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Correctional Service
Canada

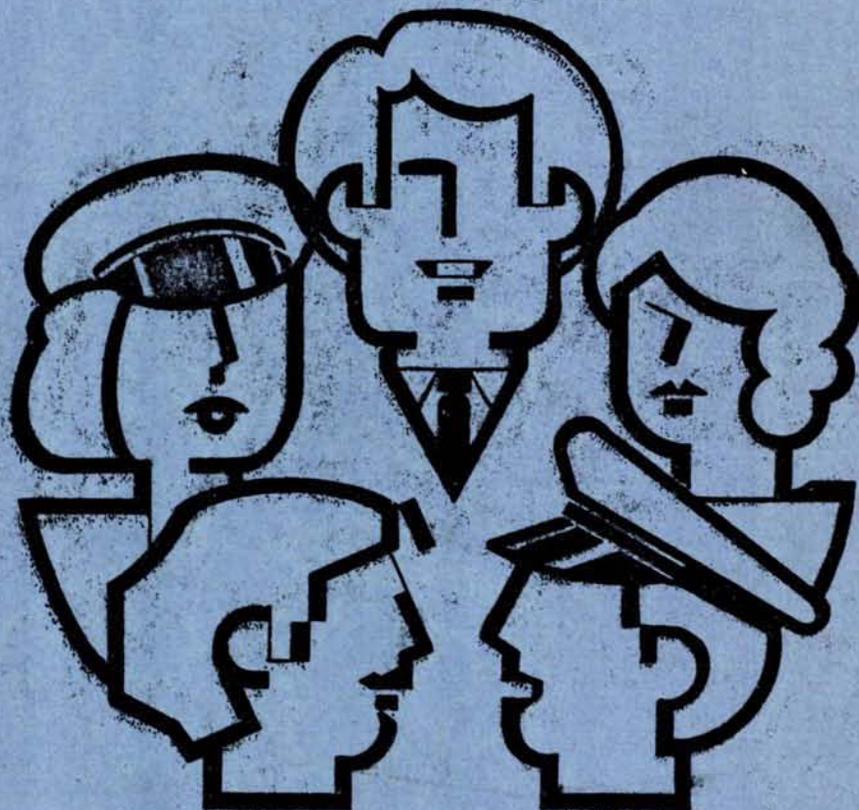
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TOWARDS UNITY AND UNDERSTANDING
Interim Report:
Task Force on Communications



JANUARY, 1989



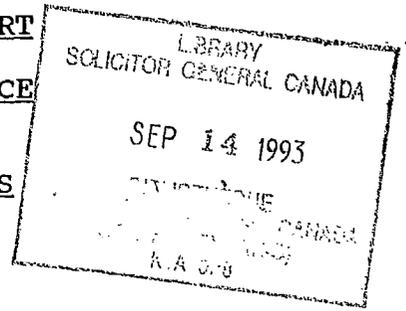
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ADDENDUM - INTERIM REPORT
OF THE
COMMUNICATIONS TASK FORCE

GENERAL RECOMMENDATIONS



Relationship with Corcan:

The marketing and promotion of Corcan products is a form of corporate communication requiring special consideration, development and initiatives. Communications services should participate in the initial planning phase of Corcan promotional endeavors to ensure a coordinated message and to provide Corcan with advice and assistance culminating in a mutually agreed upon general approach which Corcan can then pursue expeditiously and effectively.

The principle embodied in the foregoing recommendation should be extended to other divisions or departments within the Correctional Service of Canada as appropriate.

Significance of Mission Understanding:

A Communications Strategy for the National Parole Board

Since the National Parole Board and the Correctional Service of Canada have common interests and values; work with the same offenders and serve and are influenced by the same publics; the recommendations and initiatives in the report, Mission Understanding: A Communications Strategy for the National Parole Board, should be carefully reviewed, revised, adapted, and acted upon, where appropriate by the Correctional Service of Canada, per se, or jointly with the National Parole Board.

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INTRODUCTION

The following sections are excerpts from the Communications Task Force Report which have been provided for the information and guidance of the Senior Management Committee at the January, 1989, meeting. The draft report, which had been originally scheduled for review by both the Senior Management Committee and the Task Force Committees, has been delayed one month due to uncontrollable variables.

The methodology employed in the development of this Task Force Report was designed to reach a large sample of the various publics in the Correctional Service of Canada's world while at the same time developing a high degree of ownership by a supportive constituency in the ultimate product. It is arguable, therefore, based on the above premise that the process may be as important as the product.

The methodology employed brings into play a number of variables that the Task Force cannot control but which are nevertheless essential in the proposal that is being developed for senior management's consideration. A strong reluctance to deviate from the process has been noted and we recommend that the delay be accepted in lieu of more expedient measures which no doubt would detract from the purpose of this exercise.

The problems identified during the field work suggest that the concept of communications practised by management, will either contribute to the solution or exacerbate the problem. Mr. Bill Pascal of the Privy Council Office reminds us that "communications are an economical part of the solution" and we would urge the Senior Management Committee to view an extension of the process as a sound investment in future morale and commitment from a supportive constituency.

