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GUIDELINES TO THE LIVING
UNIT PROGRAM IN MEDIUM SECURITY
INSTITUTIONS

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Published by

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P R E F A C E

The need for a handbook on the Living Unit program in medium security institutions grew out of several requests for more structured guidelines. When the program was introduced into the Canadian Penitentiary Service about three and a half years ago, institutional managers and staff had to operate under vague formats, trying out various operations until suitable ones were found. While the program lends itself easily to, and encourages managerial freedom to experiment, the frustrations encountered in so doing taxed the endurance of many, some of whom opted for other areas of work. Those who withstood the pressures of change have, through trial and error, established operational patterns which tend to either facilitate or hinder program and people development. In many cases, the hindering operations are contrary to Living Unit philosophy and some confusion exists as to

what should or should not be. This handbook attempts to clarify some of these issues, and to put the more salient aspects of the Living Unit Program into perspective.

It is not a recipe book as there are no fixed ingredients for the Living Unit Program which is an evolutionary, developmental, dynamic process. Furthermore, it is neither desirable nor possible to prescribe the same Living Unit Program for each institution. To pigeon-hole the program into a standardized format denies the freedom to innovate. At the same time, there are some fundamentals which, if ignored, serve only to stifle program development and personal growth of those working and living within the Living Unit system. The guidelines are therefore intended to provide a certain amount of commonality to the program as a whole, but each institution is encouraged to experiment, to maintain its uniqueness, to adapt the facilitating aspects, and to develop the program to its

fullest by maximizing on all possible human, physical and financial resources. As noted years ago by Director, Living Units and Human Relations, Dr. J. Garneau, "the level of sophistication of the program rests with this willingness to experiment, and to meet the need for change in the changing world of corrections."

It is hoped that the handbook will provide useful information not only to Living Unit staff, but to all personnel in Living Unit and non Living Unit institutions, National Parole Service, and other related work areas.

The need to know is considered essential in light of the expansion of the program. Originally started in five medium security institutions, one in each region, the program now encompasses a total of twentyeight institutions.

(designated, planning or operative) and approximately 1,200 staff. In addition, all new medium and maximum security institutions, planned for reduced inmate population capacity

(180-192; 36-48 inmates per unit) are designated Living Unit. We hope that through the use of this handbook these staff will be spared the initial problems experienced by those of the five original pioneer institutions.

The material used to compile this handbook is essentially based on three and a half years of experience with the program. Data was collected from various sources. Four of the original five Living Unit institutions supplied us with comprehensive documents which were prepared by cooperative effort of Living Unit staff in each of the respective institutions. In some cases there was input and feedback from inmates. One of these four institutions submitted four reports, one from each unit. A thorough report was also received from one institution which implemented the program two years ago. These five major papers basically outlined operations, staff roles, problems of the program in each institution, and how some of the problems were and are

being handled. In each case, proposals were made as to what a model program would be at their particular institution.

Another source of information was a study in which the daily work of Living Unit Officers in four of the original five Living Unit institutions was examined. By use of a standardized format, staff were required to document their duties on a daily basis and an analysis of their functions was later compiled. Interviews were also held with certain staff members and this information supplemented the analytical data. The study revealed interesting operational differences between institutions and the consequences these differences have on the program as a whole.

The third major source of information was a project which involved an analysis of the program in three institutions in one particular region. In each of these three cases, the

investigator spent at least six weeks gathering data from staff and inmates.

All Management Audit Review reports involving the Living Unit program were carefully studied. Finally, consideration was given to voluminous recommendations contained in institutional and Regional Living Unit Coordinators' reports, and in reports on various conferences and meetings which dealt, in part, with Living Unit matters.

Out of all this background emerge several common themes which unequivocally signify "success or failure" of the program. After careful examination of all these documents, it was possible to identify those aspects of the program which have universal applicability and which conform to the original conception of how the program should operate.

The handbook is divided into three parts, the first of which

is a description of the basic philosophy and objectives of the program. Part two deals with the essential elements while the third part describes the roles of staff in a Living Unit institution. In the Appendix section, revised copies of job descriptions for Living Unit Officers, Living Unit Supervisors, Head, Living Units, Assistant Head, Living Units, an organization chart of the Inmate Programs Branch, and a suggested reading list are attached.

We would like to thank.....

PART I

BASIC PHILOSOPHY AND

OBJECTIVES OF THE

LIVING UNIT PROGRAM

BASIC PHILOSOPHY

There are no changes in Living Unit philosophy which was spelled out in early policy statements. Stated simply, the basic purpose of the Living Unit program is to create an environment within which inmates are encouraged to learn social skills, to develop responsibility towards self and others, and to accept social restrictions. The ways in which this basic purpose can be met are through increased interpersonal interaction between staff and inmates, the process of problem solving at regularly held inmate-staff meetings, and the award of positive and negative reinforcement for the display of good and bad behaviour.

Principles contained in the basic purpose of the program fall within the broader objectives of the organization,

namely, rehabilitation of inmates and protection of society.

These words have been bandered around and mean different things to different people. Within the context of the Living Unit Program they are tantamount to two words, social responsibility,

without which neither rehabilitation nor societal protection is possible. We are charged with the responsibility of providing opportunities and situations conducive to social responsibility as much as the constraints of life in prison will allow. This demands the need for many changes not only in traditional prison operations, but also in the people working within the system. According to Living Unit principles, the first of these changes is the atmosphere or the tone of the environment within which the program must operate.

(a) The atmosphere

The Living Unit Program (...continued next page)

describes an institutional way of life. It is not confined only to areas where inmates live or work. As such, it must become the business of everyone if any modicum of effectiveness is to be expected. The creation of an environment conducive to learning social skills cannot occur independent of the influence of staff at all levels of each and every division. If the atmosphere does not pervade the entire institution, then any program, Living Unit or otherwise, will suffer drawbacks of more or less severity. The program should be conceptualized as the umbrella of the institution under which all activities are organized and coordinated according to Living Unit principles. It is useless, for example, to offer educational courses to an inmate if they do not interface with or relate to what the Living Unit Team or shop instructor is doing with and for that inmate. Efforts must be made to bring the entire prison community in tune with the universal purpose of social responsibility which

begins with acquiring the social skills necessary to demonstrate that responsibility.

It is the general responsibility of Living Unit staff at all levels to ensure that all personnel in each division are at least aware, if not knowledgeable, of the basic purpose and operations of the program. Some divisions, such as Social Development, Occupational Development and Industries, will more tightly interlock with Living Unit operations than say for example the Division of Organization and Administration. The amount of shared information and active participation should therefore be greater for the former group of staff than for the latter. The point is that while everyone should know in general terms what the program is all about, some should know more than others and actively participate or be encouraged to do so, more than others.

The creation of a global conducive atmosphere will not occur by itself. It has to be consciously nurtured and developed, over time, by people who are (a) themselves motivated and willing to help inmates (b) can withstand the problems created through change. The other side ^m of the coin are the inmates, whose gradual acceptance of the program must be sought through constant and conscious demonstration of (a) and (b). Inmates are traditionally sceptical of innovative prison programs, and it has been our experience with the Living Unit that their initial reaction as a group is a "wait and see" attitude. If the wait to see benefits is too long, the program will be ridiculed, and will be perceived as a manipulative, management control tool. The emphasis in creating a non-threatening environment should therefore

be on demonstrated ability to help in accordance with the basic purpose of the program.

Another important aspect of a facilitating atmosphere is that it allows us to at least partially reduce traditional fragmentation of efforts. Under the old system, staff have unwittingly tended to pull inmates in different directions. Instructors feel that inmates need to learn certain skills of a trade so they teach them these skills. Security tries to keep them under control and well disciplined in order to avoid trouble. Classification officers and psychologists encourage them to express their feelings, sometimes creating more problems in the process. School teachers see the need for education and set up programs to meet these needs. While everybody is doing his own thing with all good intentions, the inmate is often caught in the middle and experiences difficulty in

choosing one specific direction. On another level, each staff with whom the inmate comes in contact generally reaches him in a very limited way. As a group, with mutual trust and respect for what each other is trying to do, the impact tends to be more global, affecting the inmate as a whole person rather than trying to fill isolated needs as perceived by each individual staff member.

By creating a cooperative atmosphere of community, the Living Unit program should serve to bring the activities of all programs closer together, to close existing communication gaps between divisions as much as possible.

If the climate of the institution is non-facilitating, hostile, or divisive, inmates, as well as staff, become confused and lose sight of objectives. Inmates tend to manipulate staff beyond acceptable standards of manipulation, playing off one against the other. What is learned is not

really social responsibility but rather how to con-
people into getting things done. We therefore often
release good inmates, but poorly adjusted citizens
whose institutional experience did not involve the
learning of socially acceptable behaviour, the basic
skills of which cannot be acquired in a fearful,
non conducive atmosphere.

(b) Increased interpersonal interaction between
staff and inmates

In order to increase interaction between inmates
and staff in a non-threatening environment, a
change in the traditional method of staff rotation
between all institutional posts is necessary.
Through permanent assignement of staff teams to
specific units, it is possible to pay more

consistent attention to inmates' needs and to establish better relationships and understanding between the keepers and the kept.

(c) Problem solving

Another required change in traditional prison operations is the way in which problems are solved. Everyone has problems in one form or another. They may be personal, financial, familial, related to friends, to the work situation, law enforcement agencies, to any number of a host of other situations. Most people feel the need to solve problems because left unsolved, other problems are usually created.

Most people also have certain basic life skills which help them to solve problems without

getting into conflict with the law. In the Living Unit environment, we require staff to use whatever personal and practical life skills they have to help inmates solve problems within acceptable standards.

The majority of inmates coming into prison bring with them several unsolved problems and tend to accumulate more during their term of sentence. Because of the realities of prison life, and the personal difficulties of some inmates, finding solutions to problems is a major concern, no matter how simple some of these problems may appear to staff.

The goal of problem solving is not be to have a smoothly operating unit. Rather, the goal is to develop within inmates the ability to solve problems in a manner acceptable to most, not necessarily to everyone

affected by the problem. If inmates are to learn these skills, this means that the role of staff must not be to solve problems for inmates. It is admittedly very tempting and very easy for staff to become problem solvers. The process is quicker, less frustrating, and sometimes rewarding for those finding the solution. In spite of the temptation, however, staff must assume the role of helpers, or agents of change, in the problem solving process. While indeed staff may learn some skills in the process, the focus is on helping inmates to learn, which can best be accomplished through their active participation in the problem solving process.

Problem solving is therefore a life skill which cannot be learnt other than through practice. As such, a certain amount of freedom and flexibility are required. Since the basis of the problem solving philosophy is to assist

inmates to make acceptable decisions, and be held responsible for these, opportunities to learn the necessary fundamental skills must be provided. Whether opportunities are in the form of a group, or in a one-to-one situation, it is painfully necessary to be able to tolerate mistakes, which will be made by staff and inmates, regardless of safeguards taken. This means that activities will be in a state of confusion from time to time, at which point it is essential to carefully analyse what is happening rather than surrender in despair and throw out the baby with the bath water. Helping inmates to solve problems, especially in a group situation, is decidedly one of the most if not the most difficult aspects of any correctional officer's job. For the Living Unit staff, these difficulties surface mainly at the level of Range meetings where often staff themselves are not familiar with the fundamentals of problem solving.

When a group of people, or two people get together to solve a problem, there are certain basic steps which, whether followed rigidly or informally, help to reduce circulatory statements and a general state of confusion.

While several versions of the problem solving process exist, the following contains most of the elements common to all. These are:

1. Identify and state the problem
2. Put forward and list ideas which may develop into possible solutions
3. Critically evaluate and examine each of the possible solutions presented in (2)
4. Select the best solution
5. Set up a plan for action
6. Follow-up and evaluate the results

1. Identify and state the problem

The group must agree that there is a problem in the first

place, and, if so, what is it. The discussion can easily become worthless if the group does not decide what it is they are going to discuss.

2. Put forward and list ideas which may develop into possible solutions

Each person in the group may have a different idea of how the problem could be solved. In order to get as many ideas as possible, it is strongly suggested not to criticize any of these at this stage. They should be allowed to flow freely and spontaneously, almost like a brainstorming session. Keep a record of all ideas.

3. Critically evaluate and examine each of the possible solutions presented in (2)

At this stage of the process, the purpose is to obtain a list of several possible solutions, plus the negative and positive features of each. Through group discussion, it

is important to establish the relevance of suggested ideas to the problem at hand; if relevant, can they be improved upon or combined with other ideas; how practical are the solutions coming from these ideas; and what will be the consequences of each. Often more information may be needed. When this happens, discussion should be postponed until it is available.

4. Select the best solution

By comparing the negative and positive features of each of the proposed solutions, the group decides which is the best solution. Sometimes it is highly obvious and satisfying to most. Other times it takes longer to arrive at agreement because positive features of one may have to be balanced against negative features of another. Still other times the choice may have to be "the best of a bad lot". The important point is for the group to feel that

the choice is fair, realistic, and not too risky. If there is no consensus at this stage, and the group feels that the problem is important and warrants a re-evaluation of alternatives, it should do so rather than leave a large proportion of people dissatisfied.

5. Set up a plan for action

It is at this stage that a lot of people fail in their efforts to solve problems. If a plan for action is not made, everybody assumes that somebody else is taking care of matters when in fact most of the time no one is actually so doing. The plan should be detailed, including exactly who is going to do what, when, where, why and how.

6. Follow-up and evaluate results

Through follow-up and evaluation, the group obtains feedback on the important question of whether or not the action

taken solved or attenuated the problem. If it did, or did not, what were some of the major contributors, were there side effects, good or bad. Whatever information is fed back can be used to advantage for finding solutions to other problems, thereby allowing at least an opportunity to learn to take place.

Because this feature of attempting to teach responsibility through problem solving is so basic to the philosophy of the Living Unit program, it is highly desirable for all staff working in a Living Unit institution to use every available opportunity to help inmates demonstrate responsibility. The general steps in problem solving described above can be applied to any inmate or group of inmates experiencing difficulties with any aspect of his personal or prison life. In fact, the process can be applied even in the absence of problems e.g., planning a

social group Temporary Leave of Absence, planning for Sports or Family day, planning various kinds of proposals to be presented to the Administration, planning for release in the community.

In the above examples, or in any given problem situation, positive results cannot be always guaranteed, and inmates will have to learn to live with this reality. Nevertheless, if our basic purpose is to develop a sense of responsibility within individuals and groups of the prison population, we have to offer the opportunities, as much as the realities of prison limits will allow.

(c) Learning socially acceptable behaviour through reward and punishment

A third element of change required in traditional operations is an adequate system of reward and punishment. Learning socially acceptable behaviour through reward and punishment is closely related to learning to be responsible through problem solving. On the one hand the inmate learns by himself, on the other, staff aid in the learning process through encouragement or discouragement.

Principles underlying behaviour change were expressed in early papers on the philosophy and goals of the Living Unit program. They make reference to the fact that in developing an effective program for inmates, we must first ask ourselves what brought them to prison, and what

they need in order to return to society better prepared to live as law-abiding citizens.

There are, of course, many varied theories debating the causes of crime. Generally speaking, however, most criminal offenders, whether they were suffering from mental illness, inadequate educational, social, or job skills, poverty, desired an "easy life", etc. etc., were unable to fulfill their needs without interfering with other people's rights. If they are ever to live successfully in a community when released, they must learn to find ways to satisfy their own basic needs without harming themselves or others in the process. In other words, they must become responsible for themselves and others, in their activities, and in their relationships.

The fundamental problem that we face then, is that

whereas most people have learned to behave in a way that conforms to social standards of respect for others, most criminal offenders have learned different types of behaviours which do not conform to these standards. Our chief task, therefore, must be to teach them new, more responsible behaviour.

If we consider how most of us have learned to become responsible adults, able to meet our needs without generally interfering with other people's rights to fulfill their needs as well, we find (and social scientists have confirmed this) that we have learned this behaviour by interacting with our social environment; home, life, school, our circle of friends, the community, our place of work. In these social settings at various stages of our development, we have learned what is right and what is wrong through trial and error, reward and punishment. We have learned what we

can expect of others, and what others expect of us, what gains approval and what does not. By trying out certain types of behaviour, we have gradually learned what people think of us and what it is that earns us their respect. In short, it is by interacting with a social environment that people develop behaviour patterns, moral and social standards, ways to satisfy their needs, and a self-identify in terms of who they are and where they belong.

Whereas most of us have learned through our social environment that responsible, constructive behaviour brings us rewards and the respect of others, it can be said that criminal offenders have been exposed to an environment that did not reward this behaviour but somehow rewarded a different set of behaviours. The social environment that formed them lived by different values and standards, a different concept of what is

acceptable and what is not.

Because so much of our social learning is the result of repeated rewards and punishments, we can try to teach inmates a new types of behaviours by providing them with a new social environment, one that rewards responsible constructive behaviour and punishes behaviour harmful to others. In most, not all cases, inmates will begin to find these new behaviours more satisfying if they successfully satisfy their personal needs and if they earn some respect and approval from the people around them.

If the responsibility for reward and punishment were consistently exercised, inmates will begin to learn to accept institutional restrictions which are by and large microscopic replicas of those found in the larger free community. They might begin to learn that

restrictions are necessary for the protection of society and may regard the system as a helping agent rather than something to beat.

We have found that while most staff subscribe to the principles of this learning theory, its effectiveness breaks down when there is inconsistency in the application of reward and punishment for good and bad behaviour. Some staff look the other way when inmates display destructive behaviour. Others sanction only the good and do not punish the bad. More commonly, however, only the bad is punished and well documented on inmates' files. Inmates will not learn socially acceptable behaviours by punishment alone.

Reward and punishment must go hand in glove, and progress or otherwise must be communicated to the inmate in either a formal or informal manner. This requires a great deal of common focus on the part of each

Living Unit Team and other staff directly involved in the work and social activities of that particular inmate. If unacceptable behaviour patterns are ignored in the inmate's work area, and punished in his living area then the system breaks down. Similarly, if only one or a few members of the Team strive to be consistent, there will be very little impact made on the inmate.

Reward and punishment are known effective tools in shaping behaviour, and their role in bringing about behaviour change should not be ignored. Because of limitations in a prison setting, it is admittedly sometimes difficult to find novel ways of rewarding inmates, and of withholding reward. Given these restrictions, it becomes even more necessary to use verbal sanctions, positive or negative, on an almost daily basis. Changes are also more likely to come about if feedback is given to the inmate for small

bits of behaviour change. If, for example, a lazy inmate tells you that he wants to learn a particular trade but he must first complete grade 10, and you notice that he studies hard and gets good grades, the observation should be communicated to the inmate in a positive way. In the reverse situation, if the inmate spends most of the evening watching television and does not study, the observation should also be communicated through comparison of what he says and what he actually does. In either case, whether the inmate changes behaviour temporarily or maintains the change, he will most likely sense that someone is taking an interest in his welfare and this simple beginning goes a long way towards being motivated to change.

While verbal sanctions play an important role in the life of people in prison, they are not enough to sustain the majority whose ultimate reward is parole. This, plus other

tangible rewards such as temporary leave of absence, earned remission and pay grades, might be more meaningful to inmates if, before getting these privileges, the pattern of reward and punishment is clearly established. Chances are greater that inmates may not regard these privileges as rights. Instead, they might learn that constructive responsible behaviour reaps reward, and bad behaviour prevents them from being rewarded. If they wish to be rewarded, the probability of behaving responsibly is increased because rewards may have a motivating effect.

Learning to be responsible while in prison is important to a large number of inmates who have held legitimate jobs in the free society prior to and between prison sentences.

In spite of a job, these persons find themselves in situations which bring them back to prison. This would indicate that while it is very important to have a job,

other factors contribute to the inmate's return. The ability to keep the job, to avoid old negatively influential buddies, and to use leisure time productively within legally conforming limits are equally important and relates to lack of skills in areas of social responsibility. Those who have had spotty work experiences need to learn skills in both domains, which ultimately means learning to be responsible.

Summary

In a Living Unit institution, it is essential that Living Unit principles pervade throughout. Otherwise, gaps in communication between divisional staff and between staff and inmates will continue to exist. The people working and living in the institution are the ones best capable of bringing about a conducive atmosphere in which inmates are encouraged to be responsible through increased interaction

with staff, problem solving at regular inmate-staff meetings, and the use of consistent reward and punishment for good and bad behaviour. The extent to which these basic principles are applied rests, to a very large extent, with the strengths and weaknesses of the people working and living in the system, and with the perceived scope of restraints within that system.

Finally, in translating philosophy into operations, three important factors should be borne in mind:-- (1) what is the reality of the prison milieu, that is, its resources, structure, location, kind of inmates, etc. (2) what is possible when one considers budgetary and other limitations and (3) what is ideal. The dynamism of the program evolves when everyone strives to attain what is ideal by working with the reality to create further possibilities. If a consistent fatalistic approach to the reality is taken,

and minimal efforts are made toward trying to improve it, not only will the program remain static but so will the people. The reality is often full of shortcomings and fraught with numerous difficulties. It is very amenable to despair. Yet, with a sense of interest and commitment, both of which cannot be legislated, it is possible to create meaningful changes in the real situation which affects equally the lives of inmates and of staff. In order to measure whether changes can indeed occur, it is important to identify the objectives of the program which must be assessed in the context of the extent to which Living Unit principles are applied in any given institution.

OBJECTIVES AND OPERATIONAL EXPLANATIONS OF THE

LIVING UNIT PROGRAM

A. Institutional (Inmates)

Objectives

Operational Explanations

1. More evidence of responsibility, as individuals and as groups	1. Examples in which inmates act on their own without too much detailed guidance from staff.
2. Better self image.	2. A change from a feeling of self-worthlessness to one of being self-worthy.
3. Change in the way staff are perceived.	3. A change in the perception of staff as authority figures to perception of staff as being people willing to assist inmates

4. Increased verbal communication with staff.

4. Evidence that there is not a cold verbal barrier between staff and inmates, especially in relation to Living Unit staff.

5. Change in the quality of verbal communication.

5. Evidence that inmates communicate verbally with staff not to demand things or to be abusive, but to discuss matters important to them or to seek information.

6. Decrease in the number of formal requests for formal interviews with Living Unit teams' staff.

6. It is hypothesized that if Living Unit staff members, especially Living Unit Development Officers, are more informal in their dealings with inmates (e.g. evening visits to ranges,

hallway conversations), inmates will make less requests to see them in their offices.

7. Increased involvement in group activities.

7. This objective applies mainly to those inmates who are normally shy, loners, or previously hostile to group participation. It should include evidence that these kinds of people are also taking a greater interest and role in special interest groups.

8. Reduced physical violence.

8. Data showing less physical aggression toward other inmates and toward staff. Measures of this objective should be closely

matched with (9) since

aggression may surface in

another form.

9. Increased verbal asserti-
veness.

9. It is important to note that
increased verbal assertiveness
is not to be considered a
negative factor of the program.
Verbal assertiveness is one
step down from physical
aggression and may show an
improvement in the behaviour
of some inmates. It may also
be an improvement for the sort
of inmate who previously did
not stand up to unwarranted
aggravation from others. Taken

together, measures of (8)

and (9) should have an effect

on objective (10).

