continued to attend the professionally run training seminars held monthly, since group stability seemed to have a relationship to the quality of programs – a factor affecting whether men reoffended after their release.

The program authors, with Strategic Objective 5.10 clearly imprinted on their collective minds, *To pursue our Mission in a way that exemplifies at all times our values and guiding principles so that our integrity is never compromised*, then instituted regular leadership training sessions to develop teaching skills among the group leaders and, in addition, to begin to train those chosen as potential leaders. Phoenix Executive made this choice based on their knowledge of the general educational standings of the men, measured by the standard "School College and Ability Test" (SCAT) that all inmates had to take when entering the institution. While potential leaders may be chosen for their educational ability, such choices must still receive the general consensus approval of all leaders.

We believe that, by organizing ourselves in such a cohesive and responsible manner, we are demonstrating Core Value 2 which offers us the hope that we may some day return to normal society as law-abiding citizens. We realize that in the past, society has sometimes felt that prisoners have neither a sense of responsibility nor the potential for learning responsibility. Fortunately for us, our staff coordinators have not demonstrated any such lack of faith. They have exuded confidence in us and in the Mission policy and believed we could forge appropriate behavioural changes in order the we might redirect our previously misspent lives.

PROGRAM OUTCOME

Phoenix leaders do not want to beg the question of outcome, and concurring with the Mission belief that the provision of relevant and timely information is important in order for the Service to demonstrate accountability, they tried to pin down the mysterious subject of recidivism. Outcome of any self-help program, even when narrowly defined as recidivism, isn't always accurate, because the term has different meanings in different studies. For in-

stance some researchers calculate any return of clients to prison as recidivism, while others, eager to promote the image of the worth of the "treated" offender, will discount technical parole violations as "not really reoffending." Even others consider property crimes as outside of their measurement venue. To drive toward a better public understanding, as outlined in Strategic Objective 5.6, Phoenix had to define its terms.

Phoenix thus accepted the broadest definition of recidivism in its statistics. But to ignore all aspects of the quality of treatment in arriving at conclusions about what works and what doesn't would be a major error – one unhappily with serious policy consequences leading to widely held fallacious theories that "treatment doesn't really work" or a general suspicion on the part of some that "treatment is a waste of time and money." Here, Core Value 4 became invaluable, because it instructed us to believe: *...the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.* We shared ideas and we shared the need for quality instruction. However we shared more. We shared accountability.

Ever mindful of Strategic Objective 5.1, and the need to develop policies *with a recognition of the need to demonstrate accountability*, the Phoenix groups grappled with the problem of quality control by training leaders, by efficient record keeping and by their own empirical observations. They keep statistics, mindful that the Correctional Service of Canada measures "outcomes success" in terms of absolute negative recidivism. That is, they consider any problem that causes a released prisoner to return to jail, be it a violated parole contract, a property crime or a repeat sexual crime, as recidivism.

Psychologists and psychiatrists who perform early release assessments for the Correctional Service and the National Parole Board have also reported both behavioural

and attitudinal changes in their clients, when using normative tests such as the MMPI*, based on a pre-test/post-test schedule of the members' experience. Furthermore, in numerous written judgments on individual parolees, the program seems to work to the satisfaction of the National Parole Board itself.

The leaders have been buoyed with optimism by the statistics generated by their groups where, thus far, no recidivism or parole violation has occurred in 67 men monitored over a two-year period. Nevertheless, the men realize theirs is only a cursory check on those departed graduates whom they have been able to follow. However, the leaders have a strong conviction that the service actually delivered by trained leaders was adequate to that task – a sufficiency of effort and design – a view already expressed by some senior management and psychologists working in the correctional system. Meanwhile, even with this endorsement, other management (mostly from a security perspective) appear threatened by Phoenix policies and of “inmate involvement in their own therapy,” even with the implications of the Mission policy. Those managers seem to want more convincing and lasting evidence before giving it their approval.

CONCLUSIONS ABOUT THE MISSION AND THE PHOENIX PROGRAM'S INTEGRITY

The Phoenix Program leaders want a worthwhile program and know that assessment techniques must have an equal priority to that of development and routinizing of continual evaluation. For purposes of evaluating the impact that treatment training has on line correctional staff, Phoenix authors rely on the authority implicit in Mission, and the results it produces. The Phoenix program has now man-

* Minnesota Multiphasic Personality Inventory used as standard measurement of attitudes and behaviors.

aged to suitably impress most of them with its quality of material and its dedication of purpose. Nevertheless, Phoenix continually struggles to win staff support.

When a psychologist once asked us if we were not just trying to "con" authority, we reminded him of Core Value 5, in which the Correctional Service pledges to manage the Service with openness. We invited him to come and see for himself what we were doing in our sessions. Although some staff have continued to resist accepting us as a bonafide self-help organization, we have encouraged as many as we can to attend our meetings. In other words, we have tried to demonstrate the openness referred to in Core Value 5.

Paradoxically, some staff seem to miss the important and necessary element of quality needed in any treatment process. Mindful of Strategic Objective 5.2 that stresses accountability, Phoenix now insists upon more measurements of their members, by using such instruments as MMPI and MSI* to determine their program's effectiveness or quality. Similarly, they have encouraged outside sociological and psychological evaluations of their program by two major universities.

Notwithstanding the explicit message contained in Strategic Objective 5.8: *To secure and utilize resources efficiently and effectively in achieving our objectives*, the slow approval rate on management's part, when Phoenix tried to develop techniques for an integrity assessment of their programs based on different models, still causes delays. When Phoenix first faced a general lack of management enthusiasm, leaders thought it was because they still had to earn their credibility. However, with credible results growing, they continue to struggle to overcome a certain built-in reticence on the part of the Correctional Service as a whole. Mindful

* Multiphasic Sex Inventory used to measure sexual history, preferences, knowledge and beliefs, and treatment attitudes.

**"For all its success,
and all its prob-
lems, the Phoenix
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of their slow rate of approval, Phoenix authors and leaders grapple with measuring their own effectiveness and program integrity, without much outside help. They do, however, continue to regard the Mission as an essential "charter of rights and freedoms" for the incarcerated. For all its success, and all its problems, the Phoenix program would likely not have commenced without the aid of the Mission policy, given the long-held attitude of some staff who just didn't seem able at first to conceive of responsible behaviour coming from criminals. Even Phoenix's clear success with outcomes (who can argue with a program allegedly holding a zero rate of recidivism among its participants?) was denigrated by some as being overly "manufactured."

