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Aboriginal Offender Parole Outcomes

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Abstract

This paper outlines an Organizational Improvement Plan (OIP) and addresses a current Problem of Practice (PoP) in Aboriginal federal corrections. The Correctional Service of Canada (CSC) is a federal department mandated by the *Corrections and Conditional Release Act*. Notably, this Act mandates the CSC to be responsive to the special needs of Aboriginal offenders. Aboriginal offenders have long been over-represented within the Canadian corrections system; consequently, there is tremendous pressure on the CSC to address the gap in outcomes between Aboriginal and non-Aboriginal offenders. The PoP considers the role of the Aboriginal Initiatives Directorate within CSC and describes the impact of current outcome measures on Aboriginal offenders. Crucially, current outcomes lack accuracy and reliability; thus, they do not adequately consider pertinent success factors that would give Aboriginal offenders comparable outcomes to their non-Aboriginal counterparts. The PoP also identifies factors—both pro-active and reactive— and describes their implications. Specifically, the PoP describes factors that challenge Aboriginal Community Liaison Officers' efforts to describe incremental progress that Aboriginal offenders achieve on conditional or discretionary release (parole). The current complex political environment, the impact of policies implemented by the previous Conservative federal government (2006-2015), and the increased demand for public accountability heighten the need for new measures that better reflect the successes that Aboriginal offenders do achieve on conditional release. The OIP relies on Cawsey, Deszca & Ingols' (2016) Change Path Model as a guiding framework and organization change tool to identify solutions. The OIP concludes with an outcome effectiveness evaluation.

Executive Summary

This Organizational Improvement Plan (OIP) is a theory and research-informed paper that examines the current parole outcome measurements used by the Correctional Service Canada (CSC), notes the impact of these measurements on Aboriginal offenders, and suggests an alternative method for assessing parole outcomes. Moreover, the OIP describes a systematic approach to change management that promotes better outcomes, stronger system performance, and enhanced professional development.

The OIP presents a Problem of Practice (PoP) that examines multiple lines of inquiry based on the CSC's organizational history, context, and leadership approaches that alternately help and hinder a change in vision. The PoP considered numerous perspectives, each of which raised questions and organizational challenges that exist in moving from the current practices to the desired change state. The gap between these two states reveals two significant factors: first, under the current measurement system, Aboriginal offenders on parole perform are more likely to 'fail' compared to their non-Aboriginal counterparts; and second, while there are many legislative acts, policies, and directives that contribute to the current parole outcomes, the most significant Act is the Corrections Conditional Release Act (1995) and policies are the Commissioners Directives surrounding Community Supervision of Offenders. Each serves as frameworks for supervising offenders and reporting on results.

In its plan and design, the OIP combines Cawsey, Deszca and Ingols' (2016) Change Path Model with a continuous approach to organizational change. The OIP performs a critical organizational analysis using several tools: Political, Economic, Societal, Technological, and Environmental (PESTE) analysis, Lewin's (1951) Change Theory, and Nadler and Tushman's (2004) Congruence Model. This critical organizational analysis identifies possible solutions and

resources necessary to address the PoP and describes requisite leadership changes in achieving the new vision.

Next, the OIP articulates a change plan that identifies goals, priorities, and fit and considers how the plan will improve parole assessment outcomes for organizational actors including Aboriginal offenders, the CSC, and other key stakeholders. Notably, the change plan anticipates that stakeholders will have varied reactions to the OIP. Consequently, the plan outlines a strategic organizational chart that will guide during implementation and manage the transition between the current state and the desired changes. The implementation plan follows Deming's (1986) Plan, Do, Study, Act (PDSA) change cycle, which it describes in detail. The plan emphasizes the continued use of internal CSC monitoring tools in tracking and reporting on the new parole outcome measures and the proposed evidence-based supervision strategies. These strategies include progression along the parole continuum, completion of vocational training, and securing meaningful employment to name a few. Following these internal reports, a newly formed national working group would also track and review the outcomes.