10. Fewer numbers of serious

and minor disciplinary

offences.

10. The rationale behind this

objective is that if inmates

can find more socially acceptable

ways of dealing with anger and

aggression, serious offences

such as riots, hostage takings,

sit downs, brawls, arson, wilful

damage, etc., should be reduced.

So should the minor ones, the

end result being a reduction in

the severity and frequency of

all disciplinary offences.

11. Decreased verbal
hostility.

11. This objective applies mainly
to those inmates who normally
were vociferous and have tamed
their language in interacting
with other inmates and staff.

12. Better dynamic security

12. An increased ability to control
and maintain a secure unit with
little use of force or
intimidation.

B. Institutional (Staff)

Objectives

Operational Explanations

1. More evidence of individual
and team responsibility.

1. This objective is directly related to the amount of authority that is delegated to Living Unit teams. The more authority delegated, the more evidence there should be of responsibility with respect to the roles of individuals and teams.

2. Greater interest in work.

2. It is hypothesized that work in a Living Unit environment should be more stimulating, challenging, difficult, and dynamic. These factors should create a greater interest in work.

3. Greater job satisfaction.

3. Staff are expected to develop the feeling that what they are doing is worthwhile and may have a positive effect on inmates.

4. Increased input into the decision making process.

4. As previous Security Officers, most Living Unit Officers did not have many opportunities to input into decision making. In their new role, they, as well as other team members, should be able to express the feeling that they have more to say when decisions are being made.

5. Greater contact with staff outside of the units.
5. Living Unit team members are required to expand their scope of contact to staff in all areas of the institution. These contacts should be job related.
6. Change in attitudinal approach of dealing with inmates.
6. The desired change is a measure of from the autocratic where it existed, to the participatory approach.
7. Decrease in non-scheduled leave.
7. Because of a feeling of comraderie that is expected to be developed amongst teams, the hope is that fellow officers will not leave their colleagues "holding the bag" by taking unexpected sick leave for minor ailments or discomforts.

8. Decreased rate of staff turnover.

8. Interest in work, job satisfaction, team spirit, etc., should reduce the turnover of Living Unit staff, especially of Living Unit Officers and Supervisors.

9. Fewer intra-staff disputes requiring the attention of Supervisors.

9. The team approach to work in the Living Unit program should eventually have an understanding and compromising effect on staff, thereby reducing the existence of major disputes amongst staff.

10. Fewer formal grievances.

10. This objective should follow from (9) if the team makes effort to resolve disputes amicably.

11. More group projects

initiated at the line staff level, with and for inmates.

11. One of the major concerns of

the team should be to motivate inmates and to act as catalysts for jointly initiated projects with and for inmates. This is a highly desirable feature of the program, instead of the traditional method of the administration setting up programs for inmates.

12. Better documentation on inmates' files.

12. Living Unit staff are expected to show improvements in the quality of their reports and to be consistent in the documentation of matters relating to casework management.

13. Improved counselling
skills and techniques.

13. Through training and living-
learning experiences, an
improvement in counselling
practices is expected.

14. A more visible and better
communication system
between inmates and staff
of each unit, and between
staff of each unit.

14. If efforts are made to
disseminate and share
information in all its
varied forms, a better
communication system
within each unit is
anticipated.

15. A more visible and better
communication system
between Living Unit staff
of all units, and between
all Living Unit staff and
staff from each division
within the institution.

15. The same principle as (14)
applies here, except that in
this case the communication
system within the entire
institution should be improved.

PART II

ESSENTIAL ELEMENTS OF
THE LIVING UNIT PROGRAM

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THE LIVING UNIT PROGRAM

In the original Information Booklet on the Living Unit Program, published 1972, five essential aspects were mentioned. These were planning committees, weekly community meetings, weekly range meetings, review sessions, and small group counselling sessions. Since then, the scope of the program has expanded to other aspects recognized as being equally essential to growth and development. To operate a Living Unit Program, the following are now considered essential.

1. A Program Planning Committee
2. A Planning and Evaluation Committee
3. Teamwork
4. An Adjustment Committee
- 4(a) An Inmate Program Planning Committee
5. Delegated Authority
6. Proper documentation and spread of information
7. Access to inmates' files

8. Range meetings

9. Review sessions

10. Staff training

Community meetings and small group counselling sessions are not especially essential, but are required on the basis of need.

1. A Program Planning Committee

When an institution is officially designated Living Unit, the first thing that should be done is to establish a Program Planning Committee whose life span extends up to a certain point prior to program implementation. From there on, the committee membership should change to form a Planning and Evaluation Committee whose life span remains as long as the program is in operation. Rationale for the shift in membership and name will become clearer as the roles of these two committees are defined.

The role of the Program Planning Committee is to formulate plans for the broad general framework within which detailed operations of the program will fall. It must be kept in mind that all programs will be affected in some way, so that it is necessary to have representation from all divisions. The decisions which this committee eventually take will also relate to changes in institutional policies. For this reason, membership should be the Director's Policy Committee with the Regional Co-ordinator of Living Units as resource member. The reason for including the Regional Co-ordinator is that during the early stages of planning, policy committee members are not likely to be acquainted with the philosophy, operations or ramifications of the program, and the resource member will greatly assist in this direction.

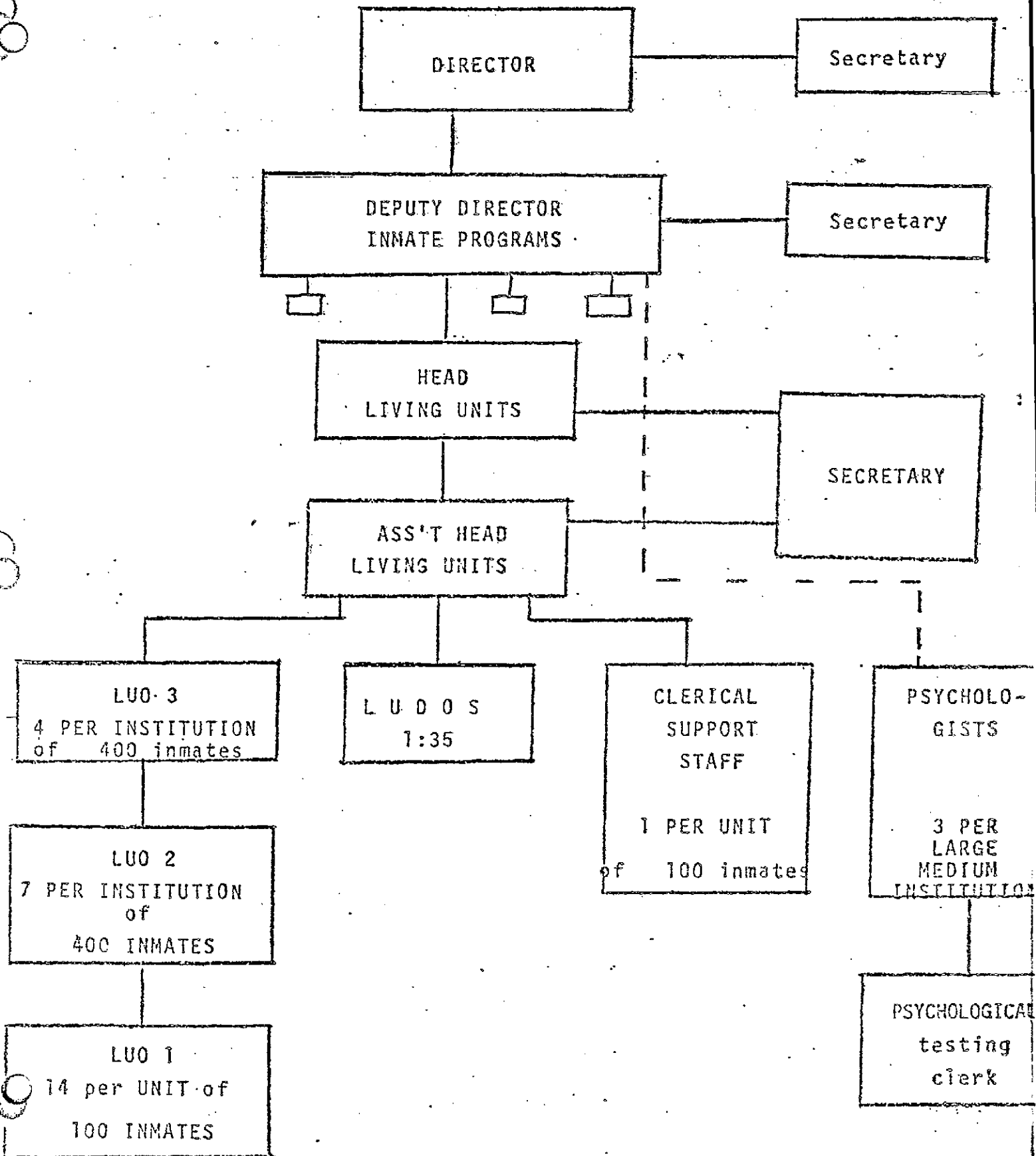
It is of utmost importance that the Program Planning Committee operate under the principles of participatory planning, otherwise, a large proportion of staff and inmates will become alienated and will tend to demonstrate little or no interest in the plans or future operations of the program.

Before the committee actually begins to work, it is essential for the resource member to hold discussions, seminars, or workshops with the committee to familiarize members with the program, to answer the many questions which will arise and to provide general guidance and advice on the overall planning process. It is the responsibility of the Planning Committee to inform the Living Unit Coordinator of when meetings will be held.

After the initial briefing and exchange of ideas at these early sessions, the Program Planning Committee is faced with two major tasks: (1) to prepare a proposal which identifies the physical, human and financial resources necessary to operate the program and (2) to set up an effective communication system for the purpose of spreading information on the progress of program plans. Both tasks should occur simultaneously.

In considering physical resources, the committee must decide whether the present available space is satisfactory or not. Office space for interviews, for Living Unit Officers, Supervisors, psychologists, Living Unit Development officers and for clerical support staff should be provided and located in or close to the living area of inmates. The offices must provide the maximum amount of security for staff while still being amenable to interaction between staff and inmates. It is highly desirable to provide privacy when locating and/or construction interview rooms. An office or two should be made available in the Administration building for Living Unit staff who will from time to time need to get away from the unit office, either to write reports or to take time-out from unit pressures. It is necessary to have space for range meetings and review sessions. Finally, provision for telephones and adequate office furniture should not be overlooked.

In studying the requirements for human resources, a proposed organization model is offered as a guide. It is the ideal organization for which the program is striving. The number of staff can be prorated to satisfy the needs of the new, smaller medium security institutions.



The position of Deputy Director, Inmate Programs, will meet the need for one person to coordinate all programs at the institutional level. The span of control is manageable and within the prescribed guidelines for effective management. The position also mirrors the existing Headquarters and regional Inmate Program organization, and should be an improvement in reporting relationships, and in the communication system.

When the Living Unit program was introduced, the span of control for Head, Living Units (HLU) increased from 6-8 to approximately twenty people. This person was also given the formidable task of coordinating the Living Unit Program. The present situation makes it virtually impossible for the HLU to satisfy management, supervisory and operational needs.

The proposed position of Assistant to HLU is seen as that of the old Supervisor of Classification whose original

focus will be on developing training and case management skills within Living Unit Development Officers in order that they may perform their training duties with Living Unit Officers. Demands on the HLU are so great that very little, if any, supervision of casework activities is presently done. LUDOS also feel the frustrating effects of lack of supervision. If the Assistant HLU were to assume these duties, the HLU would be free to tend to Living Unit Co-ordination and management needs.

Living Unit Officer 3 positions do not yet exist. These were built into the structure for the following reasons. Each Living Unit presently has one Supervisor (LUO2) whose managerial responsibilities outside of the unit inhibit his function as a unit Supervisor. He is required to attend several meetings and boards during the day shift. Most administrative decisions are taken during the day,

therefore some Supervisors work days only, no weekends, no evenings, no holidays. When this occurs, all decisions in the program area are taken by the keeper in charge of the institution. This is contrary to Living Unit philosophy. When Supervisors do rotate the evening and weekend shifts, they are away from their own units on the day shift for as long as nine days, thereby losing touch with what is happening in their units. These situations create several other problems for Living Unit Supervisors as well as for Living Unit Officers.

The principle of the Living Unit program is that coverage must be provided on days, evenings and weekends, seven days per week. With an LUO3 on duty on both shifts, LUO2's should have sufficient time to pay attention to their responsibilities in the units. The LUO3's can manage the affairs outside of the units, co-ordinate and take decisions on program matters during evenings and weekends. Also, more

career opportunities are provided for the CX-LUF staff.

The ratio for CX-LUF staff was computed on the basis of a $37\frac{1}{2}$ hr. work week, taking into consideration annual leave, rest days, sick leave.

For CX-LUF 3:

1 on days X 260
1 on evenings X 365
1 on weekends X 104
Divided by 197 = 4

For CX-LUF 2:

4 on days X 260
4 on weekends X 104
Divided by 197 = 7

The day shift was used for computation purposes only. The seven LU02's will be required to rotate early and late shifts. Each unit will still be identified with a particular Supervisor while the others will serve as relief.

For CX-LUF 1

3 on days X 260

4 on evenings X 365

4 on weekends X 104

Divided by 197 = 14

In its deliberations to establish the required number of Man Years for CX-LUF staff, it goes without saying that the committee must consult the AD/Security, who will be a member of the committee.

With respect to the establishment for Living Unit Development Officers, the existing ratio of 1:35 is satisfactory. The reality is that vacancies and high turnover rates in some regions create problems in operating the program.

Clerical support staff is essential to assist the staff to carry out its function. The present lack of these personnel is unsatisfactory.

While the proposal is being prepared, the Program Planning Committee is also charged with the responsibility of setting up an effective communication system which should reflect program support from top management. We have found that one of the major sources of rumour, confusion, and misconception about the program is the eternal problem of poor communication. While certainly not unique to Planning Committees, these have nevertheless to a large extent kept the majority of staff and inmates in the dark. People will manufacture their own information if they are not told what is actually happening.

Right from the very beginning, this Committee should establish open lines of written, oral, and possibly visual communication with all levels of staff, and with the inmate committee. It is vital for the committee to not only share information, but to also receive input from relevant divisional staff when changes in their

operations are under consideration. Some of these people, namely Living Unit Officers and Living Unit Supervisors, are unknowns in the early stages, therefore it is difficult to solicit their participation at that time. Ideas and suggestions must be actively sought from all other divisional staff and from the inmates if plans are directly related to them.

While it is the task of the original Program Planning Committee to set up the communication system, the ensuing committee is held equally responsible for improving upon and maintaining that system throughout the entire planning, implementation and developmental phases.

A few examples of the methods that some Program Planning Committees used to spread information are listed.

1. Minutes of meetings were distributed to an agreed upon distribution list which included relevant

institutional, regional and Head Office personnel.

2. Information was issued to staff and inmates via letters, pamphlets, or the inmates' institutional magazine.
3. Meetings were held with staff and inmates to share or give information.
4. A Program Planning Committee member planned and executed a tour of visits to each unit, wing or range to explain to inmates how the program might benefit them or how it may affect their lives in the institution.
5. Committee members made periodic videotapes of the planning process (most institutions have the facilities). Tapes were shown at planned intervals to inmates via television sets in their units.

6. An Information Committee was appointed and given the responsibility of ensuring that information was being disseminated to the appropriate people.

These few examples may serve to spark other ideas among Program Planning Committee members in dealing with this important question of communication which begins with the preparation of the Living Unit Program proposal. The implication is that while senior managers are ultimately responsible for preparing the proposal, they must consult as many people as possible for ideas and suggestions, and must at the same time ensure that the wheels of communication are beginning to turn.

When the proposal is complete and costed, the institutional Director forwards it to the Regional Director for further

processing. Some time will elapse between submission and final approval as compromises may have to be made. During this necessary period of administrative blockage, there will be a slowing down of planning. Whether or not staff were involved in early planning activities, rumours tend to surface again because nothing seems to be happening. People either begin to set dates for implementation or say that the program is thrown out. It is therefore important to spread the facts and to try to make staff and inmates understand that not much planning will be visible during this waiting period. No dates as to when the program will begin should be mentioned at this time.

As soon as the Director receives a final reply, and is satisfied that most of the important needs are met to implement the program, he should reconvene the committee to share this information with them. It is at this

stage that a change in membership of the Program Planning Committee is recommended. From this point onwards, most of the planning will be more detailed, dealing with the daily operations of the program. Because of this difference in roles, it is more beneficial to have middle managers and line staff on the Committee. These staff are more aware than are senior managers of detailed operations. They have a great deal to contribute and will be more actively interested if asked to participate. Besides, policy makers are very busy people and should not be overburdened with more meetings than those presently in existence.

While the second committee is being established to plan for the middle phase, the Director is responsible for requesting competitions to be held for Living Unit Supervisors and Officers. The competition for Supervisors

should be held before that for Officers because Supervisors will be holding key positions and should be available to take part in the planning process.

The normal series of events for the staffing of positions is slow, so that once again it may appear that nothing is happening and feedback should be provided to the general population.

When most or all of the Living Unit Officer staff are selected, the original Program Planning Committee is faced with one last major task, that is, ensuring that Security posts will be covered when Living Unit Officers and Supervisors take up their new positions within the units.

Each institution will have to make its own judgement when to make the move as a great deal depends on the outcome of the competitions, the overall atmosphere and state of the institutional problems.

2. A Planning And Evaluation Committee

The second phase of the planning process prior to program implementation encompasses planning and co-ordinating activities by the Planning and Evaluation Committee.

Membership must include the Head, Living Units; Head, Social Development; Supervisor of Industries; a Keeper; a Psychologist; a Living Unit Supervisor; the Supervisor of Educational training; and a Living Unit Specialist as resource member. Representatives from other divisions are to be asked to attend meetings as needed. They can become permanent members if their contribution is perceived as being valuable.

The Director remains a member, but is advised to withdraw from meetings as soon as the committee begins to find focus and direction. If a new Director is appointed during this planning period, his attendance at meetings

will be necessary until such time that he too needs to withdraw. As long as the Director attends, staff will be inclined to look toward him for answers rather than seek solutions by themselves.

Meetings should be held regularly, at least twice per month, more often as required. To provide consistency, substitute membership is to be avoided. The same people should attend, and minutes of proceedings should be recorded and distributed.

During this second phase, some committee members should visit an operating Living Unit institution to obtain more concrete knowledge of Living Unit operations. Where this had been done, it was a good learning experience for the visitors, and many operations were found suitable to be transferred to their home institution. The repetition of certain mistakes was also avoided.

In order to obtain input from as many people as possible, the following process is strongly recommended. Each Planning and Evaluation Committee member sets up a subcommittee(s) with staff in his/her own division to study and report on specific tasks or problems related to that division. Set deadlines. When divisional subcommittees submit proposals, they should be reviewed by the Planning and Evaluation Committee, then taken to the Institutional Policy Committee for final decision. In some cases, the divisional subcommittee members should be personally present to explain and/or justify the proposal to the Institutional Policy Committee. This method opens up the lines of communication, generates involvement at the line staff level, avoids the concept of the Planning and Evaluation Committee setting up the program for them, and encourages exchange of information between divisions. For those aspects of the program requiring input from the inmate committee, the same method applies.

The Planning and Evaluation committee may find it useful to lay out a critical path, indicating objectives to be met by so and so date, problems foreseen and how they may be overcome. As planning progresses, a target date for implementation will become more realistic if the committee is aware of possible set-backs, and devises alternatives to overcome them. The timing of the announcement of an implementation date rests with the judgement of the Institutional Director.

The major tasks of this committee are (1) to continue to develop the communication system started by its predecessors, (2) through the participatory planning process, to plan and coordinate all elements of the program which require planning and coordination, and (3) to continue to monitor, evaluate and develop the program for as long as it remains operational within the institution.

Each Planning and Evaluation Committee will find that its functions will be slightly different from the others because of the different and specific operations of each institution. The functions listed in this booklet have universal applicability, and it is left to each Committee to identify its own special needs. In the area of general functions for all Planning and Evaluation Committees, planning and coordinating are required for the following elements:

- (a) the development and maintenance
of team work;
- (b) the composition and operations of
an Adjustment committee;
- (c) the delegation of authority;
- (d) preparation of staff for access to
inmates' files, and the method of
control over inmates' files;

- (e) processes and operations for proper documentation;
- (f) range meetings;
- (g) review sessions;
- (h) staff training;
- (i) assignment of unit teams;
- (j) hours of work and duty rosters for
Living Unit Officers, Supervisors,
Living Unit Development Officers,
and Psychologists;
- (k) deployment and postings of Living
Unit Officers.

All of the above elements are expanded upon in the following pages. Before turning to them, it is essential to mention the importance of the third role of this committee, namely, Evaluative and Developmental. Many committees drop their role on the date of program implementation with little

consideration for follow-up and development. The abandonment of the ship after a glorious launching is not recommended.

3. Teamwork

Teamwork is an essential aspect of the Living Unit program. By teamwork we mean a group of people working together toward the achievement of a common goal, each contributing according to their own area of expertise, knowledge and experience. In the Living Unit program, inmates are an integral part of the team.

When people with different backgrounds and different orientations come together to work as a team, there inevitably will be initial difficulties which must be sorted out before a feeling of team spirit is developed.

Areas of authority and definition of roles tend to overlap in some places, often leading to duplication.

of action or no action at all. It is in dealing with these grey areas that team members begin to obtain clarity and purpose of their function as members of the team.

As the problems of the team approach become ironed out, people begin to learn from one another and tend to share mutual concerns which would not have been possible in a one to one situation. In a Living Unit institution, the most beneficial aspect for the inmate is that through teamwork, no single person is charged with the responsibility of making major decisions or recommendations on his behalf, which practice includes the risk of having personal biases enter into the decision making process.

The Planning and Evaluation Committee cannot make very many concrete advances toward the development of teamwork until the unit teams are known. It can, however, accumulate

and spread documents and information on the topic to those who are likely to constitute teams. It takes time, and people doing things together, to build a team.

4. An Adjustment Committee

The purpose of the Adjustment Committee is to dispose of minor disciplinary offences in an informal manner as soon as possible following the commission of a minor offence.

The Adjustment Committee shall consist of three members, chaired by a Living Unit Supervisor, who may appoint two other members.

Members of the Adjustment Committee should rotate at agreed upon intervals. The method of arriving at the punishment to be meted out should be discussed before the inmate appears before the Committee but there should be no pre-arranged agreement as to what the punishment should be before the inmate presents his case. Inmates, and Adjustment Committee members, may call witnesses as seen fit.

An Inmate Program Planning Committee

Each inmate in the Living Unit System should follow a realistic program plan based on his individual needs and the availability of resources within the prison and surrounding community. The plan should preferably contain short term goals and must be re-assessed at given intervals. Inmates who voluntarily wish to enter into such a plan must be an active member of the committee and plans must be made with, not for them. Inmates who do

not wish to follow a plan voluntarily should have one made up for them. The committee must make it quite clear to these inmates that they have no obligation to follow the plan. The choice must be left up to them.

A reinforcement system must be built into the plan using any combination of reinforcers available. With the new approach to earned remission, it is hoped that this would be used as one of the predominant reinforcers.