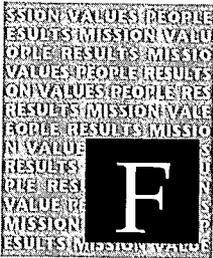
Manufactured or motivated, one might reasonably expect that clients who would discuss their problems in groups and accept unpaid leadership positions in the helping process, would be appropriately motivated people and, as such, would make better candidates in the process of rehabilitation. This might be described as a "natural" selection process. Nevertheless the Mission helped, and continues to help, because it establishes clear policy and guidelines to succeed, while reminding us of "effective" choices.

We must never forget the value and the light that the Mission shone for us in charting our course for the first time through unknown waters. Mission? Essential in my opinion! ■

Chapter Ten

SOME TIMES ARE TOUGH

We have had our fair share of difficulties and frustrations – fewer where we expected to have them and more of them in unexpected areas.



FOR THE MOST PART, WE HAVE MAINTAINED OUR MOMENTUM since the Banff conference in 1988. But we knew that the post-conference surge of energy and our commitment to stay on course did not guarantee that the organization would be immune from set-backs. Sure enough, since the Banff conference, we have gone through some tough times. Some of the difficulties were expected, others were not; yet others were greater than we could have anticipated.

In this chapter, the Commissioner comments on some of our tough times.

SOME ROADBLOCKS TO PROGRESS

Ole Ingstrup

Most of us were elated about the outcome of the Banff conference. But some of us also had private worries about the almost euphoric atmosphere. Did we all fully understand what an enormous task we had decided to undertake? Did we realize that, as part of any major turnaround, there would be a great many set-backs, and that there would be times when many would see the organization as worse off than before the whole process was begun?

A few of us had been through organization-wide change before on a smaller scale – at the National Parole Board. We knew it would be very tempting to revert to the old ways. Fortunately, some of us had seen that if an organization sticks to its commitment it will emerge from its difficulties as a stronger organization, increasing its chances of real success. We knew, too, that with each success, the next time a difficult situation arose there would be fewer sitting on the fence and more to fight the battle.

We have had our fair share of difficulties and frustrations – fewer where we expected to have them and more of them in unexpected areas. I will describe them as I see them and explain them as I understand them.

Some of the difficulties we encountered were, or at least should have been, anticipated. They were direct products of our new way of thinking. They emanated from the direction that we chose to take through our Mission. Other problems were due, at least in part, to forces beyond our control. The first difficulty to be discussed here falls into the latter category. It is discussed first because its impact was the most immediate.

THE FEDERAL ELECTION: OUR FIRST ROADBLOCK

We returned from Banff to incorporate our proposals for improvement into a final presentation to the Solicitor General. However, the time wasn't right for us to ask for his approval; nor was it right for him to endorse the future direction of the Service. The Prime Minister had called an election. More pressing matters than the renewal of the Correctional Service of Canada were on the Minister's and the Government's agenda.

The Solicitor General, James Kelleher, who had been following our initial efforts closely and in a very supportive way, was not re-elected. His departure was perceived as a set-back within the organization. In fact, a few staff members immediately declared that the battle for a brighter future was lost. Generally, however, there was no deep fear among CSC people during the interim period after the election and before Pierre Blais was appointed early in 1989. We were convinced that our proposed direction made good sense and would be attractive to any Solicitor General.

The new Solicitor General, Mr. Blais, responded to our situation by investing intensive effort to familiarize himself with the issues of CSC and our proposed direction. With some minor adjustments to the text, the Mission document was endorsed by Mr. Blais. The Minister's signature was a sign of confidence in the Service's comprehensive framework for future action and its ability to deliver. This indication of the Minister's confidence and trust in late February, 1989 played an important part in restoring the momentum that had been generated at Banff.

The period "on hold" had not been wasted. The participants at Banff had a chance to come back to earth, to analyse the Mission document, and to understand what it could mean for the Service. They also had a chance to realize that we had not set an easy course. We soon began to see some of the difficulties that arose as by-products of our Mission Statement.

STAFF CYNICISM

Despite the temporary set-back brought about by the election, the spirit of most at National Headquarters remained high. However, in the field, perhaps even in the regional headquarters, it was another story. While we in Ottawa were excited to see the old ways being adjusted to fit with the Mission, in the field few changes were immediately evident. In fact, staff at the field level were rather cynical about the whole thing. Even though they, and their unions, had been consulted, many still did not believe that much was going to change in their lives.

"Many of our employees did not fully appreciate that the Mission was a description of a desired future, one that was perhaps still a number of years away. They wanted delivery today."

Many of our employees did not fully appreciate that the Mission was a description of a desired future, one that was perhaps still a number of years away. They wanted delivery today. Furthermore, they did not understand that the Service portrayed in the Mission was one that we all had to strive for together. They viewed the Mission as something management was going to deliver on. Despite lots of consultation and explanation, they felt that the Mission was management's document, full of promises that had not been met the day after publication. Obviously, "management was not sincere". Staff began to use the Mission's Core Value 3 and its accompanying strategic objectives as a set of "new rights". They quoted the Mission to prove that it did not reflect their reality. Of course, they were right. The world would not change just because we had decided that we wanted it to change.

This did nothing to encourage local managers. They felt that added pressures had been put on their shoulders, and that few, if any, had been taken away.

THE CHALLENGE IN HALIFAX

Our next bi-annual Senior Management Conference was held in Halifax, Nova Scotia, in June, 1989. It was like a cold shower after the steam bath at Banff.

One of our four major task forces – on institutional and community programs – reported in Halifax on the great things that could and should be done. However, overshadowing this joyous perspective of better corrections was the fact that these program initiatives would have to be accomplished within our existing budget. Essentially, we would have to do more with the same resources. This would mean reallocating both dollars and people from or within their units of responsibility.

In addition, the subject of “accountability” was also on the agenda in Halifax. Conference participants were told clearly that we, in Ottawa, need to know what is going on in the field units. This made many of the local managers think of larger mountains of paper to be produced. They did not believe us when we suggested that streamlining of effort was possible. This was an old story that they had heard too often before.

Jack Manion, then Principal of the Canadian Centre for Management Development, caused some concern among conference participants when he stated that an organization could grow and prosper by its Mission, but if it did not do what it had promised to do, it could also die by its Mission. We knew it. We had talked about just that in Banff. However, it was tough to hear it from one of the most respected public servants in the country, at a time when we did not feel that we had made a lot of progress. Some of us recognized the atmosphere in Halifax as a “classic low”. We knew that perseverance was what was needed to push the mood, the energy, and the achievement upwards.