TABLE OF CONTENTS
(for final report)

FOREWORD	X
ACKNOWLEDGEMENTS	X
EXECUTIVE SUMMARY.	X
RECOMMENDATIONS.	X
MAJOR FINDINGS	X
DEFINITIONS.	X
SECTION 1: EPILOGUE AS PROLOGUE	X
a) Introduction and Background	X
b) Immediate Messages.	X
SECTION 2: CURRENT REALITY.	X
a) Consultation Results.	X
b) Response: Findings	X
SECTION 3: A NEW TOMORROW: NEW PERSPECTIVES.	X
a) Strategic Considerations and Initiatives	X
b) The Cost of Not Taking Appropriate Action	X
APPENDICES	X

TERMS OF REFERENCE

Purpose

To develop a communications program for the Correctional Service of Canada which:

- derives from the Government's Communications Policy;
- is based on and is consistent with the Service's Statement of Values and Principles;
- is responsive and responsible;
- provides an accurate perception of the Correctional Service, its role and contribution to the criminal justice system;
- has the commitment of the Service; and
- enhances the support of staff;
- fosters effective relationships with other elements of the Ministry.
- increases the awareness of the public.

Scope

It is the intention of the task force to conduct a comprehensive review of communications within the Correctional Service of Canada, and to make recommendations designed to increase the effectiveness and credibility of communications, both internally and externally.

The task force will consider all aspects of communications as they relate to both government objectives and the mandate of CSC including role, organization, resources as well as a strategy and proposals for implementation.

Background

The Correctional Service has been the beneficiary of observations included in a number of studies and even the development of action plans, all designed to improve public understanding, Service compliance with government communications policy and the attainment of the Correctional Service's mandate.

Major reports and studies span nearly two decades and all recommend a leadership and exemplary role for the Service in

promoting public understanding and support for its policies, programs and initiatives.

Methodology

A steering committee and a working group will be established. Members will be selected from CSC, other government agencies as well as non-governmental organizations. The working group will conduct interviews, consult with various organizations and individuals, analyze existing documents/data and present proposals to the steering committee for consideration, guidance and endorsement.

The role of CSC within the justice system and the perceived impact that CSC has on both this system and the public suggests that a wide sampling of opinion be sought concerning CSC's total environment to identify ways and means of developing the necessary support and confidence for CSC's mandate. Existing studies are sufficiently relevant to eliminate the need for revisiting certain areas.

Steering Committee

- (1) The Commissioner or the Deputy Commissioner, Pacific
- (2) Dave Davidson, Director General Communications, Ministry Secretariat

- (3) Mary Gusella, Assistant Secretary to the Cabinet
(Communications), Privy Council Office (Bill Pascal)
- (4) Irving Kulik, Executive Secretary, CSC
- (5) Philip Goulston, Chairman, National Executive, Citizens'
Advisory Committees
- (6) Mike Hale, Executive Secretary and Director,
Communications, National Parole Board
- (7) Sheldon McNeil, Managing Editor, Kingston Whig-Standard
- (8) Jim Murphy - Chairman

Working Group

- (1) John Vandoremalen, Director, Public Affairs
- (2) Dennis Curtis, Regional Communications Officer, Ontario
Region
- (3) Susan Gardner-Barclay, Communications Division, Ministry
Secretariat
- (4) Art Robson, Executive Assistant to Deputy Commissioner,
Atlantic Region
- (5) Dianne Brown, Executive Assistant to Deputy Commissioner,
Pacific Region
- (6) Mitch Kassen, Warden, Bowden Institution
- (7) Réal Benoit, Warden, Montée St-François
- (8) Liz Baylis, Offender Policy & Program Development

Committee on Staff Communications

Communications with staff of the Correctional Service is considered sufficiently important to warrant the establishment of a distinct committee. The Service cannot achieve its desired goals of helping and controlling offenders without an effective communications process which shares information from senior management, recognizes the contribution of staff and responds to staff's concerns as well as their ideas for improvement. This committee will develop strategies for facilitating effective two-way communications with staff of the Correctional Service.

- (1) Pauline Lamothe - Chairperson
- (2) John Nealy, CX-8, Millhaven Institution
- (3) André Dupont, WP-4, Granby Parole Office
- (4) Les Shand, Publishing & Editorial Services
- (5) Walter Grenkow, Pacific Regional Vice-President, Union of Solicitor General Employees
- (6) Iris Craig, President, Professional Institute of the Public Service of Canada

Resource People and Organizations

There are a number of individuals, both within and outside the Ministry, who have specific ideas and/or expertise in the area of communications whom the task force will consult. The members of the Task Force will also contact relevant groups, organizations and individuals in their respective regions. The following should not be considered as exhaustive:

- (1) David Near, Special Assistant (CSC & NPB), Minister's Office
- (2) Monika Quinn, Press Secretary, Minister's Office
- (3) Anthony Doob, University of Toronto and previously a member of the Sentencing Commission
- (4) John Ekstedt, Professor of Criminology, Simon Fraser University
- (5) Bob Stewart, Chairman, National Joint Committee of the Canadian Association of Chiefs of Police and Federal Correctional Services
- (6) Bob Peterson, Chief of Police
- (7) Supt. John Bentham, Director, Communications and Media Relations Directorate, RCMP
- (8) Bill McGrath, former Executive Director, CCJA
(now retired)
- (9) Judge Ian Dubiensi, Provincial Court Judge, Winnipeg
- (10) John Carson, Member, Board of Directors, CCJA