Membership on the committee should be the inmate's Living Unit Officer, Living Unit Development Officer, Head, Social Development, a psychologist, Supervisor, Educational training, the inmate where applicable, and his Parole Officer.

5. Delegated Authority

Enough cannot be said about the difficulty we have had with this complex issue of delegated authority in the Living Unit Program. Some institutional staff have come a long way in delegating authority. Others, including Directors, middle managers, Living Unit Supervisors and Officers, Living Unit Development Officers, still either cannot or do not delegate sufficient areas of responsibility to their staff, let alone to inmates. Where this occurs to a noticeable extent, its distressing effects on staff morale, on that of the inmates, and on the growth of the program as a whole have been painfully evident. It must be nevertheless noted that in some cases autocracy was expedient because institutions were straddled with high inmate populations and staff shortages. No one had the time, even if they wanted to, to engage in participatory management practices. In others, the difficulty lay, and

still does, in making the change from the traditional method of control through visible power and authority to a more democratic, less visible kind of control which the Living Unit Program demands.

All principles of the Living Unit program are founded on delegation of authority, responsibility, and accountability, all of which must be equal and co-existent. Put simply, the Living Unit program will not "work" if those in positions of authority do not delegate some of it, and if those to whom authority is delegated do not handle it responsibly and are not prepared to account for their actions. This applies right down the line, from the Director delegating authority to the AD/Socialization, to the Living Unit Team delegating authority to inmates.

It is important to distinguish between the extremes of delegation, and to try to strike a balance between them as

much as institutional conditions will allow. On the one hand delegation does not mean abdication wherein all power and responsibility are renounced. To abdicate through delegation creates a situation in which the person who delegated has no or very little knowledge of what is taking place in the organization, and those to whom authority is delegated feel lost without guidance and leadership. On the other extreme, delegation does not imply the establishment and use of a rigidly controlled feedback system. This leads to the situation in which the person who delegated knows what is going on, including unimportant details. When a Director assumes this style of delegation, very little time is available to him to pay attention to policy and other important and more general organizational aspects. Rather, the tendency is to become bogged down in operational details. Because a great deal of feedback is demanded, the institution tends to assume an air of being a spy ring. People become

overly cautious and careful in their verbal communication with those held responsible for reporting feedback.

Additionally, even though authority is delegated, there is still the feeling of being ruled from above, of being powerfully controlled.

The essence of delegation lies somewhere in between these two extremes of abdication and dominance. When authority is delegated, controls and feedback systems must be imposed, but they must not be so forcefully visible as to give the feeling of no delegation at all. At any level of delegation, it is necessary to establish clearly defined formal (written reports, meetings) as well as informal (verbal reports) communication channels for information feedback. Controls can be maintained through this feedback system, allowing the person who delegated the opportunity to check whether or not authority was discharged responsibly, to question the wisdom

of some decisions, and, through the use of latent power, to make changes when necessary. The ultimate right to agree, to deny, to reverse, or to withhold decisions, lies with the person in whom final power is vested as long as that power is not delegated in its entirety to someone else.

If, for example, a Director delegates authority to recommend temporary leave of absence to a unit team, team members must respond responsibly by looking into all possible situations which would help them arrive at a decision to recommend or not recommend. If their recommendation is favourable, and the Director turns it down, he must be prepared to explain his position in an open, honest, and non defensive manner on his unpopular decision. Similarly, team members must be prepared to accept explanations given by the Director, if his decision is firm and binding. They may not be happy about the decision, but as final authority, the Director must be

allowed to exercise control when there are differences of opinion.

For a Director, control through feedback also helps him to make more timely judgements and decisions in terms of when to delegate another dimension of authority, or when to withhold. Through the attenuated exercise of his authority, and the global information on how well or how poorly delegated authority is being executed, he is in a better position to weigh the advice of senior managers if and when unit teams express the need for more delegated authority. With his finger on the pulse of the institution, he is less likely to dismiss the request as grouching on the part of staff which is another real likelihood to be considered in delegation.

Throughout all stages of Living Unit program development, staff will inevitably claim that they are not given sufficient authority to discharge their responsibilities. While these

claims are very often legitimate, there are occasions when complaints are used as a mask to cover reasons closer to reality, such as fear of accepting responsibility. This was demonstrated in one situation where the Director was being blamed for not delegating enough areas of responsibility to unit staff. Meetings were held, areas of responsibility outlined and delegated. After delegation, staff then did a turnabout and came up with all sorts of reasons why it was not possible for them to carry out the responsibilities delegated to them. At that stage the Director wisely withheld the delegation, otherwise staff would have continued to resist, or would have executed their duties poorly. Further discussions and workshops were held to clarify the issue, and to better prepare staff who, on their own some months later, initiated action to accept the responsibilities.

The decision to delegate authority in some delicate areas of Living Unit programming is not always easy for a Director, Rightly or wrongly, he may feel that unit teams are not ready to handle a certain kind of authority responsibly, while the team, rightly or wrongly, feels that it is. When this happens, usually within the first six months of operation, it is wise to openly discuss the impasse otherwise the state of readiness may never occur and no risks will be taken. If after the matter has been thrashed out and there is agreement on both sides, then the usual principles of delegation apply. If, however, the end result of discussion is that the team still feels that it is ready to accept the responsibility, and the Director is not so convinced, it is then up to the team to influence the position taken by the Director. Indeed what he will be anticipating is some action on the part of the team indicating their ability to deal with that particular responsibility.

One unit team is known to have handled a similar problem in the following manner. Team members got together and drew up a comprehensive proposal indicating what area of authority they would like delegated to them, how they intended to go about doing it, what were the alternative courses of action should there be problems, etc. The proposal was presented to the Director's policy committee by team representatives who were able to explain and clarify their position, and answer questions put to them by the policy committee. Having done all the groundwork themselves and having demonstrated a willingness to accept responsibility, the Director was sufficiently satisfied that the team would feel a commitment to their responsibilities and would make every effort to meet his and their expectations. As a general rule, when the impetus and input come from those who will be in the fore front, commitment to the task is greater, and the odds are that the team will act more responsibly.

While most of our attention has been focused on the Director, it is important to repeat that the program needs the delegation of authority and participatory management principles at all superior-subordinate levels, including the Living Unit team - inmate level. The Director, however, as captain of the ship, has tremendous powers of authority and influence. With these, and his personal style of management, the required shape and direction of the program can be greatly determined provided that staff reciprocate by demonstrating responsibility, accountability, and credibility in their daily activities. These factors assist the Director to develop a sense of trust and confidence in his staff, which is required when authority is delegated.

With increasing evidence of staff and program development, the Director, or his delegate, must be prepared to honour, as much as possible, decisions and recommendations taken by unit teams. Otherwise, staff will quickly become discouraged and simply go through the motions.

The aspect of delegation from Living Unit teams to inmates is another important consideration in developing the Living Unit program. The whole purpose of the program will be defeated if delegation stops at the staff level. Inmates need to operate and be governed by the same rules of delegation. They are to be encouraged to initiate, plan and submit realistic projects for approval to appropriate bodies. If it is felt that some projects may have potential value, then authority to carry them out is needed, with a clear understanding on the part of the inmates of what the consequences of failing to act responsibly will be. As in most other similar situations, inmates usually tend to feel a greater commitment to responsibility and to accountability, if authorized to carry out a self-initiated project. Many extraneous factors will determine the pace of delegated authority to inmates whose potential resources are too often left untapped. However, if we wish to approximate higher levels of sophistication in the

Living Unit program, there must be that willingness to experiment, and to take risks through delegated authority to inmates with as many safeguards as possible. On numerous occasions inmates have demonstrated that they can be responsible. Our task is to encourage this as much as possible by providing the maximum amount of opportunities available within the prison and community environments.

Living Unit teams, especially Living Unit officer members, have often stated that they do not know where the limits of their authority lie. It is a legitimate concern and may be due to one or a combination of several factors including unclear definitions of roles, fear of imposing limits, or fuzzy Directives. In an ever changing, hopefully growing and expanding process such as the Living Unit program, it becomes critically important for team members to have a clear understanding of what they can and should do especially with respect to operation, discipline and case management.

While these three areas require authority, team members should not expect such authorities for the entire span of them all to be delegated within the first few weeks of operation. The most effective approach is gradual delegation, gradual adjustment and absorption of responsibility, assessment of effects, then planning for added responsibility. As the process develops, changes, however imperceptible, and perhaps shifts in areas of responsibility, will occur. In order that Living Unit Officers be kept abreast of these, in effect to be constantly aware of the boundaries, Living Unit managers, especially Supervisors and Head, Living Units, have to spend a great deal of time and patience with the teams explaining the changes and their implications to the officers' daily work. It is a very tedious but necessary task in the early stages of the program where most officers are trying to adjust to the change, prior to which very little or no responsibility was thrust upon them. The demands for explanations, guidance or support should be

lessened as time goes by, and as officers begin to gain more confidence in themselves and in the application of authority.

Within the first one to six months of operation, Living Unit teams should be delegated the authority to recommend in at least the following areas:

To

1. Parole	National Parole Service
2. Temporary leave of absence	Institutional Director
3. Earned Remission	Earned Remission Board
4. Restoration of forfeited statutory remission	Institutional Director
5. Transfers within the institution	Institutional Director
6. Transfers within the region	Institutional Director
7. Transfers outside of the region	a) Institutional Director b) Inmate Training Board (Pac)

8. The segregation or dissociation of inmates within their units	Institutional Director
9. Release from punitive dissociation - retention in punitive dissociation	Chairman of the Institutional Disciplinary Board
10. In special cases only, the suspension of portions of punishment awarded by the Institutional Disciplinary Board	Chairman of the Institutional Disciplinary Board
11. Special group programs for their own units after consultation with other divisions and other units.	Institutional Director
12. In special cases only, changes in rules, regulations	(b) Planning and Evaluation Committee

policies of other divisions

or units after consultation

with these divisions or units.

Within the first one to twelve months of operation, Living Unit teams should be delegated the authority to make final decisions on:

1. What is a minor or major offence - power vested in the Living Unit Supervisor
2. How a minor offence should be dealt with - power vested in the Chairman of the Adjustment Committee
3. The award of sanctions for a minor offence including up to five nights off privileges, extra duties for one day - power vested in the Chairman of the Adjustment Committee.
4. Telephone calls for inmates on their caseloads only - power vested in any member of Living Unit Teams
5. Suspensions of sanctions, or portions thereof, imposed

by the Adjustment committee - power vested in the

Adjustment Committee.

6. Rules, regulations and operations of their own units -
power vested in Living Unit Teams.

7. Criteria for unit activities and unit programs - power
vested in Living Unit Teams.

Before proceeding with an elaboration on each of the above areas, it is very important to mention that the process of consultation must be understood and practiced before arriving at recommendations and/or decisions, especially as they relate to parole presentation, temporary leave of absence, earned remission, and disciplinary matters not requiring immediate action. In cases where speedy action is required, staff have to rely on quick judgement without the benefit of consultation but when time is available, as much information as possible should be gathered from all persons involved with the inmate

or the situation, whatever the case might be.

1. Authority to recommend parole to the
National Parole Service

Unit teams are expected to provide the most accurate and intimate information about inmates, not only through their personal observation of and interaction with them in the units, but also through the information gathered through consultation with people from other divisions, including security, with whom the inmate comes in contact. Living Unit Teams in all medium security institutions already have delegated authority to recommend parole to regional parole boards.

All parole applications should go first to the Living Unit Supervisor who passes it on to the respective Living Unit and Living Unit Development Officers. The Living Unit Officer should then interview the inmate to obtain basic information on parole plans after which he begins the consultation process

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with all the people relevant to the case.

Then he writes a report, including the inmate's plans, the views of those consulted, and his own opinion of the case. The written report is necessary because the officer may not be on duty when the team meets to discuss that particular case. The Living Unit Supervisor, Living Unit Development Officer, Living Unit Officer (or his report) Head, Living Units and psychologist as often as possible, should be present at the case discussion. When a final recommendation is reached, it is the responsibility of the Living Unit Development Officer to collate the information and write the parole report in its completed form which should reflect the opinion of the team. One Living Unit institution is sufficiently advanced where Living Unit Officers complete Part Two A of the form. The usual practice is for the Living Unit Development Officer and Parole Officer to appear with the inmate at the Parole Board hearing. However, there have been occasions where, with the agreement of Parole Board members, cases were presented by Living Unit Officers. With consent from Parole Board members, this can be a good practice to pursue as it gives Living Unit Officers an opportunity to develop a broader appreciation of the scope and

importance of their work. A system could be worked out in which Living Unit Officers alternate duties with Living Unit Development Officers at Parole Board hearings. Before any such action is taken, however, Living Unit Officers should sit in on a few hearings with their Living Unit Development Officers to gain some understanding of how the panel operates.

After the Parole panel has given its decision to the inmate, it is up to the Living Unit Development Officer and Living Unit Officer to decide between themselves who does what aspect of the paper work that is usually involved. Even though there may be a standard procedure worked out at the institutional level, there will be times when the inmate's Living Unit Officer will be off duty, and responsibilities will have to be clearly defined to avoid foul-ups with release papers.

In addition to follow-up paper work, following up the inmate himself is equally important, especially when the Parole Board's

decision is to deny or to withhold parole. Some kind of support may be required and one of the two or both people directly involved with the case should be available to the inmate.

2. Authority to recommend temporary leave of absence to the Institutional Director

Most unit teams also already have delegated authority to recommend temporary leave of absence, but there exists a wide range of practice with regard to processing the applications. In some institutions, all of the unit teams' recommendations go to the Inmate Training Board. In others, they go up the line to Head, Living Units, to AD/Socialization to Director, and then back down. In still other situations, some recommendations never get past the unit level.

In the case of temporary leave of absence, the Director cannot delegate authority to grant, except to the person who is Acting Director in his absence which at most times is the AD/Socialization. When it comes to delegating authority to recommend, local

procedures can be established through Standing Orders allowing for efficient and relatively safe practices, while at the same time giving a certain amount of authority to unit teams. In the early stages of program development, it may be necessary to follow the long route wherein many checkpoints are used to review accuracy and thoroughness of the unit teams' work. However, when a Director is satisfied that teams are doing thorough case studies, some of the checkpoints can be eliminated.

In the Statement of Policy (1972) on Delegation of Authority issued by Deputy Commissioner, Inmate Programs, section (6) states

"Where authority has been delegated to the Living Unit team, as indicated in preceeding sections, it shall no longer be necessary to refer such matters to the Inmate Training Board".

Making recommendations for temporary leave of absence is one such instance of desired change in the traditional procedure of reffering cases to the Inmate Training Board. Whenever

retention of the LTB is favoured, the usual justification is that some senior members of the Board may have valuable information about some inmates, and that this information will assist in determining the final decision. In a Living Unit institution, however, it is the responsibility of the Living Unit team to seek out precisely this sort of information, wherever and however possible. Their investigation of a case should not exclude consultation with a few people, especially if the information that those few have will be useful. If the information is privileged, then the enquiring officer can be told that it is, and that it will be given directly to the Director.

Some institutions have established satisfactory procedures from which the following features were drawn and are hereby recommended. All requests for temporary leave of absence should be submitted to the Living Unit Supervisor who distributes them to appropriate Living Unit Officers, copy to Living Unit Development Officers. This allows the Supervisor to keep abreast of unit affairs. The officer then interviews

the inmate and gives him a specific date when he will provide follow-up information. This tends to reduce the number of times inmates will inquire about the status of their application. After thorough consultation, the officer writes up his report and meets with the unit team for discussion. Meetings are held once weekly to consider all cases. The Living Unit Development Officer completes the application form, reflecting the team's opinion and recommendation. Requests that are favourably recommended are forwarded to the Director via Head, Living Unit for final decision. The Director can, if he wishes, double-check any aspect of the submissions. If the unit team unanimously agrees not to recommend, processing the application rests at the unit level. The inmate is told by the team that he is not recommended, why and what is expected of him in order that future requests be favourably considered. Sometimes it simply is that the request is premature. If an inmate is not satisfied with the team's decision, he has the right to insist

that his application be fully processed to the Director's level.

If there is no agreement among team members, and decisions are split, these cases are referred to the Head, Living Units for arbitration and resolution. The final paper material that the Director receives are recommended applications, plus a list of those stopped at the unit level, i.e., those not recommended. As final authority, the Director can question the wisdom of any decision; but in the case of negative recommendations, it is unlikely that he will reverse them if there is strong agreement among team members.

After the Director has processed the forms, they are returned to the units, via Head, Living Units. If the Officer in charge of the inmate is on duty, it is his responsibility to inform the inmate; if not, the Living Unit Development Officer. If a favourable recommendation was reversed by the Director, both officers should, if possible, give the inmate the bad news and try to work through whatever difficulties there might be.

The final disposition of paperwork is done by the Living Unit Supervisor who posts a list of the outcome of all requests on the unit bulletin board. This has tended to reduce a number of ill-founded complaints about who gets a TA, who does not, and how often.

In the above procedure, the inmate who is not recommended knows why, and is informed by a team. The inmate knows what is expected of him to be favourably considered. The Director has less paper work, but is still kept informed of the trend with regard to temporary leave of absence requests. He maintains signing authority. He does not spend the greater part of one day per week chairing an Inmate Training Board. As final authority, he can still reverse any recommendation, seek or request added information, question decisions. The Head, Living Units and Living Unit Supervisor are kept informed. Living Unit Officers and Living Unit Development Officers perform the duties that are expected of them in a Living Unit institution and inmates know "where they stand" with regard to follow-up feedback and possibilities of being granted or not

granted temporary leave of absence.

3. Earned Remission (Please note that earned remission was deleted for the time being until the Earned Remission Committee tables its report to the Commissioner.)

4. Authority to recommend restoration of forfeited statutory remission to the institution Director

New legislation will change the status of statutory remission which will be abolished. In the meantime, there will be some overlap of regulations governing statutory remission as they apply to inmates presently incarcerated under the old regulations. In Living Unit institutions, the request for restoration of forfeited statutory remission should go first to the teams for consideration before being forwarded to the Director. The process should be similar to that for temporary leave of absence, except that all requests, recommended or not, should be forwarded to the Director. To the inmate, getting time back is perhaps more important than getting a temporary leave of absence. All opportunities for consideration of his request must be made available.

5. Authority to recommend transfers within the institution to the Institutional Director

In a non-Living Unit institution, inmates requesting transfer out of a unit usually go to their Classification Officers who make the necessary enquiries, usually in consultation with Security. In a Living Unit institution, the Living Unit Officer will more than likely know why the inmate wants to be transferred, therefore, the request should go to the Supervisor who refers the inmate to his officer as first line of contact. Through interview with the inmate, the officer may or may not need to consult others. Sometimes between himself and the Supervisor, the inmate may be convinced that it would be in his best interest to remain in the unit; sometimes not. If there is mutual agreement to stay in the unit, the officer need only document the occurrence, making sure that other team members including his Living Unit Development Officer, are informed. Most units have a log book which is read by each shift coming on duty. If, however, in the judgement of the officer, and

perhaps that of the Supervisor it is established that transfer is necessary, further consultation is required on the circumstances surrounding the case, and on the availability of space in other units. The team's recommendation can then be forwarded to the Director for final disposition.

Living Unit teams should also be delegated authority to initiate requests to transfer inmates. Such authorities should be exercised with extreme caution, as the practice of randomly shipping out inmates is definitely not encouraged. Everyone would like to have a unit free of troublesome inmates, but we unfortunately have no control over the clientele that the courts send us, and until we have a more streamlined selection board process, there will be a certain percentage of difficult inmates in each unit. The underlying strategy should be to try as much as possible to deal with difficult cases and to not initiate recommendations to transfer in any of its three forms until everything else has failed.

The same premise and procedure can be applied to number 6,

Authority to recommend transfers within the region to the

Institutional Director, and to number 7 Authority to

recommend transfers outside of the region to the Institutional

Director/to the Inmate Training Board in the Pacific region

8. Authority to recommend the segregation or dissociation
of inmates within their units to the Institutional Director

Requests for protective custody should again be channelled

through the unit staff. Since requests of this nature involve potential harm to the inmate, the decision to recommend should

not rest with one single person, except in cases of emergency.

The team is required to do a very careful study as quickly as

possible in the event that the inmate's fears are valid and

justified.

All the other reasons for which inmates request to go to

segregation can be processed in the same way as requests for

transfers. Too often there are insufficient or ill-founded

grounds for requesting segregation which should be the last resort for dealing with whatever problems or stresses the inmate might be presenting.

Again, with regard to staff initiated requests, the situation must be an obviously extreme one to recommend that an inmate be sent to segregation for other than disciplinary reasons.

Unit teams should, however, be delegated authority to recommend punishment, including segregation, to the Chairman of the Disciplinary Board for inmates charged with serious offences. This will provide the Director or his delegate with added information in considering the disposition of the case.

9. Authority to recommend release from punitive dissociation-retention in punitive dissociation, to the Chairman of the Institution Disciplinary Board

The Director or his delegate normally seeks the opinion of senior managers and the medical staff in deciding whether to release or detain an inmate in punitive dissociation. In a

Living Unit institution, the Living Unit Team should be provided the opportunity to input into such cases, with or without request from the Director. There will be occasions in which circumstances surrounding the committal of the offence have changed to the extent that the team feels that the inmate can return to the unit without getting into further trouble. Or, if the offence was committed outside of the unit, and the team knows of similar favourable changes, they can initiate a request to release. There are of course many other reasons why the team may feel that an inmate can be released from punitive dissociation, and should be permitted to so state to the Chairman through formal request. In like manner, the team may know of reasons why the inmate should not be released and should not hesitate to inform the Chairman through recommendation to retain. Delegated authority to recommend in this area should provide the Chairman of the Discliplinary Board with added information in deciding whether or not to release the inmate from punitive dissociation.

10. In special cases only, authority to recommend the suspension of portions of punishment awarded by the Institutional Discliplinary Board

Normally speaking, unit teams should not interfere with the punishment awarded by the Discliplinary Board for serious offences committed even though they should be authorized to recommend punishment. However, in special cases only, where in the unanimous opinion of the team the penalty was unduly severe, provision should be made for them to state their opinions, and to recommend suspension of portions of the punishment if they see fit to do so.

11. Authority to recommend special group programs for their own units after consultation with other divisions and other units.

Special programs include anything the unit team and inmates decide they would like to do which does not duplicate special programs for the general population. It may be an institutional or community program and must be within the limits of institutional policy and that of other units. They will require discussion,

consultation and submitting proposals to the Institutional Director. Inmates should be encouraged as much as possible to initiate special programs involving group participation.

12. Authority to recommend, in special cases only, changes in rules, regulations, policies of other divisions or Units to Unit Supervisors, Division Heads and/or Planning and Evaluation Committee, after consultation with these divisions or units.

Each Unit Supervisor will have a great influence on the way in which his unit operates, and there will at times be a noticeable difference in the shape and direction that each one takes. In the Living Unit program, this sort of individuality is encouraged, but it should not extend to the point where conflict situations are created between inmates from the different units. Rules, regulations and policies governing all units need not be the same. However, if some of these in one unit are obviously detrimental to, or conflict with another or others, the first step would be for the Supervisors to try to work it out among themselves, or with the Head of another division if warranted.