Finally, the plan concludes with an outcome evaluation for inclusion in the CSCs annual evaluation plan one year post-implementation. The plan also articulates a strategy designed to communicate results and pertinent information relating to the OIP both pre- and post-implementation.

Acknowledgements

LIST OF FIGURES

Glossary of Terms/Acronyms

ACDO
    Aboriginal Community Development Officer
ACLO
    Aboriginal Community Liaison Officer
AID
    Aboriginal Initiatives Directorate
CCRA
    Corrections and Conditional Release Act
CD
    Commissioner's Directive
CSC
    Correctional Service of Canada
FY
    Fiscal Year
OCI
    Office of the Correctional Investigator
OMS
    Offender Management System
PBC
    Parole Board of Canada
SPAC
    Strategic Plan for Aboriginal Corrections
TBS
    Treasury Board of Canada Secretariat
WED
    Warrant Expiry Date

Chapter 1: Introduction and Problem

The Correctional Service of Canada (CSC) is mandated by the Corrections and Conditional Release Act, which states that the CSC must consider and respond to Aboriginal offender's special needs. Currently, the success of offenders on parole or conditional release is determined by a pass-fail scale, in which offenders either successfully complete parole (pass) or they are re-incarcerated (fail). Aboriginal offenders have significantly lower outcomes compared to their non-Aboriginal counterparts. Within the context of this Organizational Improvement Plan (OIP), the term outcome refers to a successful parole outcome versus an unsuccessful parole outcome. Each outcome is described in detail later in this Chapter. This gap in outcomes is further exacerbated by the general over-representation of Aboriginal offenders within the Canadian federal correctional system. Notably, this disparity in representation continues to rise. Currently, the Aboriginal Initiatives Directorate (AID)—a sub-department in the CSC— experiences the bulk of the responsibility and the brunt of the challenge to address this outcome gap.

The following OIP presents strategies to address the over-representation of "failed" parole outcomes for Aboriginal offenders. Specifically, the OIP suggests that the CSC adopt new incremental parole outcome measures for Aboriginal offenders that more accurately reflect the progress that offenders do achieve on conditional release. Chapter 1 of the OIP assesses the CSC's and the AID's respective readiness for change while addressing the Problem of Practice. It also describes a communication strategy and presents potential leadership challenges that could impact successful implementation of the OIP.

Organizational History

In 1965, the federal government developed the Canadian Penitentiary Service on a regional basis; by 1976, the Canadian Penitentiary Service amalgamated with the National Parole

Service and, in 1979, the organisation was formally renamed the Correctional Service of Canada (Correctional Service of Canada, 2014, "CSC 1960–1979"). The newly commissioned agency became responsible for administering federal prison sentences of two years and greater, supervising offenders under conditional release or long-term supervision orders in the community, and reporting metrics relating to departmental performance, including offender outcomes. Presently, the mission of the CSC is to "encourage and assist offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control" (Correctional Service of Canada, 2012, "Our Mission"). Yet, the CSC has historically supervised Canada's most dangerous criminals. Worries about the potential release of these criminals back into communities challenges bureaucratic attempts to implement change and innovation. Many believe that traditional methods—even if they are flawed—of incarcerating offenders and monitoring their parole outcomes are preferable to proposed changes that may potentially lead to the release of offenders with a high rate of recidivism into the communities.