- (11) Don Sinclair, former Deputy Minister, Ontario Ministry of Correctional Services (now retired)
- (12) Brian Sawyer, former Chief of Police for Calgary
- (13) Gerry Ruygrok, father of Celia Ruygrok
- (14) Chester Cunningham, Executive Director, Native Counselling Services of Alberta
- (15) Al Chartrand, Executive Director, Native Clan, Manitoba
- (16) Cliff Whyte, Executive Director, AIMS, B.C.
- (17) Joe Scanlon, Professor of Journalism, Carleton University
- (18) Don Yeomans, former Commissioner of Corrections
- (19) Andy Roy, former Assistant Director, Communications, NPB
- (20) Victims Associations
- (21) Canadian Association of Paroling Authorities
- (22) John Howard Society
- (23) Elizabeth Fry Society
- (24) Association of Provincial Court Judges
- (25) Citizens' Advisory Committees
- (26) U.S. Federal Bureau of Prisons and State Correctional Authorities
- (27) Council of Europe
- (28) Provincial Corrections Systems (Heads of Corrections)
- (29) Federation of Canadian Municipalities
- (30) Media
- (31) Linda Goldberg

- (32) Graham Stuart
- (33) Jim Vantour
- (34) Stephen Bindman, Southam News
- (35) Chris Nuttal, ADM, Corrections, Ministry Secretariat
- (36) Harold Levy, Toronto Star
- (37) Jacques Bélanger, Chief of Media, National Parole Board
- (38) Paschal O'Toole, National Parole Board
- (39) Stuart Payne
- (40) Ron Stewart, Correctional Investigator
- (41) National Victims Resource Centre
- (42) Pierre Normandeau, University of Montreal
- (43) Mr. Diamand, Quebec Corrections
- (44) Gil Lemire, University of Montreal
- (45) Mary Lipseiger, Toronto Central Parole
- (46) John Curry/Mike Provan, Central Ontario District Parole
- (47) Kirk Makin, Globe and Mail
- (48) Christie Blatchford, Toronto Sun
- (49) Cathy Kenna, Toronto Star
- (50) Ron Price, Windsor Star
- (51) Canadian Bar Association
- (52) Regional Management Committees
- (53) CCJA and Provincial Corrections Associations
- (53) Church Council on Justice and Corrections
- (54) Correctional Law Review (Allison McPhail),
- (55) Inmate committees
- (56) Other federal departments

(57) Brian Grainger

(58) Seventh Step Society

Proposed Schedule

- July 5, 1988 - Project Start Date
- July 5-7 - Initial Orientation and Data Collection
- July 8 - First Draft Terms of Reference
- July 11 - Briefing by Commissioner and Review of First Draft - Terms of Reference
- July 12-29 - Identify and "recruit" potential members for Working Group and Steering Committees
- July 18-22 - Develop Project Outline
- W. Gibbs Task Force Meeting
- July 25-29 - Pacific Region Consultation
- August 2-5 - Prairie Region Consultation
- August 8 - Meet with Commissioner

- August 8-12
 - Working and Steering Committee Meetings

- August 15-19
 - Consultation with: Ontario, Quebec, Atlantic Region, U.S. jurisdictions, Advisory Committee on Inmate Employment

- August 22-26
 - Draft presentation for SMC and brief Commissioner
 - Meetings with media representatives

- August 30-31
 - Presentation to SMC

- September 6-9
 - Meeting with Vancouver media representatives
 - Articles in Let's Talk inviting views and opinions of staff

- September/October
 - Working Group Field Consultation and Assignments; Review, Analyze, Collate Field Survey; Analysis of Correspondence (Ministerial, Commissioner, Inmate Affairs); Analysis of Media coverage; develop

Gallop type Attitudinal survey
question.

- October 25-28 - Senior Administrators Conference*
- November 1-10 - Draft Report and Topical Outline
- November 14 - Steering Committee Meeting
- November 15 - Working Group Meeting
- November 25 - Brief Commissioner
- November 18-30 - Redraft Report**
- November 30 - SMC
- December 5 - Communications Conference
- December/January - Write Final Report
- January - Presentation to SMC

* Not included in original Terms of Reference

** Redraft delayed one month - field consultation incomplete

DEFINITIONS

The Communications functions:

Communications is a management function which ensures that the public receives information about government policies, programs and services, and that the concerns and interests of the public are taken into account in the formulation and implementation of government policies and programs. It includes:

- communications research and analysis, which examines the public environment to assess public wants, needs, perceptions and understandings with respect to policies and programs, and evaluates communications programs and projects against planned objectives and professional standards;
- communications advice, which counsels ministers and management on policy development, program planning and implementation, and public issues;
- communications planning, which develops corporate and program communications plans responding to public concerns and integrating major objectives of the government, the minister and the institution; and

- management of communications, which applies the principles and practices of good management to the co-ordination of research and analysis, to advice and planning, and to the implementation of communications programs and activities.