This will more than likely be all that is necessary. If, however, no settlement is reached, and a problem still exists, recommendation to change should be submitted to the Planning and Evaluation Committee for arbitration. It is hoped that units will very rarely have to take recourse to this action as all efforts to resolve through less formal means should be exhausted.

Since all of the above situations (one through twelve) are concerned with delegated authority to recommend, the person or group to whom recommendations are made still has final authority to support, or reject them as seen fit. The expectations of unit teams should therefore not be that every recommendation made will be supported.

Delegated authority to make final decisions, however, is a slightly different matter. When a Director delegates final authority to a living unit team, he is expecting to be

informed of decisions taken and teams would be expecting support of their decisions. These mutual expectations should be more than tacit agreements because their realization is the basis upon which a unit develops autonomy, without which it is difficult to operate the Living Unit program. If a unit's affairs are not being conducted to the satisfaction of the Director, there is room for discussion with the unit staff, or, matters can be referred to the Planning and Evaluation Committee. The guiding rules are to let the unit develop at its own speed, let it assume its own characteristics, let it learn through trial and error, let it be autonomous, apply the brakes only when necessary. For the minimal amount of autonomy, authority for making final decisions should be delegated in at least the following areas.

1. Authority to make final decision on what is a major or minor offence - power vested in the Living Unit Supervisor.

According to Living Unit principles, minor offences are to be dealt with by the Adjustment Committee in as informal a manner as possible, and as soon as possible after the offence is committed. The existing problem is that unit teams do not have the authority to decide which offence is major and which one minor, even when the offence is clearly one or the other. The decision is made by the AD/Socialization or his delegate, the Head, Living Units. Processing the procedure often takes considerable time, so that a minor offence is not dealt with hours, sometimes days, after the offence is committed. Because of the delay, impact of the punishment has little or no effect on the inmate's bad behaviour. Power should be vested in the Living Unit Supervisor to decide what is a major offence or what is minor. In the absence of the Supervisor, the i/c should make the decision. In addition to

the list of offences cited in.....

differentiating major from minor, there are unmentioned situations in which a judgement will have to be made. By necessity, such judgements will be subjective and one can only do their best to weigh the circumstances of the case before arriving at a decision.

Once the decision is made that the offence is minor, the officer has recourse to reprimand, warn, counsel, or charge. Regardless of which method is used to dispose of the case,

a written report must be placed on the inmate's unit file, no matter how minor the offence may be. (The importance of documentation will be expanded under appropriate heading).

Only if the inmate shows a persistent pattern of committing minor offences should a written report be compiled and placed on his bulk file. It may not be necessary to report every single minor offence to Head, Living Units, but officers should have such information available on request of Head, Living Units.

By far the majority of minor offences are handled between the officer(s) and inmate(s) through reprimand, warning or counselling. If the inmate is required to appear before the Adjustment Committee, the hearing should be convened at the earliest possible time, preferably immediately after the committal of the offence or within the same shift.

Adjustment Committees should be given flexibility in dealing with minor offences. They should not be restricted to the use of traditional prison sanctions. Punishment, in the context of Living Unit principles, is more meaningful and will have more potential for changing behaviour, if it is individualized.

It must have overtones of withdrawal of reward, of negative reinforcement. Off privileges to some inmates is no punishment.

It gives them time to read their favourite novels instead.

Adjustment Committees are encouraged to search for innovative ways in meting out punishment for minor offences and should feel secure in so doing under coverage of statutes or Standing Orders.

2. Authority to make final decisions on how a minor offence should be dealt with - power vested in the Chairman of the Adjustment Committee.

With power vested in the Living Unit Supervisor to decide on a minor or major offence, it follows naturally that as Chairman of the Adjustment Committee, the Supervisor should have final authority in punishment awarded for the offence. Before arriving at a final decision, the case is to be discussed with Adjustment Committee members, and with the inmate, who may call witnesses if he so desires. In addition to any other novel form of punishment deemed acceptable, Supervisors should be delegated authority to award (3), sanctions including up to five nights off privileges and extra duties for one day.

Apart from those requiring immediate attention, which will inevitably be serious ones, offences committed outside of the unit must be immediately reported to the Unit Supervisor. The inmate's officer or substitute is expected to consult people in the division where the offence occurred before bringing the case to the Adjustment Committee, if that is the decision to do so.

A different procedure applies to offences judged major. These tend to fall into two categories: (1) those requiring immediate action and (2) those for which action can be delayed. From another point of view they can also be classed as (1) those occurring outside of the living units and (2) those occurring within the units. While each situation has to be dealt with on its own merit, major offences are to be referred to the Institutional Discliplinary Board, and in cases of emergency to the AD/Security on the day shift; to the keeper on evening and night shifts. Often times joint consultation may be necessary between the Security Division and the Living Unit Supervisor if one is available.

It is difficult to structure guidelines for emergency situations regardless of whether the offence is committed inside or outside of the unit. The time of day, the place, the surrounding climate, the circumstances, the apparent severity of the offence,

the availability of staff, the nature of the inmate(s) involved, all determine what action should be taken to arrest the situation. Usually, quick judgement and back-up assistance are required to at least confine what might be a potentially dangerous situation. If the emergency occurs in the unit, policy should be for unit staff to handle the situation in the best and most expedient manner possible. Security is to be called in to assist only when the unit is unable to cope with the situation.

Charges on serious disciplinary offences not requiring immediate action are to be forwarded to the Institutional Disciplinary Board via the Living Unit Supervisor. Inmates sentenced to segregation for the committal of a serious offence should be escorted there by security staff.

3. Authority to make final decisions on telephone calls for inmates on their caseload only - power vested in any member of Living Unit teams.

This authority is already delegated in most Living Unit institutions. It is suggested that the units maintain a record of who made calls, when, to whom, and who was the authorizing officer. Reference can be made to the record

- (a) to keep staff up to date (b) to prevent inmates from putting one over staff (e.g. an officer may have been off duty when the inmate made a call, yet he requests one the next day under the pretext of not having made a call for a long time) and
- (c) to make observations on the nature of relationships between the inmate and his family or friends.

4. Authority to make final decisions on suspensions of sanctions, or portions thereof, imposed by the Adjustment Committee - power vested in Living Unit teams

All awards made by the Adjustment Committee on minor disciplinary matters should be subject to suspension by the same committee. If the Committee has the power to mete out punishment, it should

be allowed to suspend or to withhold it if necessary.

5. Authority to make final decisions on rules, regulations and operations of their own units - power vested in Living Unit teams

As long as rules, regulations, and operations of a unit are within the statutes of policy and security limits, the onus for devising them should be with the inmates and staff of that unit. If in no other area of Living Unit programming, group discussion with inmates with respect to how they would like to be governed within the given restraints, is essential here. The obvious forum for these kinds of topics is range meetings where the problem solving process as outlined earlier applies. No doubt there will be occasions when staff will have to make unilateral decisions, but by and large the majority of concerns must be subject to discussion with inmates who must either learn to live with the consequences of decisions, or make efforts to change them if need be.

6. Authority to make final decisions on criteria for unit activities and unit programs - power vested in Living Unit teams

This authority covers a wide area of concerns, and is intended to vest power in Living Unit teams to devise their own criteria when considering group or individual programs. For example, a group of inmates may request temporary leave of absence to attend a social function or a series of them in the nearby community. In the spirit of earning privileges, unit teams should be allowed to set standards by which it can be determined who deserves to be selected, provided that they are eligible for leave. Or, in the case of individuals, it should be the team's responsibility to set criteria with and for an inmate aspiring to obtain temporary leave of absence. With respect to unit activities, the team should be able, for example, to set criteria by which inmates earn privileges within their unit.

Summary

The preceding paragraphs outlined areas in which it is necessary to delegate authority to living unit teams. It is proposed

that delegation be gradual so that teams can adjust to the use of power and demonstrate responsibility in their daily activities. Autonomy of unit teams is as essential as the maintainance of a viable feedback system on matters concerning delegated authority to recommend, and those on which final decisions are taken. In order to maintain the feedback system, proper documentation and a well defined spread of information systems are of paramount importance.

6. Proper Documentation and Spread of Information

The practice of proper documentation and information spread with respect to case work management has unfortunately been short of desirable in most of our institutions. In many instances, a great deal of effort and work are put into inmates' affairs, yet often if one were to search these files, very little is recorded. Often when decisions have to be made, much of the information put forward about the inmate is subjective, sometimes unsubstantiated, usually open to questioning.

Recording and spreading information to appropriate sources is important for several reasons. One, it puts objectivity into all areas of case management where decisions have to be made either by individuals or by teams. There is less reliance on memory, and less hearsay information about the inmate. Objectivity will soon be an especially essential factor when new legislation on earned remission comes into effect because failure to earn

remission will be grievable. This means that there must be objective evidence on file indicating why an inmate failed to earn remission.

A broader implication is that with the increasing awareness and emergence of groups such as citizens' committees, civil and inmates' rights organizations, care must be taken to make proper recordings in the event that files are open to public scrutiny as they now are for boards of inquiries, internal or external.

Two, through objective documentation, staff are in a better position to defend themselves against accusations that may arise from inmates or others. From the positive side, evidence can be produced in support of inmates for whom any action involving case management is being considered.

Three, when recorded information is disseminated to appropriate sources, everyone is kept informed, thereby reducing the probability of blunders, errors and duplication of effort.

Communication is improved. The need to feed information to the Director or to other divisional staff is extremely important in all areas where authority has been delegated to living unit teams. Documentation, information spread, and feedback should be especially rigorous in matters of parole, temporary leave of absence, earned remission, progress reports, post TLA reports and discipline.

Four, documentation provides data for research and evaluation of the program. Without it, results of studies requiring file searches will continue to be inconclusive.

Finally, with the imminence of the Federal Corrections Agency, much more information is expected to be shared between Penitentiary and Parole Services. Any authorized member of either agency should be able to scan a file and within short notice obtain a fairly comprehensive picture of what has been going on with an inmate since admission to the penitentiary.

7. Access to Inmates' Files

Whenever access to inmates' files is discussed, it is usually in the context of whether or not Living Unit officers should be permitted to use them. Present practice varies. In some Living Unit institutions they do, in others they do not.

Several reasons for not allowing Living Unit Officers access to files in some Living Unit institutions have been proposed. Some say that Living Unit Officers may not understand the language of reports, and may misinterpret what was intended. Others claim that it is not good practice for too many people to know what is written in inmates' files. Information leaks and the question of confidentiality arise. Still others dislike the idea because of personal, unexplained biases. Perhaps basic to all forms of resistance is an element of distrust and lack of confidence in the ability of Living Unit officers to demonstrate responsibility and confidentiality with information contained in inmates' files. Indeed, these fears

may be founded on legitimate grounds in some individual cases.

Yet, on the basis of our experience to date, there is no

significant proof of file abuse in those institutions where

Living Unit officers have access to inmates' files. Rather,

access to files initially gave officers a more comprehensive

understanding of inmates on their caseloads, boosted morale

(somebody trusted them), presented a better idea of how to write

reports, and continues to facilitate their work in the

management of cases.

The policy of the Living Unit program originally was and still

is that Living Unit Officers be permitted access to inmates'

files. As pivotal members of the program, as staff who are

expected to have first hand knowledge of inmates and to whom

almost all requests first come, who must contribute oral and

written information on their inmate caseload, it is incomprehensible

to deny them access to files which does nothing less than

hinder the potential contribution these staff can make toward

the welfare of inmates.

Allowing Living Unit Officers access to inmates' files is a change in tradition, and is still being resisted in some areas even though there has been no increase in leaks or breaches of confidentiality, the two most feared consequences. In order to come to grips with the problem, preparation and training of staff in the proper use of files is mandatory. Two approaches have been used by those institutions in which Living Unit Officers have access to files. The cost for this kind of training was minimal.

In one situation, over a period of time, Living Unit Officers first read the files, then sat down with their respective Living Unit Development Officers to discuss content, relevancy, confidentiality, how to put information into perspective, etc. In another, a series of small workshops were held with Living Unit Officers to essentially give the same kind of preparation as in the first instance.

In addition to staff preparation, a few procedures were established to ensure the safe transport of files from the Administration building to the units. On days when teams need to refer to files (e.g. TLA applications), one person is named responsible to sign out the files and to return them immediately after use in the unit. If a Living Unit Officer needs to check something in a file, he signs it out and reads it in an office in the Administration building, not in the unit. Inmates' unit files are kept locked in a filing cabinet in the unit office or in that of the Living Unit Supervisor.

While access to files may at first appear scary to some, it is possible for Living Unit Officers to develop an aura of respect and professional ethics with regard to the use of inmates' files.

8. Range Meetings

Range meetings are perhaps the most controversial aspect of the Living Unit program. They have continued to survive in some institutions, failed to do so in others.

Where they still exist, any talk of dropping them is unheard of because of the positive effects witnessed.

Efforts are being made to revive them in areas of previous difficulty. All of the research used to compile this handbook suggest that range meetings should be held, but differences of opinion exist as to frequency, and to whether they should be compulsory or voluntary.

After careful study of all aspects of this particularly difficult essential, it becomes evident that range meetings cannot be divorced from the Living Unit program, must be compulsory, and every effort made to hold them at least bi-monthly, fixed dates and times. More frequency is desirable, but the limitations of time and unavailability

of staff are recognized.

Why then, are range meetings so important to the Living Unit program to warrant compulsory attendance in spite of the risks involved. First, we take a look at the reasons for holding them, the effect noticed to date, some of the reasons why they failed and what can be done to avoid repetitions of failure.

Purposes of Range Meetings

(a) To share and exchange information between unit staff and inmates, other institutional staff and inmates, and between inmates and people from outside the institution. Such information covers a vast area, ranging for example from the interpretation of new rules and regulations to a discussion on a community project for which citizens may require the participation of inmates. Sharing information enhances interdisciplinary understanding and lays the

ground work for open lines of communication which are absolutely essential to the program. Information exchange also provides an opportunity for inmates and staff to express opinions and ideas without fear of retaliation, to give and receive feedback on various matters.

(b) To plan for common activities such as tournaments, special and routine events, activities to avoid boredom during long holiday weekends, etc.

(c) To provide opportunities for inmates to solve problems in the group context, and to learn how to do so through practical application of the problem solving process previously described. A group of inmates living together will have problems in at least one of four general areas, namely, services, supplies, unit activities, or interpersonal relations (inmate-inmate or staff-inmate). The exhaustive list of problems may include settling matters

related to television viewing, canteen, visiting privileges in the unit, changes in existing unit rules, problems at work or with other people. If problem solving skills are learnt at range meetings, they can certainly be useful in handling other day to day activities, inside and outside of prison.

(d) To provide opportunities to observe behaviour of others in a group setting. Observation of behaviour is not restricted to staff observing inmates. It could be staff observing staff or inmates observing staff. In any case, something will be noticed when people are grouped together, and it may be different or the same from behaviour displayed in a one-to-one situation. The information can be valuable to the observer and may aid in handling situations which occur outside of range meetings.

(e) To identify areas where inmates have problems through observation of behaviour. Some inmates may require guidance, counselling or assistance with certain difficulties which may surface in a group setting. Others may require more precise discipline. Often, if the group is advanced, it will handle the problem by itself. If not, staff can pursue it outside of the group environment. These personal difficulties can go unnoticed in the day to day routine if people do not have an opportunity to get together.

(f) To identify problem areas which may have potential harmful side effects, may threaten the security of the unit, of the institution, or of a person. These potential dangers can be averted either through direct staff intervention or through group discussion, settlement and avoidance of the danger. A great deal of learning is possible if the group can handle the problem, and resolution through group work is encouraged. However,

staff should not hesitate to intervene if that is the only way of avoiding potential danger.

(g) To provide opportunities for staff training. Because

the proceedings at range meetings are not very formal, many people do not view them as a training ground for staff. Yet, it is at range meetings that staff can sharpen and learn to apply skills in the general areas of interpersonal relationships and problem solving. There is no other fixed forum in the Living Unit program for this kind of on-the-job, living, learning experience.

Range meetings provide base data for discussion, training and analysis at review sessions. Learning can take place either through mistakes made by self or others at range meetings, or through the proper handling of particular issues. If there are no range meetings, the potential of any of the above purposes will never be tapped.

These seven reasons for having range meetings have resulted in some very positive side effects, some of which are more obviously related to range meetings per se than others. The first of these effects can be linked to range meetings and are grouped under the general heading of enhancing the social environment.

Enhancing the social environment

This arises naturally out of (a), sharing and exchanging information. If staff and inmates communicate regularly in a structured (in the sense of fixed dates and times) situation, communication in unstructured encounters becomes easier. Inmates, and staff, tend to approach each other in a much more normal manner. The codes governing both at least appear to be eroding and more positive relationships are fostered. Open and free communication provides more congenial interaction. It may also raise anxiety levels when there are differences of opinions, but given that

the forum exists to express and discuss these differences, we reduce the risk of allowing problems to simmer below the surface. The most noticeable and highly desirable effect is less anxiety amongst staff and inmates, and lowered institutional tension.

Another noticeable spin-off effect is better dynamic security. Through constant interaction in structured and unstructured situations, observing inmates' behaviour and identifying potential problem areas, staff have been able to provide better dynamic security within units. In many instances, potentially dangerous activities have been avoided.

Other effects are not as noticeable as the first two sets of groupings, are difficult to evaluate under the best of conditions and cannot be too closely ascribed to range meetings. These passive co-relates, so to speak, reflect

range meeting involvement as well as involvement in the total Living Unit effort. They include, for staff and inmates, learning and internalizing problem solving skills, better understanding of self and others, better acceptance of the limits of reality, the development of group identity, group cohesiveness and group responsibility, and last but not least, the development of self responsibility.

While each Living Unit team can give examples of these accomplishments in their units, they will be hard pressed to determine the extent to which range meetings played a part. At the same time, the experience so far has indicated that there are valid reasons, desirable and beneficial effects of range meetings. If we take these away, and no other similar format exists in the institution, then we deny inmates and staff the opportunity to develop, expand and experience the evolvement of responsibility through practice. Instead, we encourage the build up of

frustration, suspicion, lack of mutual understanding, and all the other negatives of poor communication.

If range meetings are made voluntary, or held only when crises arise, the purposes for having them as outlined by the program will be defeated. It is important not to lose sight of the fact that range meetings serve many purposes of which the search for solutions to concrete problems is but only one. Whether the issue at hand is solving problems, sharing information, or planning activities, learning what is required involves the need for a certain amount of regularity of the application of skills in a practical and real setting. If there is no regularity to meetings, people will find all sorts of excuses for putting them off, or for not showing up. The longer the postponements, the greater the accumulation of unresolved situations and the lesser possibilities there will be of obtaining objectives of range meetings. There is a place for voluntary attendance

at meetings in the Living Unit program and this is at small group counselling sessions where the purposes, format and orientation are different from those of range meetings.

Another consequence of voluntary and unscheduled range meetings is that the interval between them tends to extend into longer and longer periods until meetings become extinct. The reality of range meetings is that they could be threatening and anxiety provoking situations for some people. For these, it is easier to postpone or avoid the stress rather than deal with it as a reality. We do not suggest avoidance as a solution, because while the issues may be difficult to handle in the beginning, they do become more and more manageable through practice and confrontation with reality.

The compulsory aspect of range meetings and lack of staff training have been over used as excuses for the failure

of range meetings. While indeed these two factors play a substantial role, other elements can and have stopped range meetings from developing into viable enterprises. These include the time of day at which they are held, the availability of staff, lack of support from superiors and colleagues, lack of feedback to inmates, confusion as to role expectation and limits of authority, staff and inmate resistance, the place where meetings are held and the credibility of some staff members as perceived by inmates.

Inmates and staff must first accept the principle that there are some unpleasant aspects of work and life with which we have to learn to live. For some, compulsory attendance at regular range meetings is one of them. If the compulsory aspect is belaboured and highlighted, people will soon forget all the other possible benefits of range meetings. All that is required is to state that

meetings will be held so and so days at so and so time and place, and that all inmates on that range are expected to attend. If they do, and the compulsory issue is raised, as it most likely will be, staff have to do their best to get inmates to accept the reality.

If inmates know or feel that there are benefits to be derived from meetings, they will attend. If some inmates do not attend, other inmates or staff can make efforts to get them to do so. Should all efforts fail, the idea is to be communicated to the inmate that his resistance to attending meetings will be one of the factors taken into account when considering his total personal efforts. While this can be interpreted as a carrot, it can also mean putting the responsibility back in the lap of the inmate. The choice, and its consequences, are up to him.

Some of the reasons why some range meetings failed to survive

Untrained staff: Training is often perceived as the cure-all for range meeting problems. We do not intend to down play the importance of training, but it is equally important to mention that training does not necessarily imply improved performance. Some officers have an instinctive knack for handling situations intelligently and require little training. With others, no amount of formal training will improve performance if certain basic understandings of the human condition are found difficult to grasp. In short, training is absolutely essential, but it should not be perceived as the only solution to performance at range meetings. Some units are still running productive range meetings in spite of the fact that the needs for staff training have not yet been fully met.

The time of day at which range meetings are held should be an important consideration. The end of the day is not the best time as neither staff nor inmates are alert.

A late afternoon period is also close to the change of shift at which time staff are busy with change over routines. No one has time to sit down to review sessions so they fall by the wayside. Early or mid morning is the best time of day to hold range meetings.

Location: /

Range meetings should be held in a comfortable room, not in the corridor of a wing or range. At some early efforts when space was not available, meetings were held in corridors, and inexperienced staff had no control over the meetings. Inmates came, but they sat on the floor, half way into the cell door, read newspapers, or simply fell asleep.

The availability of staff was more acute in the early stages of the program so that in some cases only one inexperienced Living Unit Officer was in attendance. Naturally not much benefit could have been accrued from these meetings.

Since often there were no review sessions, if and when range meetings were held, staff were not in a position to receive feedback and support about their performance from colleagues, or from supervisors. Under these circumstances, the most well intentioned persons gave up in despair. Lots of issues were raised and dropped at meetings, or no feedback given to inmates who began to perceive the meetings as a waste of time or somewhere to spend an hour off work.

Roles, and limits of authority were not clearly defined, which meant that inmates perceived Living Unit staff as having no power to make changes. It was easier for them to deal directly with the administration through the inmate committee.

Unnecessary restrictions on topics to be discussed were placed on the inmates and self imposed by staff. With the scope of topics narrowed, inmates tended to adopt a skeptical attitude toward the meetings.

Finally, with a fair amount of teasing from some other divisional staff, complaints that inmates were called away from work, lack of visible support and encouragement from seniors, inmates as well as staff lost interest and resisted the continuance of Range Meetings which were temporarily halted in some places. It is natural to expect that those who experienced these difficulties may be reluctant to try again, yet they are, in effect, so doing.

Preparation for range meetings

In preparing for range meetings then, certain safeguards are necessary. First, unit staff should be given practice

workshops in the basic procedures of how to solve problems, and how to conduct a meeting before any are held. Unprepared staff cannot cope with group confrontation, and will tend to either resist attending, bungle the proceedings in efforts to cope, or remain silent and withdrawn. Inmates too, will show resistance if staff initially fail to bring meaning to range meetings.