“... an organization could grow and prosper by its Mission, but if it did not do what it had promised to do, it could also die by its Mission.”

The Halifax conference, however, was not without positive results. It provided everybody with a healthy dose of realism. The overly bright picture of the future which resulted from the Banff conference had been replaced by a much more realistic perspective of the future following the Halifax conference. There seemed little to celebrate with the realization that it would take years of struggle to fully change our system. Did we really have the commitment to last the course? But meeting as a group was also helpful. It helped us again to rally around the ideas to which we had committed ourselves. The vast majority of the conference participants were determined to do their best to make their areas of responsibility prosper by the Mission. There was still an overwhelming belief that we could make it happen. The only question now was how quickly.

ADJUSTING TO A NEW MANAGEMENT STYLE

The process of changing the Service's management style, and the even more complex task of altering the style of certain managers, was fraught with difficulties.

The Mission document calls for a truly participatory style of management. It calls for extensive delegation of authority so that decisions are made at the point of impact. The Mission is built on the recognition of our staff as a valuable resource for improvement. The Mission demands that we treat employees with respect and dignity and that managers listen respectfully to the ideas put forward by employees. It demands leaders and modern managers, not just good, traditional administrators.

Quality leadership is as essential to modern corrections as is modern management. Many of us had to work exceptionally hard to put this insight into practice. Some of us faced psychological barriers. After all, most had been very successful (in terms of getting promotions) by doing something very different from what we had now decided to

do. Some resisted change, reasoning that their employees were quite happy with things as they were and did not want too much change – a classic, but still very real obstacle to change. The most conscientious and committed managers fear a change of style because they are uncertain that the new way will produce the required results. The natural fear of new things and new ways is accentuated in an environment of accountability.

Even those who wanted to change experienced difficulties. When a traditional manager seriously attempts to become participatory in style and to pursue employee involvement, staff often do not know how to react. Some staff will take a “wait and see” attitude; others will simply continue to relate to the manager as if nothing has changed.

Describing in a public document, like the Mission document, how you intend to manage can – at least temporarily – be a disadvantage. When an organization’s management objectives are on paper, it is so much easier for others to compare what is actually going on to the ideal, and easier for them to focus on what goes wrong rather than on what goes right. Since managers cannot change overnight, and certainly not without occasionally stumbling, it can be both frustrating and discouraging to start a process of change in one’s personal style. CSC managers have experienced this firsthand, and we still make mistakes. However, we are making rapid and solid improvements as we go through tough times.

MANAGING FOR RESULTS

Our Mission document established a strategic framework to ensure that the organization would move in a certain direction. The Mission document’s strategic objectives basically serve two purposes in this regard. They remind us of the elements of our business on which we must focus; and they constitute a yardstick against which our

"... it becomes evident that many spend a great deal of effort, time, and other irreplaceable resources on managing process and managing for compliance."

progress can be measured. In combination with our core values and guiding principles, the strategic objectives exist to ensure that the Service becomes a value-based, results-driven organization. Thus, managing for results is key to the achievement of the ultimate mission of the Service.

Generally, most managers will argue strenuously that they manage for results – what else? However, it becomes evident that many spend a great deal of effort, time, and other irreplaceable resources on managing process and managing for compliance. This was also the case in CSC when we initially adopted the Mission document.

It is often difficult to define clearly what results one hopes to achieve. However, for our purposes in CSC, unless a given activity furthers the achievement of a strategic objective, the management of the activity is either not directed towards results or is diverted towards the wrong results. Managing for results is simple in theory, but the application of this theory is difficult, especially in organizations which historically have accepted process as results. In order to truly manage for results, everyone's thinking must be tuned into the right channels.

In CSC, we were fighting a tough battle against an established perception in the corrections field that it would be almost impossible to set quantifiable targets. The essence of the argument was that we are dealing with human beings; that we have no control over who we get from the courts; and, in working with offenders, anything can happen. Consequently, many contended that it was an illusion to believe that we could establish targets or objectives for which employees and managers should be held accountable. This was, of course, fundamentally wrong. In the process of delivering the expected results – the timely return of a certain number of inmates to society as law-abiding citizens – the correctional manager has a number of very powerful tools at his or her disposal. Therefore, the potential of

exercising substantial control over the offender exists. Indeed, there are few organizations more in control of their target groups than a correctional system.

It would be wrong to conclude that we in corrections should, therefore, be able to return everyone, or even a very large proportion of our offender population, to society as long-term law-abiding citizens. The offenders may simply not be capable of living that way. However, it would be equally wrong to claim that we are less capable than other organizations to set targets in a meaningful way and to hold managers accountable for the accomplishment of these expected results.

The nature of our business, corrections, does not make this aspect of our turnaround difficult. It is tough because we must fight against traditions – how we used to do things and how we used to think about results.

COMING TO GRIPS WITH PROFESSIONALISM

In CSC, it has been difficult to get a discussion going about what it means to be a corrections professional. Clearly, a professional is a person who is capable of doing certain things that others without “professional skills” would be unable to do; or, as least, would do less effectively.

But, belonging to a professional group also means that one does certain things in a certain way, unless one is trying to find better ways. In other words, one of the essential elements of professionalism is that one follows certain procedures or standards of professional behaviour. They may not be written; they may not be detailed in all cases; and they are likely to undergo change over time. But, they are there. A lawyer, for example, approaches legal problems in a certain way; a pilot does certain things when flying a plane; and a farmer treats the animals and the land in certain ways.

"... our business ... is tough because we must fight against traditions – how we used to do things and how we used to think about results."

One gets the impression, though, that there are two different meanings for the term "professional" in corrections. On the one hand, it is used in the above sense – to describe the way in which one approaches the job. On the other hand, it is used in the same sense as in "professional hockey player", meaning that one gets paid for doing a specific job. Those who profess the latter are committing the error of believing that professionalism means nothing more than getting paid for what they are doing. This is dangerous. Corrections requires a disciplined approach. Our employees should be doing things in certain ways. There must be standards for what we do and how we do it.

Notwithstanding this, we have had, and still have, considerable difficulty in convincing all members of the Service that even professionals have to account for their strategies and their results. For the Service to know whether it performs professionally, standards must exist, and performance indicators must be established. We have been faced with tough resistance from management, unions and employees who firmly believed that the Service was already performing at a very high level of professionalism and producing very good results. It was difficult to understand why these individuals were reluctant to accept performance standards as a means of illustrating that we are indeed capable of performing at a high level.