MAJOR OBSERVATIONS AND FINDINGS

During the consultative process, including interviews conducted by the Ontario staff group on communications, some 600 to 700 individuals had the opportunity to express their views regarding CSC communications. What follows represents some of the major recurrent expressed attitudes:

1. Communications has been diminished to the point of being dormant if not dead.
2. The publics of key importance to the CSC are uninformed, misinformed, or confused.
3. There is significant encouragement from everyone for an enhanced communications program.
4. The CSC should focus on five basic publics: staff, inmates, working partners, the media and the general public.
5. The Mission Document and the Government Policy on Communications cannot be implemented without an enhanced communication program.
6. This subject of study is not uncharted territory. Both general studies of CSC and specific communication focussed

studies of CSC, such as the Harley, Sylvestre and Staff Communications Studies have identified similar needs and problems and proposed solutions.

7. There is a lack of management commitment to communications and this is reflected in the lack of available resources or an effective cohesive organization.
8. The credibility of the Service in the area of communications has deteriorated and the Service is generally perceived to be "in hiding." On the occasions when the Service undertakes a communications venture, the effort is inclined to suffer from lack of resources or expertise. The communications function has all too often been delegated or abdicated by responsible management on the one hand, while the media, on the other hand, want access to "the person in charge".
9. Pragmatic basic communication principles are not consistently practiced.
10. Objective measurements of performance have been abandoned, i.e. public and staff attitude surveys, and much is either unknown or left to conjecture.
11. Current and proposed internal publications or "house organs" have been assessed in the light of staff attitudinal survey.

12. Communications is not an integral part of management. It is too often seen as a "frill" or a fire-fighting device and is relegated to the role of an occasional rather than a regular team member.
13. There is a pervasive feeling that messengers get shot, especially if they carry negative reports.
14. The Service has failed to consult effectively due in part to a lack of understanding of the consultative process or the organization "consulted".
15. In terms of vertical communications, i.e. up/down, the player with the greatest potential contribution to make is the supervisor. In terms of lateral communication, the Senior Management Committee is reasonably effective in dealing with communications through the "command structure" but functional components or staff units suffer from having, at best, only pieces of the total picture.
16. Communications strategies, if considered, appear to be last-minute "adds-ons" to policy developments.
17. There is a pervasive need for team building, identification,

providing a sense of belonging and developing esprit de corps.

18. Staff and other publics have grown more sophisticated and cynical and issues have grown more complex. Unless there are tangible results, further rhetoric will be dismissed. Unfortunately, this reflects on the Mission Document as well as other policies and initiatives.
19. When it comes to communication, frequently there is, "no one home." There are simply not enough resources available for communications to be even reactive, let alone assertive.
20. There is a great need for staff recognition and positive reinforcement in relation to the core values and strategic objectives of the Service.
21. The Correctional Service of Canada is in the "people business." The CSC deals basically with offenders, staff and the public. Yet communications skills, values and sensitivity are not promoted. This has serious impacts on these critical publics.
22. There is no clear, concise appreciation of what communication aids are currently available, i.e. catalogue of publications, audio-visual productions and/or exhibit materials.

23. There was a universal expression of interest and desire to improve communications within the Correctional Service of Canada.

GENERAL RECOMMENDATIONS

While the report may offer potentially promising initiatives that might be introduced or expanded in relation to a specific defined group or public, the following recommendations reflect the broad thrust of the CSC communication effort and will have relevance for all CSC communication endeavors.

1. Commitment and Purpose of Communication Program

Recommendation: A comprehensive communication program should be developed which commits the Correctional Service of Canada to achieve the goals of the Government Communications Policy and the Mission Document and related strategic corporate objectives.

The program should establish a dialogue with staff, offenders, working partners and the general public that is "open, continuous, relevant, understandable and reliable."

By being both receptive and responsive, the communication program can improve understanding, provide opportunities to contribute to policy development and increase participation in new programs.

2. Assertive Approach to Internal and External Communications

Recommendation: Communication endeavors should take an assertive, rather than a reactive, approach to communications and move in a positive manner to address perceived concerns.

3. **Communications - An Integral Vital Component of Planning Process**

Recommendation: The Communication program should be seen as an integral part of the total corporate planning process; develop an awareness of the public environment in which programs must operate and all proposed new policy and program initiatives should include an analysis of the impact on the public, staff and offenders, as well as a communication plan designed to enhance understanding and implementation of any specific policy initiative.

- a) The Correctional Service of Canada, from National Headquarters to all institutions and community based operations should be sensitive to the public environment and identify both potential concerns and positive opportunities expressed by the general public or key groups in Canadian society.
- b) Regional communication units are essential to mount effective consistent communications programs; to give

coordination and directive to regional initiatives and to provide regional analyses of public attitudes.

4. Effective Organization and Resources

Recommendation: The communication program will require an effective organization, staffed by qualified persons and provided with additional resources (this will mean a significant increase in both person years and financial expenditures).

Consideration should be given to shared communication units, at least on a pilot project basis, to make the most effective use of resources provided to both the CSC and the National Parole Board and to reflect the recommendations of the House Standing Committee on Justice and the Solicitor General.