The same sort of pre-training is required for staff in new institutions where meetings should be started with the opening of the institution as part of the total institutional program.

For those facilities in the transition stage to Living Units, it is better for the Living Unit Team to habituate to the new orientation, to start building relationships and rapport with inmates and colleagues before the first meeting is held. Introduction to range meetings should not be done with great fanfare since there is the risk of not meeting expectations. Creep the meetings in gradually and try to demonstrate results. If successful, other units will soon be asking for them.

Avoid a long waiting period between implementation and the first meeting. This could last forever if not given top priority. The first meeting should be held within one

month of starting the program. Staff should not go in blind for the first meeting. There should be an agenda, hidden or tabled. At this meeting it is important to give inmates as much information as possible about the reasons for getting together, what are the possible concrete benefits. Avoid whatever inmates might interpret as head games. It is vitally important not to turn them off at this first meeting which should be planned to grasp their interest. As meetings progress, less planning is desirable. In short, it is necessary for staff to plan strategies for the first few meetings to gain some feeling of confidence in their ability to cope with new situations.

Even with planned strategies, it is almost certain that inmates will start by beefing. Allow them the opportunity, but make sure that at least one of the issues raised is dealt with, by the group, by a staff member, by an inmate or group of inmates, depending ...

... on what it is. Have someone list the other issues for future consideration. Above all, give feedback to inmates. If not, staff credibility will be surely eroded.

Begin and end range meetings at specific times. They should last for approximately one hour. Terminate the meeting early if the topic is dull and boring, and no one can revitalize the discussion. Do not encourage loitering and chatting with inmates after the meeting. If they have anything to say, it should be said at the meeting. Besides, staff should proceed directly to review sessions immediately after the meeting is over.

Early meetings will certainly be trying times for staff who will need a lot of support and encouragement from superiors and colleagues to help them function and learn from the new experiences. While no unit will ever be free of problems or issues to be dealt with at range

meetings, the ability of staff to deal with activities should improve with time, other things being equal.

If, as meetings progress, there appears to be a drain on topics to be discussed, one of the reasons might be the activities of the inmate committee. We have found that inmate committees take a fair number of problems to senior administration which can often be discussed and resolved at the range level. It is up to administrators to refer these matters back to the range, otherwise it helps to create the saying "we have no problems to discuss".

The responsibility to invite other personnel to range meetings is up to Living Unit staff. It is not enough to simply say that the door is open and they can come anytime they wish. Many topics under discussion at range meetings involve various other divisions and representatives from these, none excluded, should be

asked to attend particular meetings. Social and Occupational Development staff, and their operations, are especially close and inter-relate to the activities of Living Unit. In fact, in two institutions, they are a visible and integral part of the Living Unit Team, attending meetings, boards etc. This has tremendously assisted program operations and development, and is a strongly recommended practice for all other Living Unit institutions where these staff exist. In some institutions, a Parole Officer is assigned to each unit and he too is a visible participant at various unit boards and meetings. We know that it is not easy for staff and inmates to maintain a high level of interest at range meetings for extended periods of time. During decidedly dull periods, both groups can agree on a rest for a specific period of time, and staff must ensure that they are re-started on the agreed upon date.

The actual mechanics of a range meeting are difficult to define since many different personal and environmental variables come into play. Staff may find that in the beginning they deal with content only, not with the group process. If people expand and are capable of dealing with group process, they may move into that area, but it must be remembered that the program itself does not and cannot legislate these matters. Not everyone can handle the dynamics of group processes. Issues are to be handled at the level at which the group as a whole is ready and prepared. If a group cannot move further than content and there is a noticeable need for more refined techniques, a small group counselling session should be formed and conducted only by staff capable of so doing. In the long run, for the sake of the mental health of the inmate and that of staff, it is hoped that Living Unit staff who are not trained in group dynamics will deal only with issues at the

level of their capabilities, referring difficult situations to other caseworkers and psychologists.

While at times it may be desirable to handle personal problems at range meetings, it is seldom possible, mainly because staff at the meeting are neither trained nor capable of resolving emotional difficulties in a therapeutic fashion. There will be occasions at range meetings when a difficult inmate or inmates block progress of discussion, and the proper course would be to stop discussion, deal with the source of blockage before proceeding. We in fact do not as yet have sufficient staff capable of dealing with these sorts of difficulties. Rather than have untrained staff become over-involved in these matters, let alone the possible anxieties which can be created within the inmate, it is better to "tolerate" the problem source but ensure that the inmate is referred for small group counselling.

Finally, most of what occurs at range meetings is situational which means that the Planning and Evaluation Committee is limited in determining only dates, time, and place. During their deliberations, it is essential for Committee members to recognize the priority of range meetings and not overcompromise in terms of establishing when meetings will be held. Planning for range meetings requires considerable consultation, especially with the divisions of Industries, Technical Services, Security, Occupational and Social Development. Their cooperation is needed right from the very beginning if range meetings are ever to become a viable essential of the Living Unit Program.

9. Review Sessions

The only planning that the Planning and Evaluation Committee has to do for review sessions is to find a suitable location, which should be a quiet comfortable spot far from the ears of inmates.

Review sessions must be held after each range meeting even if only two people are in attendance. These would normally be a Living Unit Officer and a Living Unit Development Officer whose exchange of ideas for at least half an hour is better than none at all.

There are two major reasons for having review sessions. One is for staff training. The other is for planning action to follow up certain aspects of what occurred at the range meeting.

The staff training activity at review sessions can be formal, informal or combined. The informal aspect, however, is to be given priority as these discussions should focus on the proceedings of the recently held range meeting. One of the major advantages of discussing recent events is that staff, Living Unit Officers in particular, can get immediate reinforcement

(or otherwise) from their colleagues for their participation in the range meeting. They at least get to know what to do, or what not to do the next time. Another advantage is that the Living Unit Officer can teach the Living Unit Development Officer a thing or two. Ever too often we tend to forget this aspect, proceeding on the false belief that only Living Unit Development Officers can be ascribed a teaching or training role.

Through these informal training sessions, staff have an opportunity to learn more about themselves and their co-workers. They can become aware of the way others perceive them, of the effect their behaviour and attitudes have on others. Depending on their personal level of preparedness to self-examine, they may be motivated to change where possible or to learn

to accept their own shortcomings and those of others where changes are not seen possible. The overall benefit can be a certain amount of personal growth and development as well as better mutual understanding and acceptance of colleagues, their strengths and their weaknesses.

These developments will not come about without some degree of open confrontation which usually raises anxiety levels and sometimes produces hurt feelings.

If one can come to grips with the idea that these are part of the human growth process, then informal training through the medium of review sessions becomes a living, learning experience through which personal growth and mutual respect are possible.

Insofar as formal training is concerned, a series of lectures, seminars, courses, etc. can be presented

provided that it is possible to do so. They can supplement, or follow, informal sessions, not replace them. If formal training can be made possible, it will be necessary to invite staff from other ranges within the unit since it may not be worthwhile to give a formal course or lecture to the small number of staff attending any given range meeting.

Planning to follow up on matters arising out of range meetings should become a natural part of review sessions. Inmates need to have feedback, and some single person or group can be assigned the responsibility of providing that feedback. There will always be something requiring follow up, details of which can be worked out at review sessions.

It becomes evident that for the sake of program development and continuity, and in the interest

of personal growth, review sessions are one of the vitally essential aspects of the Living Unit program.

In places where they continue to occur, there is a noticeable difference in at least rapport and team spirit among staff members. People seem to have a better understanding of where they are going and what they are trying to achieve. They tend to appreciate and accept the limitations of possibilities, searching instead for alternatives to whatever problems are presented.

When there are no review sessions, which in effect implies no or few range meetings, things tend to become disjointed and several matters are left dangling in the air, unresolved. This creates a feeling of uneasiness and scepticism amongst staff and inmates. The opportunity to develop group

cohesion is lost and staff find themselves back to the old system of dealing with inmates' problems on a one to one basis which is perhaps desirable but not practical in our present set-up.

To ensure that review sessions are regularly scheduled, the time of day that range meetings are held is important. As mentioned elsewhere, range meetings should not be held close to the change of shift because this will certainly affect the possibility for review sessions. People will be anxious to go off duty, will in fact leave in the middle of the session, or the evening shift staff will be called away to attend to routine change-over duties. In short, there will be too many disruptions if the timing of both operations is inappropriate.

10. Staff Training

The problem of staff training is a very difficult one to tackle as it involves money, which is limited, the establishment of needs, which are numerous, and the identification of human resources willing and capable of fulfilling these needs, often scarce. Some general focus can nevertheless be offered given the experience of the overall effort made to date in trying to cope with this complex situation.

Every Living Unit institution has conducted some form of staff training at any given period of program development. In some areas, Living Unit staff have the opportunity of taking related courses at community colleges at public expense. In others, contracts have been awarded to outside individuals or agencies for training purposes, the duration of the contract being one year in one particular case. All these well intentioned efforts have been at best

spotty and insufficient, and there is an urgent need to continue to concentrate energies in the direction of staff training.

The responsibility for staff training in the Living Unit program must be shared by institutional, regional and Head Office Living Unit staff. The vast number of people involved in the program, each having different educational backgrounds and needs, and the peculiarities of the operations of each institution, make it almost impossible to rest these responsibilities in one area. Besides, it is an undesirable one, as staff working in the Living Unit situation know best what the needs are, and most training programs should emanate from the sources of need rather than from outside. In short, the bulk of training, and the most effective form of training, should be done either at the institution itself, or at some regional facility in which the institution is located.

Because of the shift system for Living Unit Officers, it is difficult to conduct any training program without incurring overtime expenditures. The amount of overtime can nevertheless be kept at minimum with sound planning and organization. It is essential therefore that the Director of the institution consider staff training to be of sufficiently high priority to warrant overtime, and to budget, as much as possible, for this important essential aspect of the program. Staff training should be done at three levels: Orientation, In-Service and Out-Service.

Orientation Training

Orientation training has so far occurred at two staff colleges, one serving one region only, the other accommodating staff from all other regions. Much of the initial impact of the course was lost due to delays in program implementation. In addition, staff responsible for conducting the course at one of the two colleges were faced with the almost impossible task of including concrete operations in course material when members of the class came from the Pacific to the Atlantic coast, from different institutions, different operations, and each expecting to be told how to operate the program in their institution. The purpose of the orientation course cannot and should not be the "how to" in detail. Its purpose is to orient officers to the general principles of the Living Unit program, to give an appreciation of what their new roles will be.

The "how to" is best executed at the institution, with assistance, guidance and advice from institutional and regional Living Unit staff.

As the years go by, the need for orientation training will diminish, with emphasis shifting to in-service and out-service. In fact, one of the present difficulties is that many staff taking the orientation course have been working in a Living Unit institution for some time, so that certain aspects of the course material, already known, are of little interest to them. This problem will abate when plans to conduct orientation training in each region become operative. Intentions are to orient staff institution by institution, team by team if at all possible.

There have been various suggestions to change the duration of the orientation course, presently two weeks, from

down to one week to up to six weeks. While the need for change is acknowledged, we do not suggest that it be in the duration period. Experience in the field of learning practical skills indicates that no amount of classroom training alone can accelerate the development of applied techniques. Living Unit involvement is a practical concern, and theory must be put to use in real life situations as soon and as much as possible in order to realize growth and perfection of techniques.

The responsibility for conducting the Living Unit orientation courses remains with Living Unit Specialists. Until all these positions are filled in each region, an alternate workable plan is to use the resources of capable Living Unit Development officers and/or psychologists in the region for this training function. The proposal must be approved by Head Office Living Unit personnel, and by the Regional Director or his delegate.

In-Service Training

The biggest problem at this level is the availability of sufficient staff to attend training sessions, yet, effective training programs have been given at some institutions with good, continuous attendance and minimal cost. In short, it is difficult but not impossible to organize in-situ training. Institutional training plays an extremely important role in the overall training effort. It is here that staff learn the operations of daily work and the skills required to carry them out. Even if training programs in skill building are given outside of the institution, staff should return to the home base to put theory into practice, and to return later for more advanced training, wherever it may be given. The skill training program should therefore be developed through cycles of theory and practice, and through increasing levels of sophistication and difficulty.

After orientation training is completed, Living Unit staff, including Living Unit Development Officers should be given basic training in the daily operations of the institution.

These activities could be covered within two weeks during which time they should be exposed to the operations of each division. It is necessary to have basic knowledge of the operations of other divisions because frequent contact is expected with various departments in the institution.

The most common method used so far is to place Living Unit Officers with Classification Officers for an apprenticeship in the classification department. While this method does have merit, we suggest that the apprenticeship should not be to the classification department only as officers will be getting a very narrow view of the total institutional operation. In each division they should know things like what forms are used for what purposes, how

they are disposed of, what kind of input is expected of them, what are the practices and procedures of the division, etc. etc. Included in the operations training should also be a one or half day lecture on the structure, goals and objectives of the Canadian Penitentiary Service. Officers should also be kept up to date on new horizons such as the coming Federal Corrections Agency, and other departments closely affiliated to CPS, viz. RCMP, Parole Service, Parole Board, after care agencies, community based residences, etc.

The person responsible for coordinating this program should be the Head of Living Units with authority to delegate to anyone seen fit, be it Assistant, Head Living Units, Living Unit Supervisor, senior Living Unit Officer or Living Unit Development Officer. There is limited cost attached to this essential institutional training.

Training in skill and awareness building and supplementary training is more complicated, requires more planning and organization, and no matter how well planned and organized, costs money and should be budgeted for by the institution. Estimates should include travel and accommodation, personal service contracts, and miscellaneous.

It is recommended that each unit be responsible for its own training. This is being tried at one institution and is found to be more manageable rather than burdening one person who also has to perform his/her routine functions. It also helps Living Unit Development Officers, psychologists and Living Unit Supervisors to assume more of the duties of their new roles which relate to staff training and program development. In addition, the approach should facilitate team spirit and rapport between staff working in that unit. The number of people attending a training program at any given time will not be large, perhaps 4, at

most 6, but if each unit looks after its own needs, the overall result might be more effective than trying to juggle duty rosters to set up a one-shot training program for a large number of people. With the small manageable numbers, training can be more intense, more effective and more continuous, the latter being a very important factor. Continuity of training is highly desirable for Living Unit program operations because Living Unit is a process and should never stand still. As the process develops, so must the people if they are to have any impact in their dealings with inmates.

Since needs vary from institution to institution, a needs analysis should be done before any program in skill or awareness building is undertaken. Staff themselves should identify these needs, and bring them to the attention of the people identified as being responsible for training. If none of these people in the unit are capable of developing

the program themselves, they should seek out someone else capable, willing, and able to do so, either from within the institution, from the region, or from outside if necessary. Since we do not have unlimited funds, monetary restraints should always be kept in mind. Some people are attracted to the mystique of the outside expert and are of the opinion that only a professional can satisfy certain needs. Others look to our own resources before considering the use of an expert. We encourage first the use of the expertise of our own staff, wherever it exists, then the use of experts, by means of personal service contracts if no one within the Service is found capable, and if there is an established need for a particular training program.

Suggestions of topics received from various institutions include report writing, life skills, the proper use of inmate files, helping relationships, interviewing and counselling, casework management, observing behaviour,

management techniques, small group interaction, transactional analysis, rational emotive therapy, building teamwork, effective communication, drug and alcoholic abuse, sexual deviance, psychological testing, familial problems of inmates, problems of inmates on release, the sentencing process, and self awareness. These are but a sample of topics that can be covered through seminars, workshops, lectures, etc. at the institution. Some will require outside help, many can be done by institutional staff whose expert knowledge and experience often remain untapped.

Given that skill building training is a shared responsibility, consultation between units' staff is necessary to avoid conflicts in use of space and/or equipment. If contracts have to be negotiated, it should be possible to provide these services to staff from all the units who are in need of that particular kind of training. The use of a contractee implies that no one from within the service was found capable of

giving a particular course, and all staff should benefit from whatever expertise is being offered by the contractee.

Other aspects of in-service training, generally not recognized as such, are case conferences, range meetings and review sessions. These are experiential exercises and can assist officers in learning more about program processes, about themselves, about human behaviour, and about human relations and interpersonal relationships in general.

The involvement of other divisional staff in Living Unit operations is another form of in-service training which is sometimes overlooked. In the early stages of planning, information giving sessions should be held with instructors, security staff, especially those at the line level, medical staff, social and occupational development, chaplains, and any other work group within the institution. There are usually many questions to be asked and several others raised.

Also, since potential Living Unit officers are pooled mainly from Security, those who are thinking of competing to become Living Unit Officers often need clarification on a few basic matters before submitting their applications. These early sessions with divisional groups should be the responsibility of Living Unit Specialists.

As the program develops and changes are made, similar gatherings should be ongoing to keep as many staff as possible in the picture. Some changes may not be fully understood and will be resisted if no explanations are given. It has been found that these sessions are difficult to convene due to staff shortages and job demands. Inroads can nevertheless be made if there is an advanced plan to meet with representatives of each division once per month for at least one hour. In this way, three meetings per year can be held with each of the four major divisions,

namely, Industries, Security, Occupational and Social Development. Other divisional representatives can be fitted in with these groups. The advanced plan allows Supervisors time to make arrangements for their staff to attend these meetings where flexible hours of shift work applies. Other staff on fixed hours can work out a schedule having that one hour per month available. As these sessions should deal with institutional operational changes, and the changing roles of all staff, they should not be the responsibility of Living Unit Specialists but that of the Head, Living Units who can delegate this authority to any member (s) of his staff. The project requires considerable coordination and planning, but is well worth the effort in the long run as one of the popular complaints has been from non Living Unit staff who often do not know what is going on. When they do know, less resistance and better co-operation in program affairs are almost guaranteed.

Out-Service Training

Out-service training is also costly and should be budgeted for by the institution. It usually involves funding for travel and accommodation, personal service contracts, and miscellaneous. Out-service training programs should include refresher courses, workshops for senior administrators, community college and/or university courses, intra-regional staff exchanges, semi-annual regional workshops for Living Unit Supervisors, conferences, visits to related area facilities such as community based release centers, halfway houses, after care agencies, parole service offices or any other like facility within the community.

Refresher Courses

After a period of about two years' practical experience, and every two years thereafter, Living Unit staff should take refresher courses with the basic purpose of refocusing their personal views and the goals and objectives of the Living Unit program.

The responsibility for developing and conducting refresher courses rests with the Regional Coordinator of Living Units and Living Unit Specialists. In designing courses, there must be input from staff in area institutions in order to meet required needs. There should be a basic framework to the course, with special features for Living Unit Development Officers and psychologists; Social and Occupational Development Officers; Living Unit Officers; and Living Unit Supervisors. Attendance at courses should be grouped according to homogeneity so that emphasis can be placed on the special aspects of like groups. The problem of

alienating some group members from discussion and active participation is also avoided. It is difficult to recommend a specific time frame as this will depend on needs, and on the judgement of course planners. A rough estimate is at least one week, no more than two.

Workshops for Senior Administrations

These staff were initially a neglected group in that it was taken for granted that they would know more about program operations than line staff and would easier adapt and support changes. The experience is that senior administrators are as much in need of information and training as are line staff. Regional Living Unit staff have already begun to hold workshops with senior staff and these should continue to be a part of the training process and must remain the responsibility of the Regional Coordinator and his staff. In the early stage of pre-planning, the workshops and seminars which Living Unit Specialists should hold with the Planning committee will supplement the need for post hoc workshops in institutions where none had been previously held.

Community College and/or University Courses

In one region only, a fair amount of advancement has been made in the use of community college resources for training courses designed for Living Unit staff, and funded by the Canadian Penitentiary Service. The effort to identify needs in this area of training can be made by any member of the Living Unit staff and if supported by other members, brought to the attention of the Head, Living Units. From here on in the project should be approved by the Director, and co-ordinated by the Regional Coordinator of Living Units. It is unrealistic to expect approval of every training proposal made by each institution or region. Funds are decidedly limited, but every effort will be made at the regional and Head Office level to provide funds on a priority and need basis for job related courses offered by community colleges and/or universities.

Intra-Regional Staff Exchanges

Officers can derive a more global and well rounded appreciation of the overall program through periodic exchanges of Living Unit staff. In places where institutions are located close to one another, the financial output might be minimal as re-location or separation of the staff member from his family for an extended period of time will not be a restraining factor. This form of training cannot be encouraged in areas where institutions are distant from each other as it will be too costly. Where the possibility exists, as in the Pacific region, and to some extent the region of Québec, the project should be co-ordinated by the Regional Coordinator of Living Units, through the Directors or delegates of the sending and receiving institutions. The experience should neither personally inconvenience staff nor the program and should not be enforced against personal wishes of any officer. It is worth a try.

It should be noted that the various kinds of out-service staff training mentioned above are the standard demands of all Penitentiary Service staff. All these activities must originate with the people responsible at the institutional and regional levels, and will be supported as much as funds will allow.

Finally, as mentioned earlier, some training programs require very little or no money. They do demand planning, organizing, motivation, commitment, and sweat. While there is no firm guarantee that training will indeed enhance job performance, it is equally safe to assume that little or no training will lower it, so that if improved job performance is our desire, efforts must be consistent with the notion that training is absolutely essential.

II. Small Group Counselling Sessions

Small group counselling sessions are to be incorporated into the program on a need basis, and should only be conducted by someone trained in group animation. These sessions are intended to deal with personal, emotional, problems which most inmates will not disclose in the larger range meeting setting. Participation should definitely be voluntary otherwise no benefits will be accrued. The occurrence of small group counselling sessions therefore rests with the availability of capable resource group animators, and the expressed need of those inmates requiring more intense attention and assistance.

12. Community Meetings

The availability of time and personnel will not permit weekly community meetings as originally stated. However, they can, when necessary, be convened for the purpose of

(a) giving information to a large group of inmates, especially if it is felt that the information may be distorted by one small group passing it on to others

(b) making final decisions on matters which affect the entire unit and which were previously discussed separately by each range.

A community meeting involves all the inmates (approx. 60 - 100) in any given unit. Because of the large numbers involved, these meetings should be formally structured, having an agenda if it is planned ahead of time. At a community meeting, there is not likely to be detailed discussion on issues presented or raised in the group.

Other major operations with which the Planning and Evaluation Committee occupies itself are assignment of unit teams, hours of work and duty rosters for Living Unit Officers, deployment of Living Unit Officers, hours of work for Living Unit Supervisors, and hours of work for Living Unit Development Officers and Psychologists.

13. Assignment of Unit Teams

The Planning and Evaluation Committee has the responsibility of assigning Living Unit Officer Teams. It is the responsibility of the Head, Living Unit to discuss methods of assignment for Living Unit Development Officers and Psychologists, and to choose the method found satisfactory to most.

In the case of Living Unit Officer assignment, one method was to canvass the Living Unit Officers, asking them to state their preference of whom they would like to work with, in order of priority. One column was labelled "no preference". The communication also stated that it may not be possible to grant all first, or even second preferences, but that efforts will be made to honour as many as possible. To avoid personal biases between Supervisors and officers, Supervisors were excluded from the assigning exercise. They had previously committed

themselves to abide by the outcome of the assignments. This method proved to be satisfactory to all concerned.