It is my belief that there is another dimension to professionalism – a constant desire to improve. A profession which does not change and refine its strategies can hardly be characterized as a real profession. Dentists, secretaries, pilots, financial analysts, and shoemakers constantly change their way of doing their work. Those who are considered the best within a professional group are those who change their strategies frequently in order to pursue the best results. Desire to change, not just willingness to change, is a hallmark of true profes-

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sionalism. In the Service, we have had a hard time promoting this aspect of professionalism. It is hard to be a professional: it is even harder to be a good professional; and to excel is nearly impossible. However, the reward in terms of personal satisfaction and recognition is worth the struggle.

The remaining two roadblocks to be discussed in this chapter were less directly related to the Mission. They fall into the category of the unanticipated.

THE STRIKE

A national strike of Public Service of Canada employees in the Welfare Programs (WP) category occurred from October 30 to November 15, 1989. In CSC, we experienced really tough times during and following the days of the WP strike. CSC's WPs, including case management officers in the institutions and parole offices, were probably among the first front-line officers to see the enormous professional potential in the Mission document. However, in the fall of 1989, the majority of our employees in this group went on strike. Although they primarily considered Treasury Board as their adversary, they directed their anger and frustration towards the Service, in part because they were unhappy with its demands for changes in working hours.

The Service found it very difficult to have this very important group of employees on strike. It was also of great concern to know that a very serious backlash in several of our critical policy areas could have resulted if an offender, especially one on conditional release, committed a serious offence during the strike. Although conditional release works very well in Canada, we knew that it would only take one serious offence to re-open the wounds from earlier situations such as the murders of Celia Ruygrok and Tema Conter by

conditionally released offenders. Also, we feared that the inmates in the penitentiaries would react strongly and negatively to reduced professional services caused by the strike. We were particularly sensitive about what would happen if the strike lasted long enough to prevent the inmates' cases from being prepared for Parole Board decisions in time for the traditional Christmas and New Year's leaves. Employees working in our institutions and community offices could easily have been at risk. Public safety could also have been in jeopardy.

During the strike we did all that we could in CSC to provide the best possible protection to the public. Managers were sent to institutions and community offices to augment services and to provide supervision of offenders. The police were helpful. Many local managers made special efforts to ensure adequate protection of the public and support to the offenders under their supervision. We were all convinced that the best had been done in the circumstances. However, we also knew that nothing could replace the local case management officers' personal knowledge of the offenders and their knowledge of local circumstances. Fortunately, no serious offence occurred to shake the public's confidence in the system.

Everybody was relieved when a settlement was reached with the WP group. There was a desire, all around, to put the conflict behind us as quickly as possible. The new contract was a good one from both the employees' and the Service's points of view, with one exception: some of our WP employees – those at the higher levels – were left in what they felt was a pretty untenable position. A much lower settlement had been reached for these people. They were the ones who, as exempt staff, had continued to work while their subordinates went on strike. They were the ones who had kept the system on

an even keel during the potentially dangerous strike, and they were also the people that the Service would have to count on throughout the healing process following the strike. Their settlement reflected a monumental lack of sensitivity and could have caused equally monumental problems for the Service. That did not happen. Why? Because of the integrity and professionalism of these local leaders and their feeling of being contributing partners to the important development of the Service.

The strike was a bad moment in our history. However, there were positive aspects. It created a better understanding of the importance of working as a team and emphasized the value of the work of individual team members. As an organization, we had an opportunity to show our new strength under very trying circumstances.

The extraordinary effort delivered during the strike and the collaboration among national and regional headquarters and the field units were highlighted at our next Senior Management Conference which was held in Ottawa, in November, 1989. The commitment to good corrections had carried us through, and the experience gave us the strength to move the organization forward. Our image had brightened and we, as a Service, had earned the respect of many, including the Solicitor General.

At the Ottawa Senior Management Conference, the Clerk of the Privy Council, Paul Tellier, presented his expectations of the Public Service from his viewpoint as head of the Public Service. Mr. Tellier's messages were very compatible with what CSC generally, and his audience of field level executive officers in particular, were striving for. The shared perspectives became even more evident in the dialogue that ensued between Service executives and Mr. Tellier. Furthermore, the Solicitor General, in his address to the conference, stated his appreciation of the Service's efforts to improve in the direction delineated by its

Mission. He encouraged the senior managers of CSC to continue their efforts to achieve the corporate objectives spelled out in the Mission document, noting that the objectives really focussed the organization's energy appropriately.

The senior managers came to the Ottawa conference determined to move the Service towards the accomplishment of the Mission. They left confident that they were actually on the way. However, they knew that it would be a long, difficult journey. They also knew that the real journey had begun, and that our destination could be reached. They had been told, in clear terms, that they could count on the support of the most senior federal public servant. They left the conference ready to continue, and perhaps increase, their efforts towards a clearly defined set of objectives. However, we were soon to encounter yet another serious obstacle.

CHANGING THE NEW MINISTER'S IMAGE OF CSC

In late February, 1990, Pierre Cadieux replaced Pierre Blais as Solicitor General. The new Minister was supportive of the Service's new direction, and signed a second edition of the Mission. These were, indeed, encouraging signals for us.

However, certain events occurred early in the new Minister's mandate which made the Service feel that it was not serving the Solicitor General as well as it would like. These events no doubt influenced the Minister's initial view of the Service and they certainly affected the self-image of the Service.

Sensitive documents containing contemplated changes and preliminary plans for CSC were leaked to the media, probably by people (not necessarily employees of the Service) who did not approve of the proposals

"... certain events occurred early in the new Minister's mandate which made the Service feel that it was not serving the Solicitor General as well as it would like."

and plans. At the same time, we had an increase in suicides and other violent incidents among the maximum security inmates and a wave of walk-aways from one of our minimum security institutions.

This negative impression of CSC being conveyed to the Minister had an impact on the mood of staff at National Headquarters. Enthusiasm went down, and the level of undefined anxiety went up. We knew that, if things did not turn around, this negative mood would reach the field and would ultimately affect performance.

Furthermore, the new Minister had not been part of the recent history of the Service. He had no intimate knowledge about the discussions between CSC and his predecessors. These discussions had resulted in an unusually large number of initiatives with the potential to affect the very core of corrections and a very large number of people and places. We knew that all of those initiatives were linked together and carefully coordinated. We also knew that although this massive effort at the same time could look like too much for one organization to undertake, the initiatives were well distributed among many responsibility centres, so that no single part of the organization would crack under the burden of work. We felt that this might be difficult for the new minister to believe. Without insight into the complex coordination and a time consuming comprehension of the relationship between the Mission and the myriad of initiatives, CSC could easily be perceived as being in the midst of an uncontrolled explosion. We could sense a question on the minister's mind: "How is all this going to come together – if at all?"