5. Focus on Staff

Recommendation: Since each staff member represents the Service, a high priority should be placed on developing more effective communication endeavors staff and in fostering related programs such as recognition of staff; the development of esprit de corps and encouragement of programs

to support positive effective contributions; and enhancement of roles and working environment.

6. Line Supervisor: A Key Player

Recommendation: Increased recognition and support for the key role of the line supervisor as a crucial communications agent with staff must be initiated and developed.

7. Everyone has a Role and Responsibility

Recommendation A: The responsibility and expectation of staff should be presented in orientation programs for staff, both CX and non-CX.

Recommendation B: A message should be developed which outlines in clear understandable terms the approach of the CSC in regards to communication and gives guidance to administrators, managers and line staff as to their responsibilities and roles in implementing an assertive, effective communications program.

8. Communications Skills Provided

Recommendation: Communications skills, training, education and development should be provided for all staff having

direct supervisory contacts with employees, offenders or significant contact with the public.

9. Media Relations Training

Recommendation: Media relations training should be provided on a recurring basis to all potential spokespersons (all managers responsible for specific program units should be required to take this training on the understanding that effective communications will comprise part of their performance evaluation).

10. Support of Employee Organization

Recommendation: The Union of Solicitor General Employees and the Professional Institute of the Public Service of Canada and other staff organizations should be approached to assist in the development of effective staff communication endeavors.

11. Review, Redefine and Revise Means of Communication

Recommendation: There is a need to identify, list and assess current publications, existing audio-visual productions and exhibits and ensure that the purpose of each is clearly defined and meets the assessed needs of the target group,

i.e. staff, inmates, related organizations and/or the community.

12. Developing a Network with Working Partners

Recommendation: A concerted and imaginative effort should be made to ensure that an effective communication network is developed to better inform CSC's "working partners" in the Criminal Justice System of proposed new initiatives, policies and programs in order to enhance both the communication and consultative processes.

13. Improved Communication With Offenders

Recommendation: Specific initiatives must be developed to improve communication with offenders in order that they are enabled to participate more responsibly in existing program opportunities and in the development of new programs.

14. Promote Media Understanding

Recommendation: Specific efforts must be made to impose media understanding of the role, responsibilities and limitations of the Correctional Service of Canada. These efforts range all the way from the provision of information

seminars for interested media representatives to taking direct action when media reports do not reflect reality.

15. Special Initiatives for Special Publics

Recommendation: An extensive, imaginative, ongoing effort must be mounted and maintained to develop effective communication initiatives particularly suited to a specific public. Examples would include natives, victims, voluntary agencies, family and friends of offenders as well as the inclusion of relatively new key groups within the general public that offer considerable potential for development, cooperation and participation such as the Canadian Federation of Municipalities, the Canadian Bar Association, environmental groups and others with whom the Service has not, as yet, developed effective communication and liaison.

16. A Basic Theme

Recommendation: Consideration should be given to the promotion of a basic theme for all communication endeavors and that the theme might well be, "The Correctional Service of Canada is carrying out an essential duty on behalf of all Canadians"; that duty involved actively encouraging and assisting offenders to become law-abiding citizens while exercising reasonable, safe, secure and humane control; this

duty is discharged in a responsible, fair and humane manner; and the Correctional Service of Canada can benefit from and indeed welcomes the suggestions, support and participation of responsible citizens.

17. Measuring Impact

Recommendation: In relation to the development of the annual strategic communication plan and the subsequent operational communication plan, there should be a built-in evaluation of previous endeavors which includes specific reaction and analysis from the designated publics.

18. Crisis Communication

Recommendation: Policy, skilled developments and practice related to communications in times of crises should be reviewed and revised where necessary, including increased emphasis on crisis emanating from a community-based program and post-trauma potential perceptions of both staff and offenders.

SIGNIFICANCE OF "MISSION UNDERSTANDING":

A COMMUNICATION STRATEGY FOR THE NATIONAL PAROLE BOARD

A number of recent relevant documents have carried strong messages calling for a greater coordination of effort and the sharing of resources in order to achieve an informed public.

These include the Government Communications Policy, July, 1988, the Report of the House Standing Committee on Justice and Solicitor General, August, 1988, and the Correctional Service of Canada Mission Document.

The Mission Documents for both the Correctional Service of Canada and the National Parole Board cite the successful reintegration of offenders as a common primary goal.

The Mission Document for the Service goes on to state, "If we are to contribute to the broader goals of the criminal justice system, the Service must share knowledge of its operations with its partners and be receptive and responsive to information provided by them." Subsequently, the strategic objectives support the concepts of sharing and coordination in a communications context. For example:

Strategic Objective 5.3: "To be partners with agencies within

the Ministry in the development of common and consistent policies."

Strategic Objective 5.4: "To foster good relationships with other components of the criminal justice system...and to ensure they are consulted in the development of key policies."

Strategic Objective 5.7: "To develop and maintain positive relations with the media to ensure they are provided with timely, accurate and meaningful information on all aspects of our operations."

Strategic Objective 5.8: "To secure and utilize resources efficiently and effectively in achieving our objectives."