Another method was more logically planned and did not involve formal input from Living Unit officers. The committee matched officers with Supervisors in terms of how well they thought certain staff would get along with each Supervisor. They also looked for balance within the teams on the basis of age, experience, commitment, method of dealing with inmates, and potential. Essentially they were looking for officers who could supplement each other's strengths and weaknesses, as well as the strengths and weaknesses of the Supervisor. Very few changes in original team assignments were made.

The most efficient method of assigning Living Unit Development officers and psychologists to unit teams was to attach them

to units in which they had the largest number of inmates on their caseload. It was inevitable that some initial problems were created, especially in cases where there was good rapport between inmates and officers. On the other hand, the alternative would have been to start shifting inmates around so that they would all be in one unit to accommodate the Living Unit Development Officers. The anticipated negative effects of this approach were perceived as greater than having Living Unit Development Officers "loose" some inmates, or vice versa. Friendships between inmates would have been broken up, and it would not have been possible to establish an even distribution of inmates to Living Unit Development Officers. These temporary problems in team assignment apply only to existing institutions changing to the Living Unit system.

Teams must be permanently assigned to units, and changes made only when absolutely necessary. Anything short of

permanent assignment to units will not create team and community spirit, meaningful relationships, the identification of program problems, problem inmates, or inmates' problems.

14. Hours of Work and Duty Rosters for Living Unit Officers

Ideally, Living Unit Officers should work three shifts: days, evenings, and nights. This provides better continuity of inmate program planning, better coordination, more opportunities for contact with inmates. There are those who feel that Living Unit Officers are of not much value during the night shift since most inmates are asleep and do not require their services. Living Unit principles do not subscribe to this view. Occasional crises do arise at nights, and some inmates are perplexed with personal problems at night time. Talking these through with a permanent member of the Living Unit team is recommended over and above nightly sleeping pills. The Living Unit Officer also has an opportunity, if necessary, to settle matters with inmates on his caseload early in the morning before they leave the unit for work. Even if there are no upsetting problems, the quiet of the night shift provides

an opportunity for Living Unit Officers to catch up on written reports and program plans for inmates.

In spite of what is preferred in terms of hours of work for Living Unit Officers, the practice of working the two shifts only, days and evenings, has to supplement the ideal for the time being. It is simply not possible from the staffing point of view in the vast majority of cases.

In setting up duty rosters, Living Unit Supervisors should identify those days of the week in which there is a heavy concentration of programs in order to make more staff available. It should be an important consideration especially from the point of view of integrating Social Development and Living Unit program activities.

One Living Unit institution has identified two workable methods of post assignment. In the first instance, the duty roster simply indicates who is on duty. At roll

call, Living Unit Officers are advised which specific post they will cover during the shift. This method provides flexibility in assigning Living Unit staff by allowing the Living Unit Supervisor to place his staff in areas of most need. In the second situation, Living Unit staff are assigned to a specific post on a two-week rotation basis. This method provides the comfort of knowing that post assignment is equitable, and that all posts are being manned at all times. It also avoids the need for daily post assignment. Most Living Unit institutions have been able to devise duty rosters which predict rest days months in advance. In almost all cases, the approval of Living Unit Officers was sought prior to implementing the roster, and this is seen as a very good practice to maintain.

15. Deployment of Living Unit Officers

The problem arose in almost every Living Unit institution in the early stages of development of assigning Living Unit Officers to static security posts. Often the practice began as a temporary measure in places where the CX-COF establishment was not up to strength and an institutional agreement was reached for Living Unit Officers to backfill these positions until changes were possible. The practice unfortunately slipped into tradition, so that today we still have Living Unit Officers performing static security functions in some Living Unit institutions.

Every possible effort should be made to free Living Unit Officers of static security postings. The security functions that relate to Living Unit Officer duties have to do with dynamic security which involves ongoing, meaningful contact, active participation in the affairs of inmates. The main

determinant that makes a duty the responsibility of Living Unit Officers is the extent of meaningful contact which is possible between the inmate and the officer. A meaningful contact is one that provides an opportunity to talk and to establish a relationship. This general definition can be applied to any inmate-staff situation, but the line has to be drawn somewhere. For example, we might say that Living Unit Officers can establish meaningful contacts with inmates along walkways, and post them there. The point is that inmates do not usually gather in walkways for specific activities. They are generally transient, in movement from one place to another, and walkways are not considered suitable postings for Living Unit Officers. Recreation areas, inside and out, and areas where large numbers of inmates gather for social-cultural activities, are more likely postings at which dynamic security can occur. But the duties and responsibilities outlined in Standing Orders

for these posts must reflect dynamic security activities. The Living Unit Officer who is posted to the outside yard, patrols a specified square footage of ground, and maintains control of inmates from a distance is not doing the job he is supposed to. So is the Living Unit Officer who supervises an evening social activity from the other side of a closed door, or one who makes rounds to check on various group activities during a given evening shift. The officer who supervises the meal line would not be considered to be one having meaningful contact as he is too busy watching what goes on. The activity must involve more than being a passive, alert bystander.

The deployment of Living Unit Officers should be to the Living Units, and to areas outside of the units where ongoing and frequent meaningful contact can be made. These areas exclude static duties with respect to labour gangs;

walkways; gates; cages; punitive dissociation; kitchen; dining room; hospital; visits and correspondence area; greenhouses; handing out inmate clothing issue; escorts for medical temporary leave of absence; temporary leave of absence control; release control; or parole control;* outside fence patrol; or any similar static post.

Protective custody is a special case. If the establishment permits the provision of a Living Unit team to this area, then the unit may be staffed by Living Unit Officers or preferably a special team trained to interact with protective custody cases. Failing this availability, Living Unit Officers should make frequent visits to inmates on their

*a Living Unit Officer accompanies an inmate to the various departments either on release date, parole date, or the day on which the inmate leaves for a temporary leave of absence.

caseloads placed in protective custody. The same applies for inmates in punitive dissociation or those in the hospital.

Living Unit Officers should not be called from their units to frisk inmates coming and going to the visiting area, or those coming and going from temporary leave of absence.

They may visit with the inmate and his family if the inmate so wishes and requests. In the matter of escorts, those which fall under the general heading of Humanitarian and Rehabilitative should be the responsibility of Living Unit Officers.

If careful attention is not given to the deployment of Living Unit Officers, the problem becomes two-pronged. First, their services to static security duties will be at the expense of inmate case management in that little time will be devoted to inmates' problems. Secondly, the officers themselves, and the inmates, become confused as

to what their role should be. The situation becomes one in which they function as Living Unit Officers within the units and CX-COF without.

It can be stated with confidence that the mal-deployment of Living Unit Officers in some institutions has had a deleterious effect on the morale of these officers and on program development as a whole. It is one of the critical areas to which the Planning and Evaluation committee should address itself during the pre-implementation phase.

Considerable discussion and consultation are required, especially with the security division for whom changes in staff deployment will be most affected. Above all, in the description of duties and responsibilities in Standing Orders, it is essential to specify how and which posts require dynamic security, and which ones static.

16. Hours of Work for Living Unit Supervisors

When the Living Unit program started in the first five institutions, all Living Unit Supervisors were either working two shifts, same as Living Unit Officers, or one full and one split shift. Over time, some institutions have adopted the habit of having Supervisors work the day shift only, no evenings, no weekends, no holidays. Some have maintained the practice of having at least one Supervisor on duty during every evening of every day up to 2100 or 2200 hrs. There is no inscrease in the establishment of Living Unit Supervisors in institutions where this practice occurs.

The role of the Living Unit Supervisor as defined by the needs of the program does not permit a nine to five, no weekend, no holiday, no evening shift, job. Living Unit Supervisors have argued that their presence at the institution is most needed during the day when most other departments

are open and when they are required to attend several meetings with other staff who work the day shift only.

A Living Unit Officer is in charge of the unit during evenings and can call in the Supervisor on duty if necessary.

What this approach ignores is the fact that when there are no Supervisors on duty during evenings, all decisions on inmate program matters are taken by the CX-COF in charge of the institution. As there is no visible leadership for the Living Unit Officers, none tend to assume responsibility for important decisions. There have been conflicts in which Supervisors assigned officers to certain posts before going off day duty shifts and these officers were later re-assigned to other areas by the person in charge of the institution during the evening. Inmates returning late from Temporary Leave of Absence have been placed

in dissociation without consultation with the Living Unit Officer in charge of the unit. Unannounced security cell searches have been made during Supervisors' absence on the evening shifts. Incidences of this nature dampen the morale of Living Unit Officers who, while in charge of the units on evenings, have no authority to take final decision on matters requiring immediate attention.

At least one Living Unit Supervisor is needed on evenings to not only provide support to Living Unit Officers, but to also assume the responsibility for inmate programs as described in the Statement of Policy, 1972 (Security), paragraph 8. On evenings and weekends, the designated highest ranking officer (Security) shall be in charge of the institution to deal with security, emergencies, and other administrative matters, while the Supervisor of the Living Units will remain in charge of program activities.

A great number of programs occur during evenings and the presence of someone with authority in this area is required to at least coordinate activities. Living Unit program activities should not start at 9 a.m. and terminate at 5 p.m. As long as inmates are awake and involved in (... continued next page)

program activities, as much Living Unit staff as possible should be available to meet their needs and the needs of the program in general.

In one institution where a Living Unit Supervisor is on duty on evenings and weekends, the following suggestion is quoted:

"...at least one Living Unit Supervisor is available during the following hours:

Monday to Friday - 0700 - 2000 hrs

Weekend and Holiday - 1200 - 2000 hrs

The four LU2's work one of three shifts:

Early (0700 - 1530)

Late (1200 - 2000)

Flexible (i.e. 8 hours to be worked by the Supervisor, with times to be determined by himself according to team needs)

Monday to Friday one Living Unit Supervisor is assigned to the Early shift, one to the Late shift and two are Flexible. Only one LU2 works on the weekend (on rotation).

The officer working weekends is on rest days the Monday and Tuesday following. The LU2 assigned to the Early shift is responsible for morning roll call and is the supervising LU2 until the Living Unit Supervisor on Late shift calls roll at 1520 hrs.

Two approaches to the assignment of early, late and flexible shifts have been experimented with. Rotation through the shifts can take place on a daily or weekly basis. The daily rotation method is preferred since it allows for frequent and intermittent assignment to the flexible shifts, which remove operational responsibilities and allow for the holding of team meetings, boards, case conferences and the like. Living Unit Supervisors have found that a full week of early or late shifts removes them from direct contact with their Living Unit Team for too lengthy a period of time."

The establishment of four (or five) Living Unit Supervisors is recognized as being inadequate. At the same time some institutions have recognized the need for having at least one Supervisor on evening duty and have managed to fill that need in spite of the existing manpower limitation. It is by no means perfect, but it is better than having no Supervisor at all on evening and weekend duty.

17. Hours of Work for Living Unit Development Officers
and Psychologists

Normal working hours for Living Unit Development Officers and Psychologists are 37½ hrs per week. They are bound by contract to work between the hours of 7 a.m. and 6 p.m.

Unlike Living Unit Officers they are not required to work by duty roster schedules, or beyond the time specified in the contract, unless operations require them to be on duty.

Our experience has shown, however, that when Living Unit Development Officers or Psychologists take the initiative to visit their units for even short periods of time on evenings, this has a positive effect on their daily work and in their relationship with inmates and Living Unit Officer colleagues. In terms of work, the most noticeable difference is a reduction in the number of formal requests inmates make to see them. Inmates and Living Unit Officers get the feeling that these officers care, and this helps to build positive relationships.

Living Unit Development Officers and Psychologists also get a better idea and appreciation of what the Living Unit Officer does on evenings, providing more comprehensive knowledge and understanding of Living Unit Officer duties.

Living Unit Development Officers and Psychologists cannot be ordered to work during the occasional evening. The choice is up to the individual on whether or not he/she wants to or can devote some evening time within the prescribed 37½ hrs. Concessions have been made with local union representatives to allow this to occur, and there has been nothing but all-around benefits. The Head, Living Units should discuss this feasibility with these Officers prior to implementation to determine their general willingness to work occasional flexible hours.

Summary

This section described the essential aspects of the Living Unit Programs. They include a Program Planning Committee, a Planning and Evaluation Committee, Teamwork, an Adjustment Committee, an Inmate Program Planning Committee, Delegated Authority, Access to Inmates' Files, Proper Documentation and Spread of Information, Range meetings, Review Sessions and Staff Training.

The role of the Program Planning Committee is to prepare a proposal which defines the general framework within which programs will operate, and, through participatory management and effective communication, to set the tone and atmosphere for the programs to come. Due to the nature of the decisions that this committee has to take, it is suggested that membership consist of senior managers who are charged with setting the policies of the institution.

The role of the Planning and Evaluation Committee is slightly different. Its purpose is to plan the operations of the program, to continue and maintain the communication network started by the Program Planning Committee, and to monitor, evaluate and develop the program for the rest of its life in the institution. This role differentiation demands that the Planning and Evaluation Committee consist of middle managers and line staff whose active participation in program planning will enhance the way in which the program eventually operates.

There are many other major operations of the program for which planning is needed prior to implementation. For the Program Planning Committee, these include the request for competitions, ensuring that Living Unit staff receive Orientation Training, and the re-allocation of Living Unit Officers and Supervisors from security to Living Unit

posts. For the Planning and Evaluation Committee, duties include the assignment of unit teams, hours of work and duty rosters for Living Unit Officers and Supervisors, deployment of Living Unit Officers, and hours of work for Living Unit Development Officers and Psychologists. All these activities must be planned and coordinated in conjunction with other divisional staff whose programs and operations may be altered during the development of the program.

PART III

ROLES

ROLES

Within the limits of these guidelines, it is not possible to expand upon the roles of each level of staff working in a Living Unit institution. Generally speaking, however, changing roles are evidenced for all staff, some more drastic than others. Those whose roles demand the most change are more directly involved in the daily affairs of inmates who also play an extremely important part in the changing system. The extent to which inmates are permitted to be involved and the extent to which they themselves become involved, will bear directly upon the overall program effect. The resources, ideas and suggestions that inmates can provide are exhaustive, and the more their participation is solicited, the greater is the payoff for everyone concerned. But it must be a two way system wherein inmates, not just staff alone, assume roles that are somewhat different from the traditional.

1. The role of inmates

Most inmates accept the fact that there must be restrictions and limits within a prison setting. Within these, inmates should be allowed freedom and flexibility to express their ideas openly and to assist in putting them into operation whenever possible. This means that there will be times when some of the traditional customs will be challenged and the tendency of staff may be to flatly deny the inmates' proposals, ideas or suggestions. As tempting as it may be to so do, a thorough feasibility study should be done before any proposals from inmates are thrown out. If the final decision is no, inmates must learn to accept it and the accompanying disappointments. If the final decision is yes, and a program is put into operation, the role of inmates is to uphold their part of the responsibility, and to demonstrate through action that they care about consequences. Inmates should expect the withdrawal of certain privileges

or programs if these are abused or if there are clear indications of disinterest.

Inmates in a Living Unit institution should not sit back and wait to see what the staff or the program is going to do for them. If the theme of responsibility and personal development is to be accomplished, they must learn to raise issues pertinent to their needs, and to commit themselves to pursue these matters in genuine co-operation with Living Unit teams and with the administration of the institution.

2. The Role of Living Unit Officers

The role of Living Unit Officers is perhaps the most misunderstood in the Living Unit system. This difficulty stems from the fact that Living Unit Officers have to perform a dual role, one related to security, the other to case management. For those who have not been able to integrate the two concepts, the usual question is "How could I be a good guy today and bad guy tomorrow?"

The question, to some extent is rhetorical. If we look at the role of the Living Unit Officers simply from the practical operations of a penitentiary, no one questions the high priority that must be given to the security role that these officers have to play. It is an ascribed role that complements the nature of their background experience. At the same time the program demands, within limits, involvement in case management of which an integral part is inmate

discipline. Thus if Living Unit Officers are to perform their role as described by the program, the two aspects are inseparable and it no longer becomes a question of being the bad guy today and the good guy tomorrow. Rather, it is being the bad and the good guy all of the time, no matter what aspect of the role is being performed..

It is very easy to postulate the role of Living Unit Officers. It is more difficult for some, not all of them, to fully integrate this duality, and to perform in a manner which indicates its understanding. One of the important co-relates of understanding the duality is personal orientation. The officer who perceives himself mainly as a disciplinarian may tend to demonstrate more controlling behaviours than the officer whose self-perception is that of a "do-gooder". There is obvious danger in orienting oneself to either of these two distinctly separate camps. Inmates will neither respect nor have confidence in the judgements of officers who either

ignore disciplinary infractions, pay too much attention to them, ignore their personal needs, or bend over backwards to please with kindness.

It is desirable that the Living Unit Officer seek a level of role understanding somewhere in between the two extremes.

His personal style should reflect empathy, which is the ability to put one's self in another person's position to fully understand that other person's situation. Sometimes the situation may require negative sanctions, sometimes positive. In either case, it is important for the inmate to feel that someone cares about his personal welfare and, within the limits of the situation, is doing everything possible to advance his personal growth and understanding.

Another important dimension of personal orientation which bears on the dual role of the Living Unit Officer is his personal conduct. If what the inmates see demand respect and credibility, then Living Unit Officers will find it

far less difficult to perform the ascribed dual role. The officer whose role is executed with honesty, reliability, and commitment, will adapt more readily to the two aspects of the job. These qualities not only help to bridge the credibility gap between himself and the inmates but also tend to objectify the internal conflict of duality.

Manners, appearance and general level of comportment add to the image an officer could create in the minds of inmates and colleagues.

From the security point of view, Living Unit Officers are responsible for both static and dynamic security of the unit. Static security duties include counts, security checks, fire checks, rounds, checking locks and barriers, frisking, searching for contraband, key control, and sometimes, taking inmates to the hole. Dynamic security is created through on-going observation, communication with

inmates and other departments such as visits and correspondence, and personal interaction.

It is found that Living Unit Officers are able to handle their security role with little difficulty. They have managed to elevate the quality of security within units and by being on top of situations, have successfully averted several potentially dangerous affairs.

Adaptability to case management has been slower, though more advanced in some institutions than in others. In many cases this is due mainly to a large number of barriers which have prevented these officers from fulfilling their role. These include shortage of staff, poor deployment of staff, under-trained staff, lack of adequate supervision, lack of guidance from Living Unit Development Officers, little or no delegated authority, paucity of unit staff meetings, range meetings and review sessions, denial

of access to inmates' files, lack of visible support and encouragement from senior administrators, no team spirit and poor liaison with other divisions.

All of the above mentioned barriers to role fulfillment have at times dampened the energy and interest that Living Unit Officers initially bring to their new role. Unfortunately, due to present fiscal restraints, there are some with which we have to live, hopefully temporarily. Others can and should be minimized, if not completely eradicated from the Living Unit system.

As a caseworker the Living Unit Officer is to be the first line of contact within a team of officers, each of whom carries a caseload of inmates. While the Living Unit Officer is required to supervise all inmates during a shift, the inmates on his caseload are his special responsibility, and he must manage his time in a manner whereby the needs of inmates on his caseload are met.

The Living Unit Officer is to be a member of the Inmate

Program Planning Committee. After the plan has been

formulated, the Living Unit Officer is expected to assist

the inmate in whichever way possible to realize the goals

of his plan. The scope of assistance is broad and

encompasses (1) the establishment of effective interpersonal

relationships, and (2) being an active member of the Living

Unit team in order to assess the progress of the individualized

plans of inmates on his caseload.

In order to establish effective interpersonal relationships,

the Living Unit Officer may find himself engaged in any

combination of the following activities. First, simply

talking to the inmates, listening to what they have to say.

Then, providing alternatives to problems, helping with

personal problems, counselling, giving guidance, interviewing,

interpreting rules and regulations, providing feedback, reading files, disciplining them, granting permission and supervising telephone calls, assisting in composing letters, job applications, tax returns, participating in social and recreational activities, referring them to appropriate others, escorting them on temporary leaves of absence, and, sometimes, meeting their friends and/or families on request.

This list of activities is by no means exhaustive as there are many other ways in which one can develop effective interpersonal relationships which will be more difficult in some cases than in others. The information gathered from this sort of contact is to be shared with the team, ultimately charged with collecting all information in order to make decisions on various aspects of the inmate's life.

As an active member of the Living Unit Team, the Living Unit Officer is required to become involved in other areas of programming which will assist the team in the overall assessment and progress of inmates. These activities include contacting other institutional staff and outside agencies, visiting shops and areas where inmates work, assuming an active role on adjustment committees, earned remission, temporary leave of absence, grading, transfers, work change and parole application boards, attending range meetings, review sessions, case conferences and unit staff meetings.

In some aspects of casework management, the Living Unit Officer has to make written reports containing recommendations based on his knowledge of the case. These apply especially to parole, temporary leave of absence, changes in inmate program plans, and discipline. In some institutions,

Living Unit Officers have progressed to writing Part II:A's of Parole Application Forms. Progress reports should also be made at least once every three months.

Other aspects of the role of the Living Unit Officer include completing routine forms, supervising housekeeping, distributing mail, plus all the other little daily routines an officer may encounter during any given shift of duty.

From the foregoing, it is evident that the role of Living Unit Officers is difficult. These men need all the help, support and encouragement they can get from senior administrators, supervisors and colleagues, especially in the early life of the program when they are struggling to adapt to their new role. They need to develop a certain amount of freedom of movement, co-operation with other divisional staff and ultimately, autonomy in their daily work. (See Appendix A, Revised Draft Job Description for Living Unit Officers).

3. The Role of Living Unit Supervisors

Just as the Director sets the tone of the program for the entire institution, so does the Living Unit Supervisor for any given unit. As manager of the unit, his style of leadership will have a direct impact on the operations, staff, and inmates attached to it. In the Living Unit system, the preferred style is participatory management.

The Living Unit Supervisor has many obligations - to inmate program development, overall security, unit operations, staff development, team development and administration.

To meet these obligations, the Living Unit Supervisor must be more than just a manager. He holds a very key position in the Living Unit team. He is the team leader and must be able to demonstrate team leadership abilities in the daily execution of his work. He must be the guiding light of and for the team, as well as be capable of getting

things done through the team.

In inmate program development, the Living Unit Supervisor acts as Chairman of several boards designed to assess and further the resocialization process of inmates. These include temporary leave of absence boards, grading, earned remission, Adjustment committee, parole applications, transfers, and changes in inmate programs. When time permits, he may also attend as a member of other boards and meetings such as case conferences, inmate committee meetings and range meetings.

The Living Unit Supervisor is responsible for co-ordinating special events, counselling difficult inmates and liasing with outside agencies on behalf of inmates.

The Security role of the Living Unit Supervisor is to ensure that an effective security program is maintained

for the safety of inmates and staff. In addition to getting routine security duties performed, the Living Unit Supervisor is expected to initiate changes to improve security procedures and practices within the unit.

Through teamwork co-ordination, the Living Unit Supervisor administers all unit operations to provide a desirable level of efficiency. These duties usually incorporate making up duty rosters, leisure time schedules for inmate recreation, ordering supplies, responding to correspondences, signing and authorizing various forms and planning unit expenditures. While this aspect of the Supervisor's role is necessary, it is essential to guard against being bogged down in paper work at the expense of neglecting the very important function of staff development.