The CSC's policy history with Aboriginal offenders began in 1995 with the publication of the Commissioners Directive (CD) 702 on Aboriginal Programming. In 2005/2006, the Strategic Plan for Aboriginal Corrections (SPAC) was developed. The SPAC articulates a vision of enhanced interventions for Aboriginal offenders through the employment of a Continuum of Care Model. As represented in Figure 1.1 below, this model is a framework that applies to Aboriginal offenders and represents the various stages of care an offender requires throughout their sentence. Consequently, the SPAC calls for greater integration of Aboriginal initiatives and considerations throughout the organization, with other levels of government, and with Aboriginal peoples (Correctional Service of Canada, 2013, "Strategic Plan for Aboriginal Corrections").
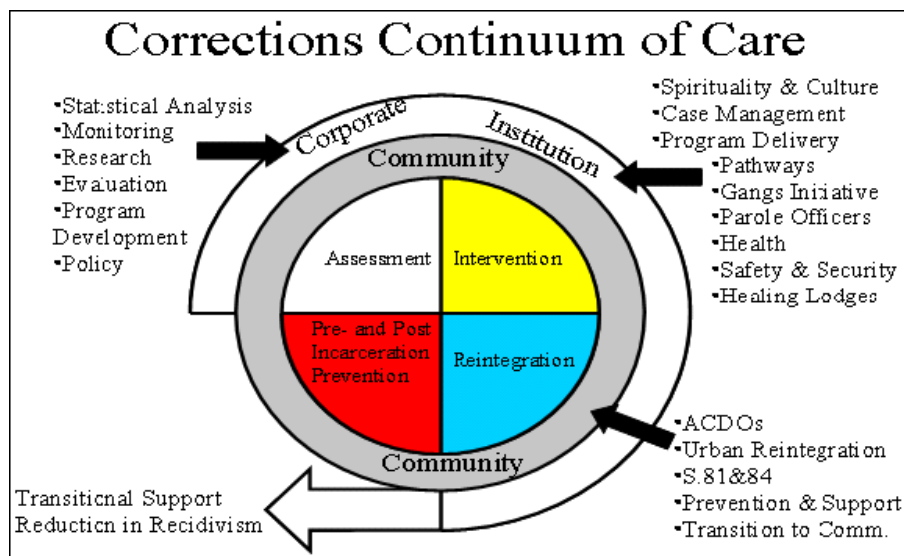
Figure 1.1. Aboriginal corrections continuum of care model

Note. Reprinted from Commissioners Directive: Corrections Continuum of Care, 2013, n.p

Reducing recidivism rates of Aboriginal offenders has become a chief CSC corporate priority. New guidelines require "effective, culturally appropriate interventions and reintegration support for First Nations, Métis, and Inuit offenders" (Head, 2016, n.p), which have required the CSC to adopt more culturally appropriate interventions. These guidelines are intended to redress the tumultuous relationship the CSC has had with Aboriginal offenders. Historically, the CSC has often treated Aboriginal offenders less equitably than their non-Aboriginal counterparts; whereas non-Aboriginal offenders have long had access to culturally appropriate—largely Christian-based—programs and services, Aboriginal offenders have lacked comparable programs, such as ceremonies and spiritual services. The failure to similarly offer Aboriginal offenders with culturally appropriate programs and services has been cited as a significant risk factor in future recidivism rates. A perceptual change finally occurred in 1987 when the Task Force on Aboriginal Peoples in Federal Corrections declared that there must be greater

participation by and increased Aboriginal control over programs (Correctional Service of Canada, 2014, "1980–1999: New perspectives, new demands").

Nevertheless, it was not until the *Corrections and Conditional Release Act* (CCRA) of 1992 that the CSC sought to better understand high-risk populations such as Aboriginal offenders. The CCRA fundamentally redefined the relationship between the CSC and Aboriginal peoples and led to the development of Aboriginal-specific programs and services. These included the creation of various positions including the ACLOs, Elders, and the implementation of culturally-specific interventions. Additionally, the CCRA involved Aboriginal groups in the development and delivery of federal correctional policies, programs, and services for Aboriginal offenders.