These strategic objectives, if pursued and attained, will enable the Service to achieve strategic objective 5.6: "To enhance public understanding and support of the Service."

With all of these pronouncements in mind, a report on communications for the National Parole Board would seem to have relevance for a similar endeavour within the Correctional Service of Canada.

After reviewing 15 general recommendations and 170 initiatives contained in the report "Mission Understanding", the conclusion is that this is clearly the case and opportunities for shared ventures abound.

All 15 of the general recommendations have relevance to the CSC and, with some adaptation, are directly applicable in concept.

Indeed, recommendations 13, 14 and 15 cannot be implemented without the direct involvement of the Service.

13. Cooperation -The National Parole Board should consider working relationship with other communication elements of the Ministry especially the Correctional Service of Canada, including:

a) A pilot project in the Pacific Region of a single communications unit serving at least the Correctional Service of Canada and the National Parole Board, if not the Regional Consultation Centre;

b) A process to enable Citizen Advisory Councils to make proposals and recommendations to the Board; and

c) A shared communications training program to ensure greater mutual understanding.

14. Coordination -The National Parole Board should play a major role in revitalizing the Ministerial Communications Committee to comply with government policy; better used resources and coordinated effort.

15. Consultation -The National Parole Board should consider, with other communication elements of the Ministry, a communications/media advisory council with representation from Privy Council, other government departments, private

enterprise, the media and university schools of journalism, criminology and administration.

In addition, there are six initiatives devoted to the Correctional Service of Canada as "... the National Parole Board's paramount partner in the parole process."

The report to the National Parole Board identified 170 other initiatives related to the key publics that interact with both the Board and the Service. These 170 initiatives were reviewed and 157 (92%) were deemed to be applicable to the Correctional Service of Canada. Moreover, of those that were deemed to be applicable, 91 (58% of those applicable) were also identified as lending themselves to joint cooperative action.

The following table provides an overview.

Review of Initiatives Proposed for the National Parole Board:

Key Public	Total Number of Initiatives	Applicable Initiatives	Possible Joint Initiatives
<u>Political</u>	42	40	21
<u>Members and Staff</u>	19	19	9
<u>Special Publics</u>			
CSC	6	6	6
National Voluntary Organizations	20	20	3
Victims	5	5	1
Women	5	5	4
Natives	5	5	4
Judiciary	3	3	2
Police	5	5	4
Educational Agencies	5	5	3
Media	21	13	9
<u>General Public</u>	12	11	8
<u>Offenders</u>	11	10	7
<u>International</u>	11	10	10
<hr/>			
TOTALS	170	157 (92%)	91 (58% of 157 applicable)

In Summary:

We work with the same offender, we share the same anxieties and aspirations, our political leadership comes from the same Minister. It is difficult, if not impossible, to make recommendations focussing on the NPB or the CSC without having some effect on both organizations. Of all the working partners of the Correctional Service of Canada, the National Parole Board must be considered the primary partner.

The key publics of both organizations could benefit from greater information and understanding. To continue the attempt to provide information and develop effective relationships in a divided, divisive and unduly bureaucratic fashion may only result in increased confusion and even antagonism.

Wherever possible, a combined operation or integrated approach is clearer to the public and more helpful to the Ministry. Fine distinctions in the aftermath of tragedy as to whether the criticism will be directed towards, for example, the Parole Board's decision or the Service's preparation of the case material are not appreciated by the public. To them, it's just another instance where, "the feds screwed up." It is far better for the system, for the offender and for the public to get our act together and develop a complete and common response. As a

result, wherever possible, joint initiatives should be planned and pursued by both the Service and the Board.

A modest but significant beginning could well be a shared detailed examination of the recommendations and initiatives identified in the report, Mission Understanding, and the National Parole Board Strategic Communications Plan. Out of such a shared review, there could be developed a coordinated planned program to coherently and effectively inform the public as to how both organizations, working together, are indeed protecting society and helping offenders "make it" in the community.

Such a working model could inspire and encourage other criminal justice organizations, federal, provincial, municipal and non-governmental, to join in specific cooperative endeavours, use pooled resources and begin to project an image of a real system committed to better serving the offender, the victim and the public.

THE COST OF SILENCE

The unstated but predominant approach to communications in CSC is to keep the lowest profile possible. While not a secret service, the CSC has become almost a silent service. The operating maxim seems to be "under normal circumstances", say nothing. Under exceptional pressing circumstances, say the best and the least possible.

If assertive action is not taken, what response will result? What sounds will our relative silence provoke? There will be sounds of continued confusion, dismay and outright antagonism. Without a planned assertive approach, the Mission Document cannot be implemented. Without effective interaction with our publics, we will be unable to offer constructive sound advice to the Solicitor General. Without more effective working relationships with other criminal justice agencies and with the media, we will have only selfish, sporadic utterances to break our seemingly sullen silence.

Staff understanding and morale will suffer; understanding for lack of information and morale due to a worsening public perception. Pride in being a member of the Service is disappearing and increasingly staff will seek anonymity and dissociation from the Service.

In an information vacuum, offenders will assume the worst, seek alliances with critics and protagonists and make the latter's dire predictions grim reality.