Whether implied or stated, Living Unit Officers look toward their Supervisor for guidance and direction in

several areas of their work. The Supervisor who is not available to provide these services to his staff may find his power and authority being gradually eroded, most likely by someone with strong leadership qualities within the team.

The Supervisor's role in staff development is to provide on-the-job training through advice, counsel, discipline, encouragement, frequent assessment and feedback of performance. The Supervisor must also be constantly aware of changes in policy, directives, rules and regulations, and should impart such information to his staff at regular unit staff meetings. His overall objective should not be to simply keep his staff happy and contented, but also to prepare them to assume more responsible positions, as much as the system permits.

While in order to develop a team each member is obligated

to contribute, the Living Unit Supervisor has the specific responsibility for leadership in team building. It entails setting good examples, no show of favouritism, discouraging negative comments about other members, settling disputes, encouraging positive ideas and actions. The Supervisor must be especially sensitive to that fine line between the development of a Living Unit Officer/Supervisor team and a Living Unit team. The Living Unit team normally includes Living Unit Development Officers and Psychologists, and these staff may inadvertently not be invited to unit meetings, especially in cases where they are not visibly interactive with Living Unit Officers and inmates of their unit. When this occurs, the strategy that the Supervisor uses to promote better team solidarity will depend upon the personalities involved, and the rapport between himself and Head, Living Units who holds the responsibility for team development from another vantage point.

Thus the role of the Living Unit Supervisor extends beyond the unit to other members of the administration. His daily work brings him in close contact with Head, Living Units either to plan or liase some aspect of the program. Through attendance at boards and meetings he becomes a working partner with divisional heads.

There should be continuing contact with Living Unit Development Officers to co-ordinate and supervise Living Unit Officer case load management, to plan inmate programs, case conferences, staff training sessions, meetings and discussions.

The Supervisor must strive to develop a uniquely good relationship with keepers, with whom many security matters are shared and discussed. Living Unit Supervisor/Keeper rapport is of paramount importance during evenings and weekends when one is in charge of programs and the other

of security and administration. Without rapport, it becomes impossible to resolve conflicts which may arise occasionally. (See Appendix B, Revised Draft Job Description for Living Unit Supervisors)

4. The Role of Living Unit Development Officers

The main thrust of the role of Living Unit Development Officers is still case work management. However, in the Living Unit program, Living Unit Development Officers are expected to function as case work co-ordinators, wherein some aspects of case work management are delegated to Living Unit Officers and all aspects co-ordinated by Living Unit Development Officers. Since each Living Unit Development Officer shares a common interest in the program development of his/her entire unit, and a more specific interest in his/her caseload, teamwork between Living Unit Development Officers and their colleagues, Living Unit Officers, and their Supervisor, is absolutely essential.

To be a member of such a team Living Unit Development Officers cannot be desk bound or inaccessible to Living Unit Officers and Supervisors. They must be highly visible and active in unit affairs, otherwise the concept of teamwork will be just a figment of the imagination for many, inmates included.

In their role as casework co-ordinators, Living Unit Development Officers have the overall responsibility to see that the casework needs of inmates on their mutually shared caseload (with Living Unit Officers) are met.

Casework duties that are delegated to Living Unit Officers must be supervised, either functionally through the Living Unit Supervisor, or directly, by the Living Unit Development Officer, and eventually tied together by the Living Unit Development Officer.

These co-ordinating functions require constant consultation with Living Unit Officers whose knowledge of case work management is initially limited. It is therefore incumbent

upon Living Unit Development Officers to spend time with Living Unit Officers explaining case management techniques, giving advice, direction, interpreting program directives and policies, sharing information on all cases, discussing problems and/or conflicts of individual cases, suggesting appropriate action and seeking verbal and written feedback.

By co-ordinating with the Living Unit Supervisor, Living Unit Development Officers can further the development of case management through regular meetings with the Living Unit Officer staff, case conferences, leadership participation in range meetings and review sessions.

In accordance with sound delegation practices, Living Unit Development Officers must, over time, gauge the case work management abilities of their officers and delegate accordingly. Work is not to be just dumped on them

without guidance and assistance. Most Living Unit Officers are enthusiastic and interested in their work and would welcome assignments but they are not to be left on their own, especially during the early stages of program development. The process will be very time consuming for Living Unit Development Officers who may be swamped with questions and telephone calls from Living Unit Officers. There will be the temptation to do it yourself for the sake of expediency. However, the time spent in mutual consultation is not only worthwhile in the long run but necessary for the growth and development of the program, of staff, and of inmates. Through consultation, learning and the benefits thereof are reciprocal, for while Living Unit Development Officers are ascribed the role of 'expert' in case management, it is rare that they do not learn something from Living Unit

Officers whose nuts and bolts experience enrich the mutual understanding of case work management.

In addition to co-ordinating case work, the Living Unit Development Officer retains full responsibility for writing final reports on individual inmate program plans, progress reports, temporary leave of absence and parole suitability, transfers, earned remission and forfeited statutory remission. They are also required to attend all the various boards and meetings that deal with the affairs of inmates.

Beyond these, the role of Living Unit Development Officers is flexible. They have an obligation to initiate meaningful programs and to evaluate same initiated by others. They are partly responsible for the identification of staff training needs and for the conduct of training sessions ..

where possible. Through program evaluation, they should recommend changes to Head, Living Units. There is often the need to make referrals to specialized others, to advise and consult with Living Unit Supervisors, other divisional heads, parole officers, community and after care agencies. Above all, Living Unit Development Officers should encourage self-development of Living Unit Officers whose contribution to the overall program must at all times be encouraged. (See Appendix C, Revised Draft Job Description for Living Unit Development Officers)

5. The Role of Psychologists

As with Living Unit Development Officers, psychologists in a Living Unit institution are required to move out of the one-to-one office situation and into the units to which they are assigned. Their basic role is still the provision of psychological services to inmates except that in the Living Unit program this must be achieved more indirectly through consultation and development of Living Unit Development Officers, Living Unit Officers and Living Unit Supervisors.

The more adaptable psychologist to this kind of work is one whose background is in the field of applied psychology which requires the application of a wide range of methods and techniques in the human behavioural sciences. These must be imparted to staff at the working level in the simplest possible form so as not to confuse them with

psychological jargon. Because there are at most three psychologists in any given institution, it is very important that the knowledge they impart reach as many staff as possible with the hope that its effects will influence a large proportion of inmates, at least larger than the psychologist would be able to reach in one-to-one office situations. For this reason, it is essential for psychologists to be continuous members of two committees, the Inmate Program Planning committee whose membership varies within each unit, and the Planning and Evaluation committee. Beyond these, membership on other committees could be elective.

At the Inmate Program Planning Committee, the psychologist is expected to present and interpret the ramifications of a profile of each inmate in which is contained an assessment of personality dispositions, intelligence and vocational potential, vocational interests, aptitudes, motivational level and behavioural patterns. The

profile assessment will assist the committee to decide upon an appropriate plan either with or for the inmate.

The psychologist must continue to monitor the plan, to recommend alternate ways of dealing with emotional, attitudinal and behavioural problems, and to deal directly with those found too difficult to be handled by other staff. The tools used may include a series of clinical interviews, special individualized programs specifically designed to bring about change, any assortment of recognized group therapy or group counselling programs, environmental or behavioural control programs.

Except in the case of the clinical interviews, the psychologist has to consult other appropriate staff in order to set up effective programs. It is important to explain to a school teacher, for example, what is being done and why, for an inmate who is intelligent but who goofs

off most of the time that he is in the classroom. Part of the program may require the school teacher's intervention, and he cannot act if he does not know what the psychologist is doing.

In the Living Unit program, psychologists should be resource consultants to all program operators and to the institutional policy makers. It is their role to advise staff of the implications and potential effects, good and/or bad, of implementing certain programs or policies affecting either the entire population or groups of inmates, and to make recommendations on their adaptation. Psychologists are also required to evaluate existing programs and policies with recommendations to retain, abolish or modify.

Psychologists are expected to contribute to the staff training program of the institution giving special attention to training needs in the area of psychology. They may

contribute either in the design and preparation of the training program, in the conduct of some sessions or in the evaluative and practical follow-up. They can be very useful resource trainers at range meetings and review sessions.

In the more individualized situations, they must on request determine the need for psychiatric referral, determine an inmate's suitability for transfer to a reduced security facility, and assess the potential for dangerousness on parole or temporary leave of absence, especially in the case of dangerous sexual offenders, murderers and habitual criminals.

As member of the Planning and Evaluation committee, psychologists are to conduct and/or contribute to research and evaluative projects carried out by the institution or other agency.

Finally, the influence psychologists may have on programs, staff, and inmate development depends not only on their capabilities, but also on their ability to absorb themselves into the Living Unit teams and to carry out their daily work without professional distance which reduces the possibility of gaining the confidence of staff and inmates.

6. The Role of Heads of the Living Unit Program

Heads of the Living Unit Program have three main responsibilities

(1) to direct and develop the program through the work of Living Unit Development Officers, Living Unit Officers and Living Unit Supervisors (2) to liaise the administration of the program with other divisional heads and (3) to provide feedback to senior administrators of the institution. In either of these three situations, they perform the role of program facilitators through whom growth and program expansion are possible.

In this very Key position, the personal commitment of the Heads, Living Unit to the program must be highly visible. This person has to rely on staff to operate the program at a satisfactory level, and to be initiative at the same time, hence a great deal of confidence in the abilities of subordinates is essential. Without it, there could be problems with staff performance and morale. There is a need for Heads to constantly define objectives, provide feedback and inject new suggestions

and ideas into the Living Unit system.

In discharging their responsibilities toward program direction and development, Heads must have as one of their main objectives the establishment and maintenance of open communication. It is therefore necessary to hold frequent and regular meetings with Living Unit Supervisors and Living Unit Development Officers, jointly and in separate groups. There will undoubtedly be a need to meet frequently with Living Unit Officers in the early stage of the program, occasionally thereafter.

To date each institution has worked out its own schedule of meetings and these vary. For the main part, however, the Head, Living Units meets weekly with Living Unit Development Officers, daily with Living Unit Supervisors and monthly with the department which includes Living Unit Officers and psychologists. These scheduled meetings are essential, but the membership is too often limited to Living Unit staff. If we wish to integrate and co-ordinate all programs, other divisional heads such as Social and Occupational Development, Supervisor of Industries, and, Parole Officers, must be asked to participate as regular members of some of these meetings.

The scope of topics to be discussed at these meetings is fully open-ended and will invariably include operational or policy concerns which sometimes have the potential of eroding team spirit. The Head Living Units must be sensitive to these observations and do whatever is necessary to maintain and/or foster the team approach. As administrative leader at these meetings, Living Unit staff may have the natural inclination to have him/her provide answers to operational problems. It is important for the Head to guard against becoming the problem solver and rather be the resource person providing information, alternatives, suggestions and feedback.

Heads have a vital role to play in truly bringing to life the concept of the Living Unit program as an institutional way of life. They usually consult or liaise daily with other divisional Heads on various aspects of programs, procedure, constructions, special projects or some general area of concern. These contacts provide opportunities to sell the program, and to encourage the contribution and integration of more staff into

the total institutional system.

The Head of the program also comes into contact with most of these same staff in a more formalized manner at meetings with the Director and senior administrators. During such deliberations there is a need to balance and put into perspective the aspirations of the working staff and the policies of the institution both of which may not always coincide. Normally the Head will provide feedback on the overall development of the program and seek ideas and suggestions from those present for its further improvement.

The day-to-day operations of their areas of responsibility demand a fair amount of time spent in office, reviewing and authorizing various documents, handling crisis situations, meeting representatives of outside agencies, chairing boards etc. The Head must nevertheless find time to circulate among the units, to plan, assess and monitor the overall program with the view to directing its development according to Living Unit principles.

7. The Role of Social Development Staff

Social development programs are so akin to Living Unit principles that they should be naturally integrated into the overall system yet they are not in most institutions. If, for no other reason, programs must become integrated with the advent of new legislation on earned remission. One third of an inmate's remission will be based on overall participation in institutional programs and the assessment of this will require input from all program staff as well as closer ties between Living Unit teams and Social Development.

As mentioned elsewhere, the Head of Social Development should be a member of the Inmate Program Planning Committee and the Planning and Evaluation Committee. The Head of Social Development need not be a member of the unit committees which will be assessing earned remission. That responsibility may be delegated to officer(s) involved in the inmate(s)

program plans. The Head, Living Units and Head, Social

Development should work as partners, sharing information

and developing plans together on all areas of mutual concern.

Each of the six components of Social Development can make

a unique contribution to the program. These staff usually

see inmates during leisure hours or when relaxed at a visit

with friends and families. Under these circumstances, it is

not uncommon to find people behaving differently and such

observations can enhance the overall assessment of inmates.

In order to promote integration, it is suggested that each

Social Development Officer become members of unit committees

consisting of Living Unit Officers and inmates. Or, each

should be asked to attend unit meetings on a rotation basis,

depending on the relatively of the officer's work and the

topics under discussion. No matter what system of intergration

an institution devises, the major concern should be

increased participation and input from Social Development with the view to developing better programs in which inmates can be responsible, better means of assessment, better program coordination, and better overall social development of inmates.

Librarians should be consultants to Living Unit teams and inmates, giving advice on all reading material and audio-visual aids. They should be able to motivate people to use available library resources and to provide these through inter-library loan or other means if not available in the institutional library.

Librarians are in an advantaged position to help inmates plan and organize special interest groups in the form of book discussions, seminars, book clubs and educational film series. Depending on the need, they could chair some of these groups themselves or arrange to invite special guests who are

expert in particular topics.

Part of an inmate's program plan may be learning skills in librarianship in which case the librarian can play the role of supervisor and teacher. Whatever the activity, the librarian's contribution to individual inmates or to groups of inmates and Living Units teams, can have very far reaching effects.

Physical Education Instructors should also work closely with Living Unit teams in developing individual or group physical health programs with inmates who are interested in this kind of activity. In planning large group physical education activities, these instructors can enlist the help and support of Living Unit teams whose ideas and suggestion might make the activities more meaningful to the inmates.

Visits and Correspondence Officers can assist Living Unit teams in assessing inmates based on their knowledge of

familial and friendship relationships which sometimes change and may affect the attitude and behaviour of the inmate.

The officer will be in a better position to deal with the inmate if there is some general understanding of where the difficulty lies.

Visits and Correspondence Officers can be useful resources to Living Unit teams by assisting in the screening process of volunteers. Through cooperative planning with the teams, they can also help to identify those inmates most in need of volunteer help and set up programs to meet these needs.

Arts and Crafts Instructors get first hand knowledge of an inmate's creative ability and the way in which he expresses his individuality. Through joint planning with the Living Unit Team, the Arts and Crafts instructor can set up workshops in which inmates are encouraged to express their latent skills with a sense of pride and accomplishment.

Social and Cultural Development Officers can provide that

link between the inmate and people in the free community.

In consultation with Living Unit Teams, and with inmates, a

large variety of programs with a social/cultural focus can

be organized to foster and maintain a sense of belonging to

the outside world.

Life Skills Instructors provide a program designed to assist

inmates in self growth and re-integration into the community.

The feedback that they can provide to Living Unit teams on

the general progress and adaptability of inmates is essential

to the assessment and to the decisions that will be made

about them.

Finally, it is strongly advisable that right from the

planning stages, Head Social Development and Head, Living Units

should strive toward program integration through information

sharing and joint program planning. Benefits to the inmates

cannot be but increased.

8. The Role of Other Divisional Staff

Most of all other divisional staff have traditionally been in a very good position of getting "to know the inmates well". These staff are usually with inmates for most of the working day, and include school teachers, shop instructors, kitchen and laundry staff, vocational instructors, and many others. While their main responsibilities are in the area of work, it is almost impossible for them not to be aware of other aspects and attributes that the inmates may have or develop during their stay in the work area. Their input to decisions that Living Unit teams take on various matters of inmate programming will definitely strengthen the team's decision.

It is up to Living Unit teams to go to the offices of these staff and, within the bounds of confidentiality, seek, discuss and share relevant information, not only for decision making

purposes, but also to be in a position to keep abreast of the inmate's progress, or problems he may be experiencing.

Consultation with these staff is also necessary when planning individual inmate or group programs that bear on the operation of these various departments.

Security. In a Living Unit institution the basic role of the security division is to provide efficient and effective security measures at the perimeter of the institution, and at static posts. They also work in the units on the midnight shift in most Living Unit institutions. Security staff, especially those at the working level, can bring another dimension of inmates' behaviour to Living Unit teams. Although they are not in continuous contact with the same inmates all of the time, they do observe certain patterns and habits of individual inmates and will, if requested, share their opinions with Living Unit team members. Consultation

through informal discussions have proven useful to this end, and to the maintainance of good relationships between security and Living Unit Officers.

Chaplains play a unique role in the Living Unit program through their involvement with inmates on the tangible and sometimes less tangible areas of human existence. They see inmates either on a voluntary basis, through referrals, or because of a crisis such as a death in the family.

Chaplains, like other staff members, can share and exchange information within the bounds of confidentiality with Living Unit team members. It would be of great assistance to Chaplains in their dealings with inmates if they know the goals and plans developed by Living Unit teams.

CONCLUSION

(To be completed when all
comments have been received)

APPENDICES

APPENDIX A

Draft Job Description

for

Living Unit Officers

CANADIAN PENITENTIARY SERVICE

SPD

POSITION DESCRIPTION

(Date)

INSTITUTION: POSITION NO.:
 LOCATION: INCUMBENT:
 DIVISION: Socialization CLASSIFICATION LEVEL: CX-LUF 1
 POSITION TITLES: Living Unit Officer EFFECTIVE DATE:
 (Medium Security Institutions)

Summary

Under the supervision of a Living Unit Supervisor, establishes effective interpersonal relationships with inmates and participates as an active member of the Living Unit Team in formulating and assessing progress of individualized correctional programs, maintains control and supervision of inmates and the security of the Living Unit, and performs other duties.

DUTIES% of
Time

1. Establishes effective interpersonal relationships with inmates 30
 as a means of positively influencing their resocialization process,
 assuming responsibility for those specifically assigned to his
 caseload by:

- assuming permanent membership of the Inmate Program Planning Committee to assist in the program planning of all inmates on his caseload;

- reading files on all inmates assigned to him and consulting with Living Unit Development Officers in order to gain an understanding of background factors and dynamics of each case;
- maintaining a follow-up system to study new information added to files
- interviewing inmates for the purpose of formulating individual programs with realistic goals, providing encouragement, and advising of decisions regarding requests;
- counselling inmates, individually or in groups, regarding pertinent problem areas such as failing to follow individualized programs, settling complaints, resolving conflicts, and answering inquiries;
- interpreting rules and regulations to inmates to ensure an understanding of conduct expected;
- disciplining inmates for minor rule infractions and recommending appropriate punishments;
- granting permission, and supervising, telephone calls to inmates on his caseload, and monitoring other approved inmate telephone calls;

DUTIES

% of
Time

- supervising and participating in inmate social and recreational activities;
- assisting inmates in composing letters, job applications, tax returns, temporary leave of absence request forms and aprole applications;
- meeting with families, friends, potential employers, etc., to advise of inmate's plans, progress, problems, strenghts and weaknesses, within the bounds of confidentiality;
- escorting inmates on temporary leave of absence to visit families, community, potential employers, etc., in preparation for eventual release.

2. Participates as an active member of the Living Unit Team ensuring that inmate programs are fulfilled by:

30

- working closely with his Living Unit Development Offficer in all areas of casework management to foster team and program development;

DUTIES

- consulting with other institutional staff to give and gain information relating to inmates' individual program plans and progress within the bounds of confidentiality;
- visiting shops and other areas within the institution, observing directly and discussing with staff inmates' work habits and conduct, answering inquiries regarding the Living Unit concept, and keeping other staff informed and involved in inmates' programs;
- attending and taking an active part in meetings and group discussions such as range, unit, review and staff meetings;
- being a participant of Boards considering such matters as discipline, earned remission, grading, temporary leave of absence, parole applications, work changes, transfers, and restoration of forfeited remission;
- submitting written reports and recommendations on matters pertaining to these boards;
- writing regular monthly progress reports of inmates on his caseload, and recommending changes and/or priveleges in program plans as necessary;

DUTIES

- requesting community assessments following consultation with his Living Unit Development Officer;
- completing routine forms, processing all request forms, and keeping appropriate records;
- making referrals, as considered necessary, to specialized counsellors such as Living Unit Development Officers, Chaplains, or psychologists, noting unusual behavioural changes in the referring report;
- consulting with and arranging interviews with after-care representatives and other community resources, giving pertinent information re inmates and institutional policy.

3. Maintains control and supervision of inmates and the security of the Living Unit by: 30

- conducting regular checks to ensure that doors, barriers, keys, and other security equipment are in good working order, and are safeguarded;
- counting inmates, formally and informally at various times, and regulating individual and group movements;

DUTIES

- searching inmates, rooms, and other areas to prevent possession or passage of contraband;
- operating security control devices and communication equipment;
- reporting serious or continuing breaches of discipline; and
- advising security personnel regarding potentially disturbing situations, such as escapes, fights, riots, or sit-ins.

4. Performs other duties such as assuming the duties of the Supervisor in his absence, distributing mail in units, supervising dispensing of medication in the units, supervising work details in units, conducting tours of institution, checking for cleanliness, safety and fire hazards in the unit, and keeping abreast of current literature and new developments in the correctional field.

CERTIFICATION

"I certify that the above position description states accurately the duties and relationship of this position."

Signature of Employee _____ Date _____

Signature of Supervisor _____ Date _____

Approved by _____ Date _____

APPENDIX B

Draft Job Description
for
Living Unit Supervisors

POSITION DESCRIPTION

STITUTION: POSITION NO.:
CATION: INCUMBENT:
VISION: Socialization CLASSIFICATION LEVEL: CX-LUF 2
SITION TITLE: Living Unit Supervisor EFFECTIVE DATE:

SUMMARY

Under the general supervision of the Head, Living Units, implements and coordinates correctional programs for approximately 100 inmates, supervises a staff of approximately 12 Living Unit Officers, administers the operations of the Living Unit, maintains an effective Security program, and performs other duties.