Due to the increasing over-representation of Aboriginal offenders in the federal penitentiary system, the CSC established the Aboriginal Issues Branch (currently titled Aboriginal Initiatives Directorate--AID) in the early 1990s. As pictured in Figure 1.2, below, the AID is located at the National Headquarters (NHQ) and is headed by a Director General, two directors, and project officers. These project officers manage portfolios that include Elders and Aboriginal Community Development Officers (ACDO); they also oversee those in the ACLO role who work in conjunction with regional counterparts and administrators in each of the CSCs five regions.
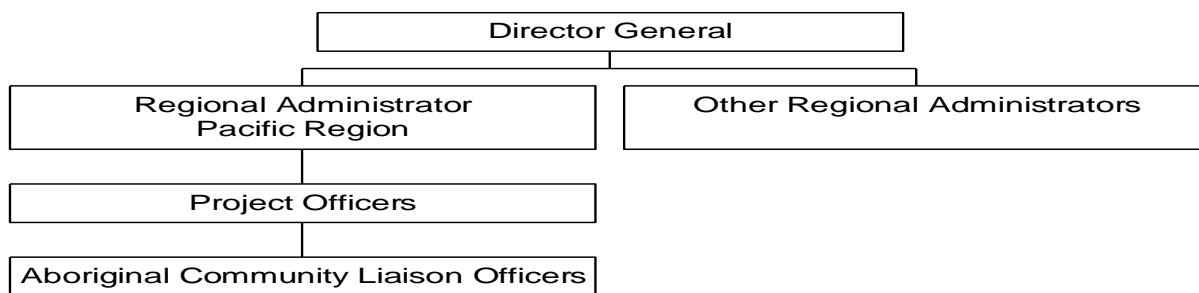
Figure 1.2. Simplified organizational chart for AID NHQ & regions

When established, the AID was tasked with developing a national strategy for Aboriginal corrections. Its five original guiding objectives are as follows:

1. to strengthen Aboriginal offender programming;

2. to enhance the role for Aboriginal communities in corrections;

3. to increase Aboriginal human resources;

4. to enhance partnerships and relations; and

5. to ensure adequate resourcing. (CSC, 2013)

The above objectives remain current and the SPAC notes some gains have been made towards achieving them; however, the OIP is intended to address the deficiencies as proposed in Chapter 2.

The AID has been instrumental in highlighting the existence of the disproportionate gap in outcomes between Aboriginal and non-Aboriginal offenders. Figure 1.3, below, illustrates the path from day parole to the discharge of a sentence. Offenders granted a conditional release typically begin with day parole and progress through their sentence to Warrant Expiry Date (WED) (see Figure 1.3). Conditional release failure can occur anywhere along the continuum; regardless of which stage in which it occurs, the offender is described as having a "failed" parole outcome.

Day Parole → Full Parole → Statutory Release → Warrant Expiry

Figure 1.3. Parole conditional release progression to warrant expiry

Notably, the CSC has adopted a "one standard, one approach" methodology in measuring outcomes for offenders on conditional release; in other words, the CSC does not consider any extenuating circumstances, the offender's background, or any other facts in determining if an offender had a successful parole outcome—offenders simply pass or fail. Despite the fact that the

SPAC created policies, programs, and services aimed specifically at improving parole outcomes for Aboriginal offenders, the discrepancy in failure rates—and future recidivism—between Aboriginal and non-Aboriginal offenders remains high. This is because the CSC uses a revocation model wherein offenders in the conditional release progression have only two options: warrant expiry (or "successful" reintegration), or conditional release failure (or "unsuccessful" reintegration. This model has led to public concern given the above noted discrepancy in parole failure rates.

In response to public concerns about the supervision of high-risk offenders—some of Canada's most dangerous offenders—on parole, the CSC launched their ambitious Transformation Agenda (Agenda) to enhance public safety. This agenda sought to clarify and revise procedures around parole supervision, parole outcome measuring, and strategies to reduce future recidivism. In addition, it highlighted the need to strengthen community corrections, particularly in regions with high levels of Aboriginal offenders (CSC, 2012, "Transformation"). The agenda identified the need not only for culturally-specific programming, but also increased investment in Aboriginal corrections. It also highlighted the need for an Aboriginal Offender Employment Strategy. As of 2010, most of the initiatives in this agenda have been formally integrated into the CSC's operational plans (CSC, 2015).