CSC relationships with direct service non-governmental agencies will cast these organizations in a parsimonious, often paranoid, contractual relationship in which they feel they are passive recipients of pronounced policy rather than informed participating planners of policy and programs.

The media will assume that we have much to hide and will increase investigative efforts. If incriminating evidence is not discovered, the CSC will be subjected to speculation, suspicion and surmise.

This may very well result in a deterioration of public trust and confidence leading to stiffer resistance to community-based programs, cries for greater use of incarceration and resultant overcrowded institutions, overworked staff and overwrought administrators and legislators.

Let there be no doubt that what is at stake is the community as a supporter, or potential resource for correctional endeavours. This Task Force, as well as the Task Force on Crisis in the Community, is convinced of the imminent danger. Sound correctional policies reflected in effective daily operations

must form the basis for an assertive communications program. Similarly, the full benefit of effective operations must be reinforced by sharing the positive results with the public. In this way, assertive communications programs and sound correctional policies and operations have a symbiotic relationship. We can recognize and build on this basic premise or we can ignore it and suffer the consequence of an uninformed public pushing the system towards more extensive use of incarceration. The result, in economic and social cost, will far exceed the resources required for a responsible and responsive communications program.

The existing siege mentality or reactive approach keeps the Service on the defensive. Unfolding events create issues not of our choosing. We are unable to plan an adequate response and must react in a hastily contrived fashion if, indeed, we are able to respond at all. All too frequently, the reaction is "No comment" or "Correctional Service representatives were not available for comment."

There is an option. That option is to chart a course, based on government communication policy and the Mission Document, and provide leadership to an assertive program. The choice is to offer responsible leadership or be pushed by public perception - charter a course or be buffeted by the winds of controversy. We may not be complete masters of our destiny. No

organization is -but neither need we be completely at the mercy of outside forces.

On any given issue, there are those in favour, in opposition or in doubt. An assertive dynamic communications program, reflecting the Mission Document, will strengthen support, reduce the opposition and convince the doubtful. Such a venture will challenge leadership, courage and commitment. It will require closer working relationships within the Ministry and with other elements of the criminal justice system; federal, provincial, municipal and voluntary sectors. It is a massive undertaking but there is too much to be lost, by default, if the challenge is not met.

ORGANIZATIONAL CONSIDERATIONS

From a thorough review of the many studies and reports which have been conducted in the area of communications, both government wide and within CSC, as well as from the extensive consultations which have been conducted by the Task Force, a number of requirements emerge which have a bearing on the organizational framework for Communications in CSC.

- . The need to integrate all communications functions into a cohesive communications branch;
- . The need to fuse communications with the development, planning and implementation of CSC policy and programs;
- . The need to develop a capability for continuous and systematic monitoring of the public environment, and sensitive analysis of the potential impact on the development and implementation of emerging policies and programs;
- . The need for the Director General, Communications, to be a full member of the Senior Management Committee (or, at the very least, to have a special participative relationship to the Senior Management Committee) to ensure Communications is

aware of and involved in the formulation of new policies and programs as well as the decision-making process of CSC;

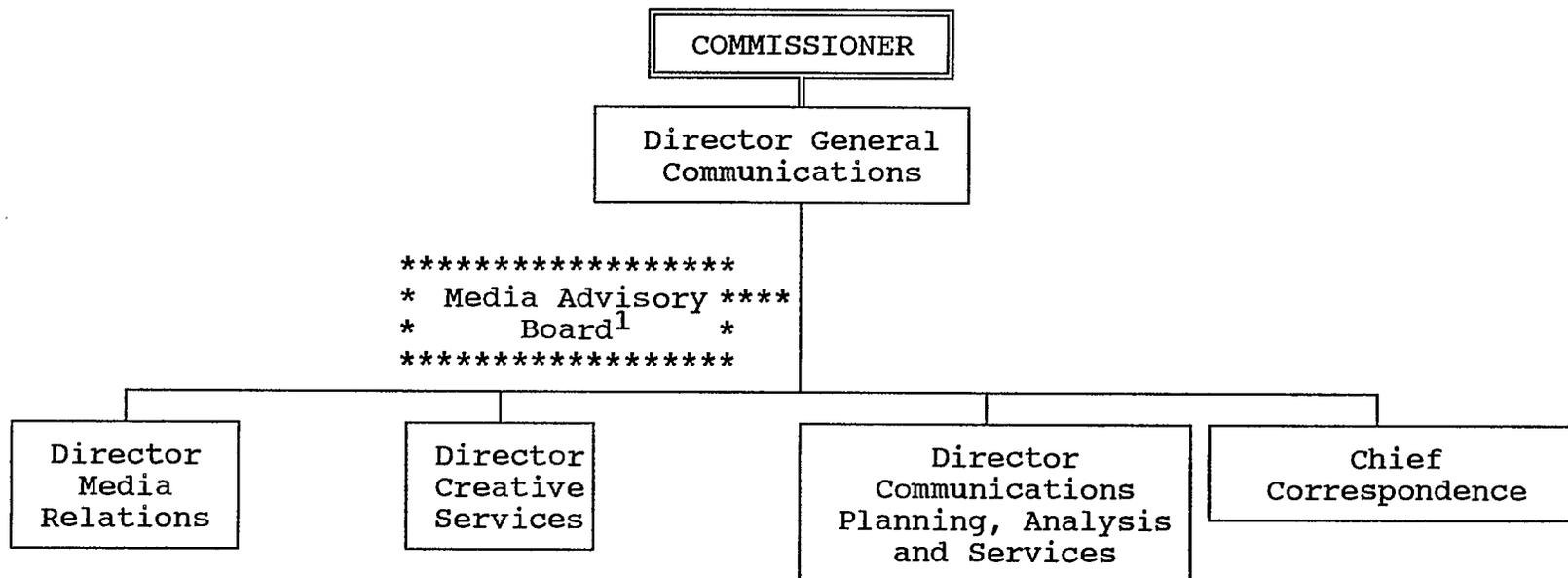
- . The need to ensure more effective service to the public through courteous, open, relevant, understandable and sensitive response to Ministerial/Commissioner's correspondence and other inquiries from the public for information about CSC operations;
- . The need to recognize and address the concerns of CSC staff through effective internal communications and the revitalization of the awards and honours program;
- . The need to strengthen the communications requirements in the regions by allocating sufficient resources to mount regional communication operations which are sensitive and responsive to the unique needs of the regions;
- . The need to improve the Service's capacity to respond effectively, openly and professionally to the management of communications in crisis situations, especially those that occur in the community;
- . The need to restore both the Service's credibility with the media and the confidence of designated CSC spokespersons responding to media inquiries;