At the same time the Minister's personal support was very important and we got it. Thorough briefing sessions, an exceptionally helpful Ministerial Chief of Staff, Joe

Price, an equally helpful Deputy Solicitor General, Joe Stanford, and a return to normal good performance, we came through these tough times. But tough and draining they were!

MANAGING WITH A MISSION

"... the discussion of major priorities is behind us, and we all have the same understanding of what the untouchable elements in our business are."

More recently, we have experienced other situations which, on the surface, could have been perceived as very difficult. However, we found that these were easier to manage for two reasons. First, over time our Mission has become more a part of our culture, thus giving us a clear vision of what is and what is not important. Secondly, the task forces on all the major issues have reported and the coordinated implementation of their recommendations is underway. Therefore, the discussion of major priorities is behind us, and we all have the same understanding of what the untouchable elements in our business are.

One recent example stands out. The Service, like every other government department, went through some serious budget cuts, in November, 1990 and in February, 1991. It took us only a few days of intensive work to reach Service-wide agreement, as to where the reductions were to be made. There was very little talk about abandoning or even compromising our priorities. With the Mission in front of us, it was obvious that public safety could not be reduced. We had to support the programs for offenders which are clearly aimed at reducing the risk to society and we did this at the expense of several minor building renovation projects. Furthermore, we decided that staff training should not be touched (in fact, we agreed to expand training just as we had planned before the cuts); and PS 2000 and CSC 2000 should be used to streamline administrative functions. The challenge was clear and the Mission represented a common base from which we and the Minister could see the possible solutions.

Mission or not, there will be difficulties. However, with a Mission, tackling difficult problems has become easier. This is not to say, though, that we can ever become complacent in our desire to do good corrections and to perform effectively as a public service department.

The Mission is, and will be for a long time, a stable foundation in our organizational life and a constant reminder of the need for improvement.¹ ■

MAY, 1991 – Our new Minister, the Honourable Doug Lewis, P.C., Q.C., became the fourth Solicitor General to endorse the Correctional Service of Canada's Mission document. Our story will continue.

COMMISSIONER'S NOTE

I want to personally thank all the people who contributed to the writing of "Our Story". I am grateful that staff members felt that it was a story worth sharing. It is also both rewarding and instructive to read what inmates think of our efforts.

There would not be a story if not for the more than 10,000 members of the Correctional Service of Canada, many inmates, and our partners in the criminal justice system and elsewhere. We are grateful to all of them for their enormous contributions and for their obvious commitment to help us in our efforts to do good corrections and to be a better part of a good and improving Public Service.

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Appendix

MISSION OF THE
CORRECTIONAL
SERVICE
OF CANADA

AUGUST 1990

MESSAGE FROM THE SOLICITOR GENERAL OF CANADA

The process of establishing the Mission of the Correctional Service of Canada was completed in February 1989. The Mission document includes the Mission Statement, Core Values, Guiding Principles and Strategic Objectives.

A Mission Statement is an essential tool to any value-driven organization that seeks to achieve the highest standards of performance through an environment that assists and encourages employees to work at their full potential. As the Minister responsible for federal corrections in Canada, I expect the Correctional Service to meet the highest possible standards.

I believe the document clearly outlines the fundamental priority of the Service in contributing to the protection of Canadians. It provides a vision for the future which espouses strong principles of integrity and fairness — principles consistent with those that we, as Canadians, have expressed as fundamental in the Canadian Charter of Rights and Freedoms.

The inclusion at this time of new strategic objectives in the document which demonstrate a commitment to the health and well-being of all individuals within the Service and to the protection of our environment reflects important priorities both for the Government of Canada and the Correctional Service.

As we move into this new decade, I am pleased to endorse the Service's vision for the future and to provide my support for the values, principles and objectives which will lead the Correctional Service of Canada into the 21st century.

A handwritten signature in black ink, appearing to read 'P. Cadieux', written in a cursive style.

PIERRE H. CADIEUX

COMMISSIONER'S INTRODUCTION

The Mission document outlines the direction in which the Correctional Service of Canada is moving. It defines what, in our professional view, will be good corrections in Canada for many years to come.

The Mission describes what we believe we can become if we commit ourselves to it. A commitment to the ideas expressed in the Mission will shape our way of doing things. We will hold ourselves accountable — and be held accountable by others — for our actions, based on the Mission.

The Mission is, and will be for a long time, a stable foundation in our organizational life and a constant reminder of the need for improvement.

The Service has enormous potential. Since we contribute to the safeguarding of two of the most precious values of our society, public safety and human freedom, we have a very special obligation to do our utmost to achieve this Mission.

This second edition of the Mission is endorsed by the Solicitor General of Canada, the Honourable Pierre H. Cadieux. Two new strategic objectives have been included to reflect our commitment to health and well-being (1.4) and the protection of the environment (5.10).

At this time, I want to formally thank everyone who has contributed to the achievement of our Mission. I hope that we will all continue to make it a reality by taking every word of it seriously. By doing so, we will achieve excellence in public service and contribute to a promising future for all of us.

A handwritten signature in black ink, appearing to read 'Ole Ingstrup', with a large, sweeping flourish at the end.

OLE INGSTRUP

Commissioner Correctional Service Canada

MISSION STATEMENT

The Correctional Service of Canada, as part of the criminal justice system, contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.

CORE VALUE 1

We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.

CORE VALUE 2

We recognize that the offender has the potential to live as a law-abiding citizen.

CORE VALUE 3

We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.

CORE VALUE 4

We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.

CORE VALUE 5

We believe in managing the Service with openness and integrity and we are accountable to the Solicitor General.

MISSION STATEMENT

*The Correctional Service of Canada,
as part of the criminal justice system,
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INTRODUCTION

The purpose of the Mission document is to provide clear direction to all staff within the Service in carrying out their daily responsibilities. It provides guidance for today, and a focus for meeting the challenges of tomorrow. It may be described as the constitution of the organization.

The Mission document is the framework within which our policies and plans are developed and our decisions are made. It provides the basis upon which we want to be held accountable as an organization and as individuals. Our commitment to the principles enunciated in this document will be demonstrated consistently through our daily actions.

The Mission document describes the goals towards which we are striving. It encourages the development of an environment that is conducive to meeting the needs of people within the organization, and to challenging them to grow and develop professionally in a unified way.