As part of the CSC's annual progress reports on the Strategic Plan for Aboriginal Corrections (SPAC), a formal evaluation of the plan was conducted in 2013. Specifically, the evaluation noted the discrepancy in parole outcomes for Aboriginal offenders:

> The gap in correctional results between Aboriginal and non-Aboriginal men and women offenders has widened with respect to higher statutory releases and so has the gap between Aboriginal and non-Aboriginal men offenders with respect to conditional release

failure (with any return and return with a technical violation). To date, analyses show that despite positive shifts, the gap between Aboriginal and non-Aboriginal offenders (men and women) remain the same (Marquis & CSC, 2013, p. ix).

Figure 1.4, below, illustrates the growing discrepancy between Aboriginal and non-Aboriginal offenders, between 2005—when the SPAC was created—to 2011. The solid line represents Aboriginal offenders and the dotted line represents non-Aboriginal offenders. The total represents any form of conditional release failure per 100 offenders per year. Overall, the graph demonstrates that "the incarcerated Aboriginal population has increased 37.3%, while incarcerated Aboriginal women have increased by 109%" between 2001/02 to 2011/12 (OCI, 2016, p.5).
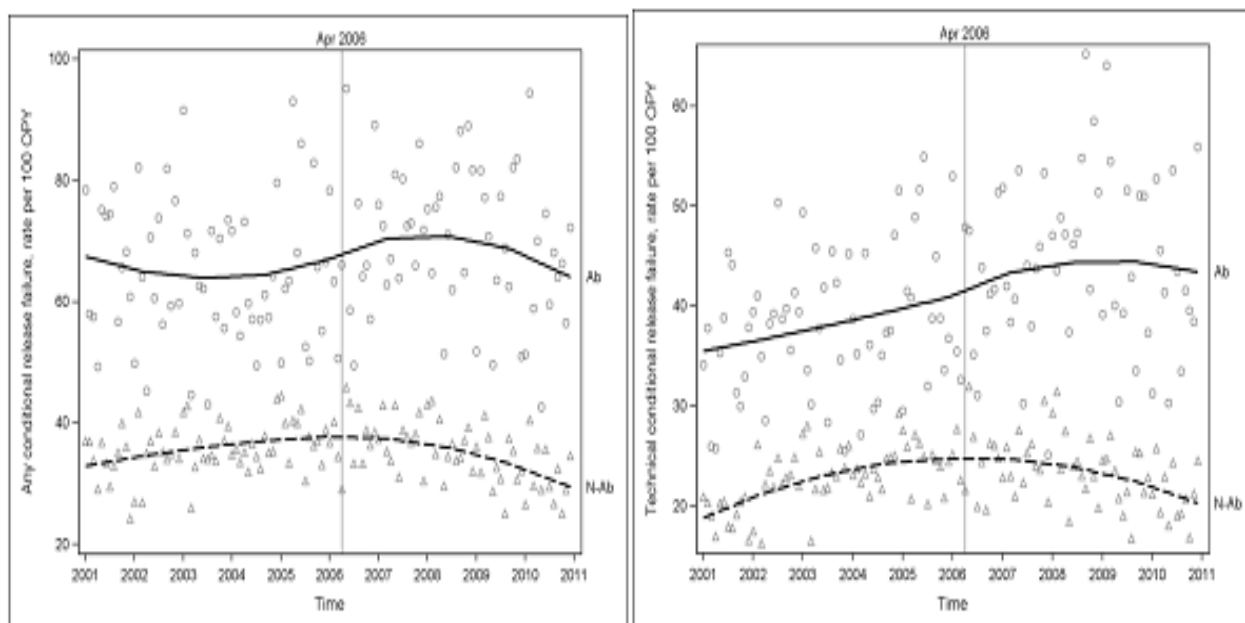
Figure 1.4. Rates of conditional release failure (any and technical)