- . The need for prompt, effective and sensitive response to the Minister's office concerning high profile media inquiries, special events planning public statements and speeches;
- . The need for basic clerical and technical support, augmented by contract resources, to ensure the efficient and effective delivery of communications programs and initiatives.

The Task Force, therefore, recommends consideration of the attached organizational framework for an integrated and cohesive communications branch capable of being responsive and responsible and restoring public confidence. This organizational framework should be considered by both the Correctional Service of Canada and the National Parole Board as having the potential for shared resources at both the national and regional levels for both organizations. This would add clarity to overall ministry communications and greatly enhance a coordinated response.

The Task Force, therefore, recommends consideration of the attached organizational framework for an integrated and cohesive communications branch.

COMMUNICATIONS BRANCH
(Proposed Organizational Framework)



- Media enquiries
- Media relations policy & guidelines
- Media relations in crisis situations
- Media relations advice and planning
- Public inquiries
- Information Seminars for Media

- Publications planning
- Publishing policy and standards
- Research, writing, design and production and printing of CSC publications
- Let's Talk/Entre Nous evaluation
- audio/visual planning and production
- exhibit planning and coordination
- Liaison with CSC sectors (eg. Health Services, Human Resources)

- Communications planning
- Environmental scanning and analysis
- public opinion surveys
- special events planning
- conference planning coordination and liaison
- Minister's & Commissioner's speeches
- speaker's bureau
- special programs
- liaison with non-governmental organizations
- International Relations
- Citizen Advisory Committees
- Awards and Honours
- Employee Initiatives
- Analysis of Political Scene

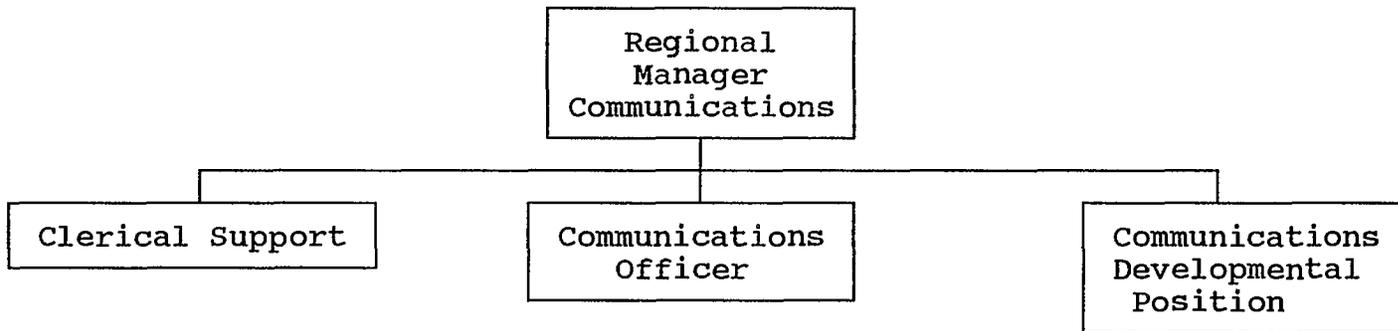
- Minister's & Commissioner's Correspondence
- Monitoring and analysis of correspondence

¹ The Media Advisory Board members would be appointed by the Commissioner and would include representatives of the following:

- Privy Council Office
- Other Government Departments
- Journalism Schools
- Private enterprise
- Canadian Public Relations Society or the International Association of Business Communicators
- Schools of Business, Political Science or Criminology
- Labour

COMMUNICATIONS BRANCH

(Proposed Organizational Framework -- Regional Headquarters)



There is also a requirement for a designated communications liaison officer at each institution and district parole office who would be given specific training in their functions and responsibilities.