It is important that all individuals in the correctional environment assume responsibility. It is neither possible nor desirable to foresee all the situations in which a decision or an action will be needed or to develop rules that will cover every situation. When such occasions arise, the Mission Document provides guidance on the action to be taken.

Finally, the Mission document assists us in explaining to those outside the Service what we are, what we do, and how we do it.

The Mission document is made up of four components: the Mission Statement, Core Values, Guiding Principles and Strategic Objectives.

Our Mission Statement specifies the business in which the Correctional Service of Canada is engaged. The Core Values outline the basic and enduring ideals of the Service in carrying out its Mission. The Guiding Principles are the statements of the key assumptions which serve to direct us in our daily actions. The Strategic Objectives are those goals the Service must articulate and strive to achieve because they are deemed to be essential in achieving our Mission over the long term. They will serve as a solid basis for the establishment of annual corporate objectives.

DISCUSSION

The legal framework within which the Correctional Service of Canada operates is set out by the Constitution Act, including the Canadian Charter of Rights and Freedoms, the Criminal Code, the Penitentiary Act and Regulations, the Parole Act and Regulations, other legislation and the common law.

Because the special powers conferred on us by law impact on individual liberty and security of the person, we have a specific obligation to treat offenders humanely. It goes beyond our legal obligation to ensure that offenders are properly housed, clothed and fed. It means that we have a responsibility to deal with them fairly, bearing in mind that they retain their rights as members of society, except those that are removed by the fact of their incarceration. It is therefore essential that we make every effort to respect the spirit of the Charter of Rights and Freedoms in all our actions.

As part of the criminal justice system, the Service contributes to the maintenance of a just, peaceful and safe society. We use the word "contribute" in our Mission Statement because we are not alone. In conjunction with our Ministry colleagues, we work with provincial correctional services and parole boards, police, after-care agencies, Crown attorneys and defence counsel, the judiciary and many other agencies and individuals in the community.

Corrections is a complex endeavour, with goals which may differ from (although they will never be in conflict with) those of our partners in the criminal justice system. In stating our role as a contributor, we recognize that our primary goal is the reintegration of offenders, while other components of the criminal justice system may have much broader goals.

If we are to contribute to the broader goals of the criminal justice system, the Service must share knowledge of its operations with its partners and be receptive and responsive to information provided by them.

The Mission Statement clearly directs us to actively encourage and assist offenders in reintegrating as law-abiding citizens, while maintaining the necessary control. Our aim is to assist and encourage to the extent that is possible and to control to the extent that is necessary.

While recognizing that offenders are responsible for their own actions, we must also recognize our responsibility for providing the best possible correctional services.

We must provide programs and opportunities to meet the unique needs of the various types of offenders with whom we deal, to assist them in changing their criminal behaviour and to enhance their potential for successful reintegration with the community. Once released, offenders must continue to be provided with programs, support and supervision. We must actively encourage offenders to benefit from the opportunities provided as we believe that the long-term protection of society cannot be accomplished by incarceration alone. While our obligation ends at warrant expiry, we must also prepare offenders to take advantage of community programs which may provide support beyond the Service's mandate.

We must acknowledge that a minority of offenders will not be returning to the community for many years to come, and that some may never be released. However, all offenders must have opportunities to serve their sentences in a meaningful and dignified manner and our programs must provide for personal growth within the institutional setting.

The second part of our Mission — control — is best assured through positive interaction between staff and offenders, rather than by relying only on static measures of security. The degree of control that we exercise must be reasonable to the situation, safe, secure and humane.

The Service has the obligation to take all reasonable steps to ensure the safety of each offender committed to its care. We must, as well, protect our staff and the general public.

Attaining the right point of balance between the two key elements of our Mission — assistance and control — requires special commitment and understanding by staff at all levels of the Service. The staff of the Service, therefore, is its most important asset.

We can only prove our commitment to the Mission by demonstrating, through our individual actions, that we believe in our values and principles and are committed to achieving our objectives. In order to take our place as a major participant in the criminal justice system, nationally and internationally, we will communicate the challenges we face and our desire to be the best we can be. We will constantly strive to demonstrate our accountability to the public we serve.

CORE VALUE 1

*We respect the dignity of individuals,
the rights of all members of society,
and the potential for human growth
and development.*

GUIDING PRINCIPLES

As we respect the rule of law, we will respect the rights of all individuals — offenders, staff, and all those involved in the correctional process.

All of our dealings with individuals will be open, fair and humane.

We believe that respecting the right of all concerned individuals to be informed participants in the correctional process contributes to the quality of the process and of the decisions made.

We will acknowledge good behaviour and deal constructively and promptly with inappropriate behaviour.

We recognize the value of family and community relationships.

We will accommodate, within the boundaries of the law, the cultural and religious needs of individuals and minority groups, provided the rights of others are not impinged upon.

Problems will be resolved at the lowest level possible.

The disciplinary process, when used, will be fair, timely and equitable.

Offenders, as members of society, retain their rights and privileges except those necessarily removed or restricted by the fact of their incarceration.

STRATEGIC OBJECTIVES

- 1.1 To ensure that offenders are informed participants in the correctional process, we will establish and maintain mechanisms for discussion and cooperation.

- 1.2 To ensure that policies and procedures affecting offenders are communicated in such a way that they can be understood by offenders and are readily accessible to them.
- 1.3 When making significant decisions affecting individual offenders, we will ensure that the offender, unless security considerations clearly make it impossible, is provided with all the relevant information in a timely and meaningful manner and is given an opportunity to be heard.
- 1.4 To provide a safe, secure and clean environment that promotes health and well-being and encourages positive interaction between staff and offenders.
- 1.5 To ensure that placement in general population is the norm and to provide adequate protection, control and programs for offenders who cannot be maintained in the general population.
- 1.6 To provide opportunities for offenders to contribute to the well-being of the community.
- 1.7 To respect the social, cultural and religious differences of individual offenders.
- 1.8 To provide systems whereby serious disciplinary matters and offender grievances are dealt with in a timely manner by decision-makers not directly involved in the matter.
- 1.9 To ensure that involuntary transfers are kept to a minimum.
- 1.10 To ensure that the concerns of victims are taken into account in discharging our responsibilities.

CORE VALUE 2

We recognize that the offender has the potential to live as a law-abiding citizen.

GUIDING PRINCIPLES

Offenders are responsible for their actions and must bear the responsibility for giving up their criminal behaviour.

We believe that programs and opportunities to assist offenders in developing social and living skills will enhance their potential to become law-abiding citizens. We must ensure that offenders participate in such programs and we will strive to motivate them to contribute to their development.