DUTIES% of
Time

1. Implements and coordinates correctional programs designed to further the resocialization process for approximately 100 inmates by:

- assuming the role of team leader to ensure the continuous development of a strong Living Unit team;
- working closely with Living Unit Development Officers, Head, Living Units and Assistant Head, Living Units, to

DUTIES

- assist in co-ordinating case work for Living Unit Officers, case conferences, discussion groups, various meetings, program planning, or any other team building activity;
- consulting frequently with Head, Social Development to coordinate special events, and leisure time activities;
- maintaining and improving team development through constant consultation with Head, Social Development, AD/Occupational Development and Supervisor of Industries, on all correctional program matters;
- maintaining full responsibility for all areas of programs during evenings, weekends and holidays;
- constantly consulting and liasing with the AD/Security, and the keeper in charge when the institution is closed, on all matters of security, to foster good relationships and integration of all programs within the institution;
- conducting, as Chairman, meetings and Boards within the Living Unit for the purpose of assessing inmates with respect to temporary absence, earned remission, grading,

DUTIES

% of
Time

- restoration of remission, minor offences, individual inmate program changes, parole, and requests for transfer; by referring all the above situations to Head, Living Units for resolution in cases where there is conflict of decisions;
- participating in meetings and Boards involving case conferences, work changes, serious or flagrant offences, range representatives, inmate committees, range and unit meetings, and staff follow-up sessions;
- recommending changes in existing programs, and implementing new programs in consultation with the Planning and Evaluating Committee;
- studying individual inmate cases where there exists special or difficult problems, and recommending appropriate action;
- counselling inmates regarding progress, personal problems, disciplinary matters, etc.; and
- approving in the absence of the inmate's Living Unit Officer, telephone calls to inmate families where special circumstances exist or where such will assist in the resocialization process;

DUTIES

% of
Time

2. Supervises the activities of approximately 12 Living Unit Officers ensuring that staff are managed within the parameters of the applicable collective agreement by:

25

- scheduling duties of subordinates including rosters, shifts, leave, overtime, checking attendance, arranging escorts for temporary absences, providing supervision for special events, etc.;
- conducting regular meetings with Living Unit Staff keeping them informed of changes in policy, directives, etc.;
- instructing subordinates in the performance of specific tasks;
- ensuring that Living Unit Officers discuss with inmate visitors, potential employers, etc., matters related to institutional programs, individual strengths and weaknesses, progress, etc.;
- ensuring that Living Unit Officers consult with representatives of community agencies and meet with citizen participation groups, giving pertinent information and advising of institutional policy;

DUTIES

% of
Time

- assessing performance of subordinates, in consultation with Living Unit Development Officers, and submitting appropriate appraisal reports;
- providing advice, encouraging, disciplining, recommending promotion and further training;
- observing performance and providing on-the-job training;
- consulting with Living Unit Development Officers regarding specific inmate/staff problems; and
- keeping acquainted with Living Unit philosophy and interpreting same to other staff;

3. Administers the operations of the Living Unit maintaining efficiency and a teamwork approach by:

17

- planning and scheduling leisure time activities such as card games, TV viewing hours, within the Living Unit;
- ensuring that adequate facilities and supplies are available within the unit to carry out the programs;

DUTIES

- being responsible for the efficient daily operation of the unit, including cleanliness, safety, fire hazards, etc.;
- assigning inmate cases to specific subordinates, in consultation with Living Unit Development Officers;
- examining correspondence received and writing replies and appropriate reports;
- writing observation and activity reports, and maintaining necessary and appropriate records;
- resolving problems, complaints or disputes, or recommending corrective action in such matters;
- recommending inmate trust fund withdrawals; and
- recommending expenditures from the Unit Inmate Welfare Fund.

4. Maintains an effective security program within the Living Units, ensuring safe control of inmates by:

20

- ensuring that there are adequate static security devices

DUTIES

- and equipment within the unit and that such are in good working order, such as locks, control rooms, keys, safe, etc.;
- maintaining a high level of dynamic security, ensuring that the unit team remains alert to possible disruptive situations, takes appropriate steps to avoid such, and reports same;
- establishing daily working procedures, and recommending or drafting pertinent standing and routine orders;
- establishing and maintaining effective relationships with security personnel, exchanging information relating to the security of the unit and the institution;
- initiating and/or recommending changes to improve security procedures;
- supervising inmate counting and movement procedures; and
- deciding, in accordance with directives, which inmate charges are of a minor nature, and referring to the institutional Disciplinary Board breaches considered serious or flagrant.

% of
Time

DUTIES

5. Performs other duties such as participating as a member of staff selection boards, ensuring the supervision of the operation of inmate canteen within the unit, assigning staff to conduct institutional tours or conducting them when necessary, maintaining regular contact through visits and consultation with other section needs and other institutional staff, interpreting policy and institutional procedures. 3

CERTIFICATION

"I certify that the above position description states accurately the duties and relationship of this position."

Signature of Employee _____ Date _____

Signature of Supervisor _____ Date _____

Approved by _____ Date _____

APPENDIX C

Draft Job Description

for

Living Unit Development Officers

CANADIAN PENITENTIARY SERVICE

SPD

(Date)

POSITION DESCRIPTION

INSTITUTION:

POSITION NO:

LOCATION:

INCUMBENT:

DIVISION: Socialization

CLASSIFICATION LEVEL: WP-3

POSITION TITLE: Living Unit Development
Officer (Medium Security
Institution)

EFFECTIVE DATE:

Summary

Under the supervision of Head, Living Unit, functions as a member of a Living Unit team in developing programs within the living unit program, formulating individual inmate program plans and providing casework services to approximately 35 inmates, providing guidance in casework to Living Unit staff and participating in the evaluation of their performance, establishing and maintaining liaison with institutional and community resources and performing other duties.

1. Develops programs within the Living Unit concept:

- by working in very close contact with Living Unit Officers, Living Unit Supervisor's and Living Unit Development Officers in the Unit to ensure the development of a co-ordinated and consistent Living Unit team.

- by acquiring a thorough knowledge of the philosophy and activities of the Living Unit program and conveying this knowledge to Living Unit staff, and other staff inside and outside the institution;
- by initiating well thought out programs, and evaluating programs initiated by others, including inmates, within the Living Unit;
- by preparing and conducting staff training sessions for the purpose of increasing the effectiveness of Living Unit staff;
- by having regular meetings with Living Unit teams to discuss problems, conflicts, and initiate course of action;
- by attending range and Unit meetings and review sessions as required, and take a leadership role when necessary;
- by participating as member of the Inmate Program Planning Committee
- by making recommendations to the Head, Living Unit and to the Planning and Evaluation Committee on the

- effectiveness and development of the Living Unit program and other various programs existing in the institution;
 - by frequently consulting other institutional staff, especially Head, Social Development and AD/Occupational Development, on case work matters, and making every effort to enlist their participation in teamwork;
2. Assists the Living Unit team in the formulation of individual inmate program involvement and provides casework supervision and services to approximately 35 inmates:
- by analyzing pre-sentence, psychological, psychiatric, and previous institutional reports, and other available information on each new inmate assigned to him/her;
 - by interviewing each new inmate assigned to him/her and mapping out, with the inmate and Living Unit staff concerned, a plan involving long and short-term goals;
 - by preparing and/or supervising the preparation of intake assessment reports and other progress reports as required;

- by conducting therapeutic interviews (with individuals and group), using established techniques, to promote a realization of individual problems and produce more socially acceptable behaviour;
- by regularly evaluating, in conjunction with Living Unit team, each inmate's progress to determine how successfully he is following his program plan and take action accordingly;
- by convening case conferences, including Living Unit staff and other staff concerned, as well as the National Parole Service, to evaluate the more complex cases and formulate a plan of action;
- by making recommendations on the inmate's suitability for parole, Temporary Absence, transfers to other institutions within the Canadian Penitentiary Service, and restoration of Forfeited Statutory Remission.

3. Provides casework supervision for Living Unit staff and participates in the evaluation of their performance:

- by providing specialized advice and training to Living Unit staff as to how to handle individual

- problems and group meetings, and how to interpret behaviour;
 - by interpreting Commissioner's Directives, Divisional Instructions, and other pertinent literature to Living Unit Officers pertaining to casework and other related matters;
 - by encouraging self-development on the part of Living Unit Officers through the provision of reading material and other staff training advice;
 - by acting on a regular basis, as a consultant to the Living Unit Supervisor regarding the performance of Living Unit Officers, especially during annual assessments.
4. Establishes and maintains liaison with institutional and community resources:
- by consulting with and making referrals to the psychologist, chaplains, psychiatrist, Head Social Development and other staff, as required;
 - by discussing, within the bounds of confidentiality, information with other institutional personnel and

- seeking from them information on inmates' behaviour and performance;
- by keeping other staff involved in the progress of cases through case conferences, Inmate Training Boards, Earned Remission and Grading Boards, Temporary Absence Boards, Disciplinary Boards, and other related functions;
- by discussing cases with representatives of the National Parole Service, John Howard Society, Canada Manpower Centre, and other community resources, and writing letters and reports pertaining to same;
- by requesting assistance from community resources such as community assessments, contacts with outside resources and inmate's release plans.

5. Performs other duties such as:

- participating as a member of Temporary Absence, Inmate Training, Disciplinary, Earned Remission and Grading Boards, and occasionally a Planning and Evaluation Committee member.

- representing the institution at Regional Classification Boards and National Parole Board hearings;
- participating in discussion meetings with other staff on the objectives of the Living Unit program and its relation to other sections of the institution;
- participating in meetings with the National Parole Service staff and other community resources to improve relations and coordinate efforts;
- participating and lecturing at seminars in the institution and in the community as required;
- establishing contact with inmate's family and involving them in the inmate's progress and plans as required;
- answering queries from regional and national Headquarters and from other appropriate officials and interested people, pertaining to classification matters.

Certification

"I certify that the above position description states accurately the duties and relationship of this position."

Signature of Employee _____ Date _____

Signature of Supervisor _____ Date _____

Signature of Institutional Head _____ Date _____

APPENDIX D

Draft Job Description

for

Head, Living Units

POSITION DESCRIPTION

INSTITUTION:

POSITION NO:

LOCATION:

INCUMBENT:

VISION:

CLASSIFICATION LEVEL: WP-4

POSITION TITLES: Head, Living Units

EFFECTIVE DATE:

Summary

Under the general direction of the Assistant Director (Socialization) directs a programme of milieu therapy based on diagnosis, casework and group interaction in a number of living units; is responsible for security and control of inmates within the units, for discipline and for the consideration and award of privileges; supervises the general performance of approximately 80 employees; supervises the operation of a reception programme; ensures the development and implementation of programmes to meet the ongoing training needs of the Living Unit staff; evaluates programmes; performs other duties.

DUTIES

1. Directs a programme of milieu therapy based on diagnosis, casework and group interaction in living units collectively housing 375 to 450 inmates:

- by implementing through 4 to 5 subordinate Living Unit Supervisors, 48 to 62 Living Unit Officers, 12 to 15 Living Unit Development Officers, and 1 to 2 Induction Training Officers, a residential programme designed to maximize interpersonal relations between staff and inmates and to motivate the inmate(s) to conform to socially acceptable norms because they want to and not because they have to;
- by assuming responsibility for the physical security of the living units and for the control of inmates in certain programme areas, ensuring that security procedures such as searching, counting, locking, barrier inspection are carried out efficiently by the Living Unit staff during the time that such staff is on duty;
- by developing and supervising the institutional reception programme, through the Induction Training Officer(s);
- by approving duty rosters for living unit personnel;
- by providing supervision and guidance to all unit staff in the implementation of the Living Unit programme;
- by maximizing communication and a team approach to foster consistency and continuity in treatment through staff

- relation to transfers, temporary absences, parole and other inmate privileges;
 - by ensuring that recommendations by the Living Unit staff in relation to transfers, temporary leave of absences, parole and other inmate privileges are appropriate to Living Unit objectives.
 - by evaluating the results of the program and recommending modification and alternatives as necessary;
 - by acting as consultant on living unit programmes to the Director of the institution;
 - by coordinating and integrating the living unit programmes with other institutional programmes;
 - by acting as a consultant of the Inmate Disciplinary Board; and
 - by maintaining liaison with N.P.S., and other community, private and governmental agencies to foster their involvement in the programme and ensure continuity in the treatment approach.
2. Supervises a total of approximately 80 employees through 4 to 5 subordinate Living Unit supervisors and one Assistant Head, Living Units.

- by scheduling and chairing regular meetings with his/her subordinates to discuss the programme and explain policies, directives, guidelines and institutional standing orders and to ensure that objectives are being met;
- by directly assessing the overall performance of the Living Unit Supervisors and the Assistant Head, Living Units, and by approving the performance evaluation of the Living Unit Officers and Living Unit Development Officers under their respective jurisdictions;
- by discussing the assessment with the officers the Assistant Head, Living Unit and counselling them on means to improve their performance when necessary;
- by discussing with the Living Unit Supervisors, and Assistant Head, Living Units, their assessment of their subordinates and assist them in developing appropriate remedial strategies when necessary;
- by ensuring that the Living Unit Supervisors and Assistant Head, Living Units are proficient in assessing their staff and providing them with guidance aimed at achieving objectivity in rating;

- by recommending changes in the number of staff employed;
 - by ensuring that security procedures are followed;
 - by taking disciplinary action within his/her authority or recommending other courses of action to higher authority;
 - by instituting in conjunction with the Staff Training Officer, an orientation programme to acquaint new Living Unit staff with institutional rules, regulations, facilities and their duties, terms and conditions of employment;
 - by writing or ensuring that job descriptions are prepared and up-dated for each position under his/her jurisdiction; and
 - by maintaining personnel files on each individual in his/her department.
3. Ensures the development and implementation of ongoing training programmes for Living Unit staff to ensure the development and use of correct procedures and techniques in subjects such as interviewing, counselling, case recording, security and control of inmates:

- by guiding, advising and training Living Unit Supervisors and Officers, either individually or in groups through the supervision of their ongoing unit activities;
- by assessing their needs for further development and scheduling a programme of additional training sessions to meet these needs;
- by preparing and giving lectures in criminology and human behaviour;
- by arranging other lectures, training sessions and seminars on the behavioural sciences conducted by professionals in the field, and on security by experts in that field;
- by enlisting the aid of senior institutional staff, the professional staff and after-care officials to participate in the training of Living Unit staff;
- by assigning learning objectives and instructional tasks to his/her immediate subordinates;
- by recommending individual staff members for further specialized training, as required;

- by monitoring the professional development of the Living Unit Development Officers and ensuring collateral training as above is available to facilitate their smooth integration into Living Unit teams;
 - by evaluating and modifying the training programme to make it more directly related to the attainment of the Living Unit objectives and the needs of the staff.
4. Performs other duties such as submitting annual financial estimates for the section; participating in staff selection; serving as member/chairman of boards of inquiry; acting as a member of chairman of institutional boards; participating in the training of all institutional staff as required; establishing and maintaining liaison with outside agencies and universities to interpret classification and program policy as required and to promote interest in seeking employment; making public speeches to describe and explain programmes and philosophy.

Certification

"I certify that the above position description states accurately the duties and relationship of this position."

Signature of Employee _____ Date _____

Signature of Supervisor _____ Date _____

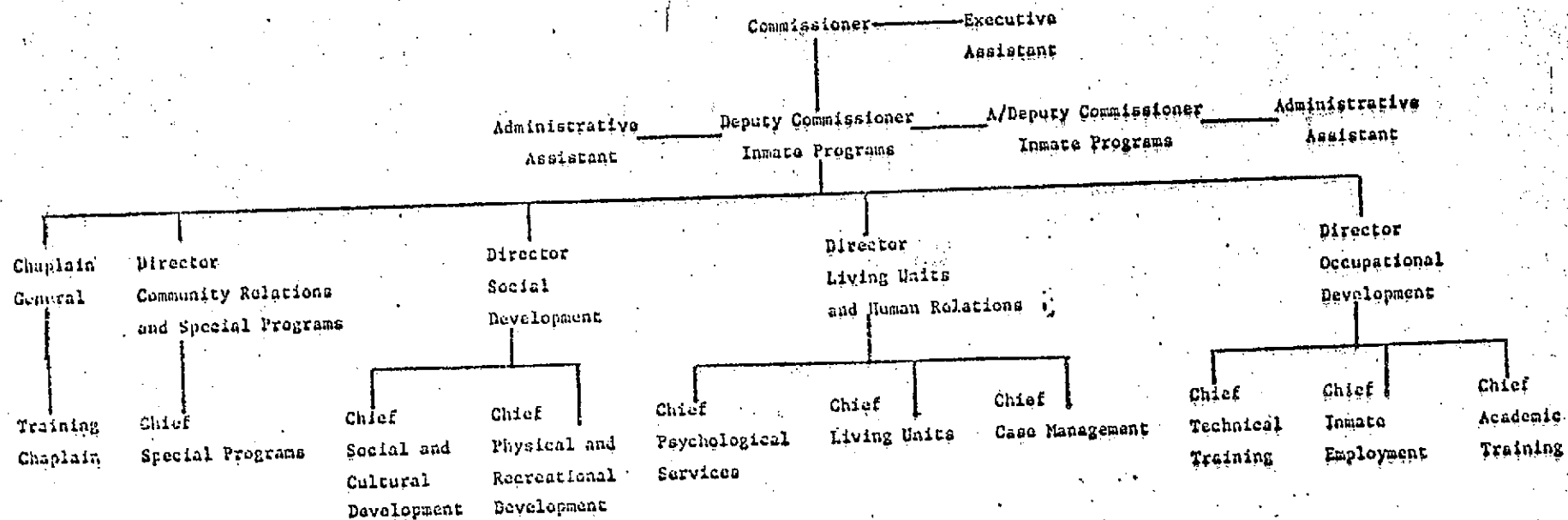
Signature of Institutional Head _____ Date _____

APPENDIX E

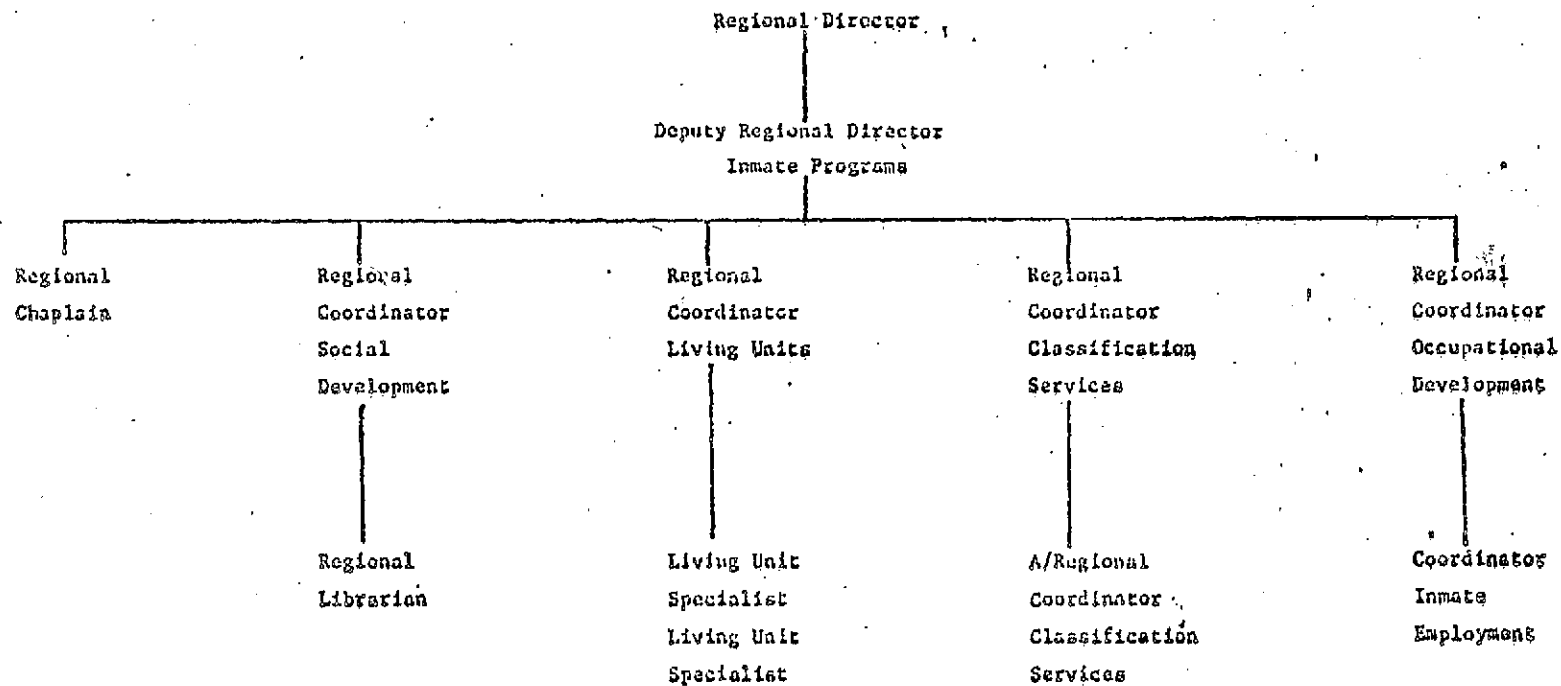
Inmate Program
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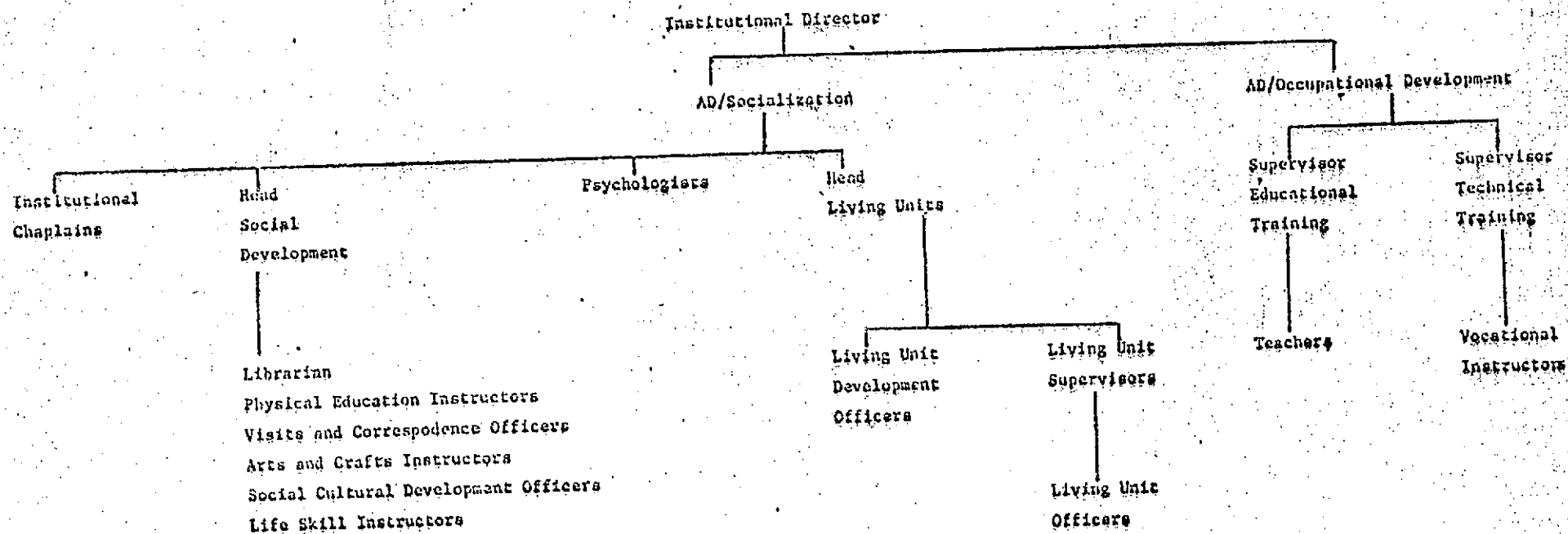
Inmate Program Division



REGIONAL



INSTITUTIONAL



APPENDIX F

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