We believe that offender employment plays a critical role in developing skills and abilities which will serve offenders on release, contributes to the good order and management of institutions, and reflects our society's belief in the value of work.

We believe that offenders should be productively occupied.

Accepting that offenders can best demonstrate their ability to function as law-abiding citizens in the community, we will provide programs, assistance and supervision to support the gradual release of offenders at the earliest time that such release can be safely effected.

We recognize that the establishment and maintenance of positive community and family relationships will normally assist offenders in their reintegration as law-abiding citizens.

The involvement of community organizations, volunteers and outside professionals in program development and delivery will be actively encouraged.

STRATEGIC OBJECTIVES

- 2.1 To ensure that the needs of individual offenders are identified at admission, and that special attention is given to addressing mental disorders.
- 2.2 To ensure that the special needs of female and native offenders are addressed properly.
- 2.3 To provide programs to assist offenders in meeting their individual needs, in order to enhance their potential for reintegration as law-abiding citizens.
- 2.4 To ensure that offenders are productively occupied and have access to a variety of work and educational opportunities to meet their needs for growth and personal development.
- 2.5 To make available a range of recreation and leisure activities that will encourage offenders to use their free time constructively and develop skills and abilities to assist them on release.
- 2.6 To ensure that program needs are considered when making placement and transfer decisions.
- 2.7 To ensure that the risk presented by the offender is taken into account when making decisions, particularly in matters relating to reduction of security and conditional release.
- 2.8 To ensure the timely preparation of cases for submission to the National Parole Board, consistent with the criteria contained in the decision-making policies of the Board.
- 2.9 To ensure that our dealings with the National Parole Board are open and support achievement of the Board's Mission.
- 2.10 To ensure that the offender, while in the community, is adequately supervised and that any increase in risk is addressed promptly through the use of appropriate means of intervention and assistance.
- 2.11 To ensure that volunteers form an integral part of our program delivery in institutions and the community.
- 2.12 To mobilize community resources to ensure that offenders, upon release, are provided with support and assistance.

CORE VALUE 3

We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.

GUIDING PRINCIPLES

Because our relationship with offenders is the most critical aspect of our work, we recognize that individuals possessing values consistent with our Mission, effective interpersonal skills, and an understanding of social justice, are essential in accomplishing our Mission.

All staff are correctional staff and are responsible for being active, visible participants in the correctional process and in achieving the objectives of the Service.

We will be sensitive to the staff members' individual needs, interests, capacities, values and aspirations in the workplace.

We believe that staff have a lot to contribute and that they must be able to voice their ideas and concerns, within the Service, without fear.

We lead by example.

We believe that staff involvement and consultation in the development of corporate objectives, policies, plans and priorities is crucial.

We believe that our relationships with unions must be characterized by openness, mutual respect and a desire to resolve problems.

We believe that teamwork is essential to fulfilling our mandate and contributing to the achievement of our Mission.

We believe that all staff training and development activities should be directed to the needs of the individual and the achievement of our Mission.

We respect the need for employment equity achieved through a staff complement that represents a cross-section of Canadian society.

Our organizational structures must facilitate the fulfillment of our Mission, recognize the value of stability and promote the involvement of staff in management processes.

STRATEGIC OBJECTIVES

- 3.1 To clearly communicate our Mission, values and guiding principles so that each individual can fully contribute to the realization of our objectives.
- 3.2 To develop an environment characterized by relationships among staff that are based on openness, trust and mutual respect.
- 3.3 To encourage initiative, self-direction and acceptance of personal responsibility on the part of all staff for high quality work.
- 3.4 To ensure that staff spend as much time as possible in direct contact with offenders.
- 3.5 To ensure that those few staff who cannot deal with offenders are properly assisted.
- 3.6 To encourage operational experience in corrections among managers at all levels.
- 3.7 To ensure that our staffing practices are based on the merit principle and reflect the importance of hiring and promoting individuals who possess values and abilities consistent with our objectives, and who demonstrate a variety of attributes and skills, with emphasis on maturity, good judgment, effective communication and teamwork.
- 3.8 To provide staff training and development opportunities that are based on achievement of our Mission, develop the full potential of staff members, and emphasize interpersonal skills, leadership, and respect for the unique differences and needs of all offenders.
- 3.9 To promote from within the Service and the Ministry whenever appropriate.
- 3.10 To develop and maintain an effective human resources succession planning system.
- 3.11 To recognize that line supervisors have a critical role to play in achieving our Mission and objectives, and to ensure that they receive the appropriate training and development.
- 3.12 To delegate authority as closely as possible to the point of impact of the decisions being made, and to strive to resolve problems at the lowest level possible.

- 3.13 To actively support policies of bilingualism and employment equity.
- 3.14 To establish and maintain mechanisms for discussion and cooperation in employer-employee relations.
- 3.15 To ensure that an effective, fair and comprehensive performance appraisal system, based on our Mission, is maintained as an integral part of the human resources management process.
- 3.16 To provide a prompt, effective, fair and objective system of redress for resolution of staff complaints and grievances.
- 3.17 To develop and maintain an effective corporate communications and consultation strategy.

CORE VALUE 4

We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.

GUIDING PRINCIPLES

Respect for the dignity of all individuals, the rights of all members of society, and the potential for human growth and development will form the basis of our participation in national and international corrections.

Recognizing that the Service has a major role to play in the criminal justice system, we believe that we can both benefit from, and contribute to, the development of corrections and overall criminal justice policy.

We recognize that we must actively encourage the gathering, creation, application and dissemination of new knowledge if we are to remain a contributing member of the national and international correctional communities.

STRATEGIC OBJECTIVES

- 4.1 To seek out and maintain membership and participation in relevant local, provincial, national and international organizations.
- 4.2 To implement international treaties and agreements that will ensure the rights of Canadian and foreign offenders.
- 4.3 To establish and maintain mechanisms for staff exchanges and the sharing of methods, standards, and services.
- 4.4 To identify and encourage individual staff members who have the ability to contribute to our national and international roles and responsibilities.
- 4.5 To encourage and support research and evaluation which will contribute to the continued development of our knowledge and information base.
- 4.6 To dedicate the necessary resources to the creation of opportunities for discussion and information exchange.

CORE VALUE 5

We believe in managing the Service with openness and integrity and we are accountable to the Solicitor General.

GUIDING PRINCIPLES

Our relationships with our colleagues in the Ministry, other components of the criminal justice system, and other parts of Government, will be characterized by openness, integrity and cooperation.

We believe that the provision of relevant and timely information is important in order for the Service to demonstrate its accountability.

We recognize the role of the media in a democratic society and we will work actively and constructively with them in order to demonstrate that we are open and accountable.

We will ensure that appropriate segments of the public are consulted in the development of the Service's key policies.

We will be sensitive to the economic, social and political environment in which we operate.

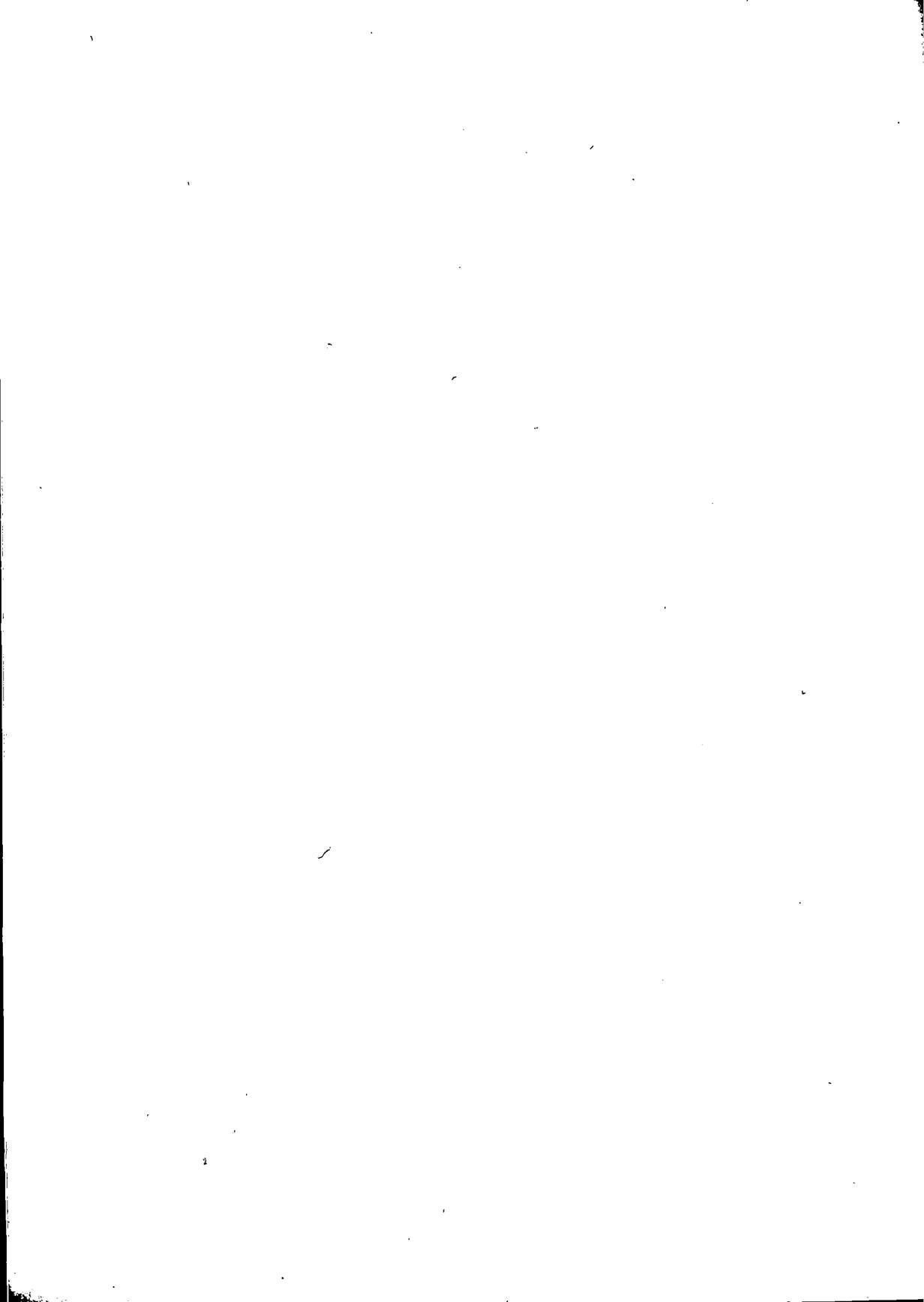
We will endeavour to be a positive presence in the community and to be a social, cultural and economic asset.

As an agency of the federal Government, we will demonstrate fiscal responsibility by only seeking the necessary resources and using them in the best possible way.

We believe that, through a sense of history and a desire to learn from past experiences, we can shape our future and strive for excellence in achieving our Mission.

STRATEGIC OBJECTIVES

- 5.1 To develop our policies with a recognition of the need to demonstrate accountability.
- 5.2 To link our values, objectives, program delivery, organizational structure and resource management within a framework of strategic policy and accountability.
- 5.3 To be partners with agencies within the Ministry in the development of common and consistent policies and plans for the management of offenders.
- 5.4 To foster good relationships with other components of the criminal justice system, including police, and to ensure they are consulted in the development of key policies.
- 5.5 To ensure that we are open and responsive in all our dealings with the Correctional Investigator.
- 5.6 To enhance public understanding and support of the Service.
- 5.7 To develop and maintain positive relations with the media and to ensure they are provided with timely, accurate and meaningful information on all aspects of our operations.
- 5.8 To secure and utilize resources efficiently and effectively in achieving our objectives.
- 5.9 To make appropriate use of available technology.
- 5.10 To ensure that our actions clearly reflect our responsibility to contribute to a healthy environment.
- 5.11 To pursue our Mission in a way that exemplifies at all times our values and guiding principles so that our integrity is never compromised.



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"What I saw was an organization that performed adequately in most instances, but one which tended to founder at times because it was without a clearly charted course, a true direction. It was also clear that the Service had the potential to become one of the best correctional services in the world, a leader in the field. With a strategic approach to planning and management, that was exactly what we would become. Ambitious indeed, but achievable."

Ole Ingstrup
Commissioner of Corrections



"...the Correctional Service of Canada has produced a useful book that is rich in the lessons of experience. It is a valuable aid for those in the Public Service of Canada who, through Public Service 2000, are working to achieve many of the same goals."

Bev Dewar
*The Principal
Canadian Centre for
Management Development*



Correctional Service
Canada

Service correctionnel
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Canada

RESULTS MISSION

RESULTS

PEOPLE RESULT

PEOPLE

VALUES PEOPLE

VALUES

MISSION VALUES

MISSION

RESULTS MISSION

RESULTS

PEOPLE RESULT