Note. Reprinted from CSC – Offender Management System, 2011

In summary, the CSC has recently made Aboriginal corrections a corporate priority. Recent initiatives include strategic planning, initiatives as part of the department-wide Transformation Agenda, and revised legal and policy frameworks. However, despite these

attempts to narrow the gap in parole success outcomes between Aboriginal offenders and their non-Aboriginal counterparts, there remain structural policies and measurements—including historical attitudes towards Aboriginal offenders and the CSC's use of a flawed "one standard, one approach" measurement tool—that contribute to the high rates of conditional release failure among Aboriginal offenders. Reducing these rates is important because high failure rates are significantly correlated with future recidivism. The next section will examine the leadership approaches and practices in place at the CSC that may impact the OIP.

Leadership Approaches & Practices

Successful implementation of the PoP will ultimately depend on strong leadership. Given the nature of corrections as an environment in near-constant flux, the CSC's leadership style is best described as situational. However, the CSC's current leadership framework is generally top-down: senior management teams drive decisions, often without any consultation with employees or offenders—even those most impacted by proposed changes. With respect to the specific population of Aboriginal offenders, AID employees are often relegated to delegating tasks rather than participating in any change processes. Notably, there is a significant information and knowledge gap between senior management and frontline employees that frequently produces a divergence of opinion. As one example, it is common for employees across the public sector to receive performance pay in exchange for meeting certain performance indicators. However, the previously-discussed weaknesses of the current measurement approach produce ambiguous expectations that may make these targets difficult—if not impossible—to meet without significant department-wide structural changes. While a situational leadership style is well-suited for an environment like corrections, this OIP recommends a change from a top-down to a bottom-up approach in regards to policy changes and initiatives.

Leadership approaches in the CSC are also heavily influenced by the political ideology of the federal government. Under the previous Conservative government, the CSC experienced budget cuts that made it difficult to maintain current staffing levels and client services. Aboriginal offenders were disproportionately impacted by this reduction in federal spending. Lack of funds creates additional challenges in providing timely and culturally appropriate services to Aboriginal offenders, thereby furthering the likelihood that Aboriginal offenders will re-offend rather than ultimately become law-abiding citizens. As of 2015, there is a newly elected Liberal government that may reverse some of these budget restrictions, as was the case in 2017 when the CSC received an increase of nearly $100 million for Aboriginal corrections.

Leadership Problem of Practice

Problem of Practice

This organizational Problem of Practice (PoP) examines the current "one standard, one approach" methodology for measuring conditional parole release outcomes, particularly as it affects Aboriginal offenders. In this PoP, I also consider my own employment as an Aboriginal Community Liaison Officer (ACLO) and question how I—and other ACLOs and Aboriginal Community Development Officers (ACDO)—can overcome resistance by the Aboriginal Initiative Directorate (AID) and CSC senior management who are reluctant to adopt a different set of indicators to measure parole success. Revising the current methodology is crucial in ensuring that ACLOs can achieve their goal of improving reintegration outcomes for Aboriginal offenders.

As previously noted, this CSC's current outcome measure for offenders on parole assesses only whether the offender succeeds or fails in conditional release, determined solely by whether conditional release is revoked. This model does not accurately measure incremental progress that Aboriginal offenders may achieve during their conditional release, even if they are

subsequently re-incarcerated. Focusing solely on parole revocation adds to the existing inequalities faced by Aboriginal offenders who are already over-represented in the prison system. Besides parole revocation, other measures that should be considered include: Aboriginal offenders' attempts to secure employment, upgrade their education, or contribute in other ways to society while on conditional release. These suggested outcome indicators would better serve the interests of Aboriginal offenders, ACLOs, and ACDOs by measuring important milestones that may ultimately reduce future recidivism.

Aboriginal Community Liaison Officers within the Aboriginal Initiatives Directorate of the Correctional Service of Canada recognizes symptoms that necessitate the need for new outcome measures for all forms of conditional parole release. Past problems include the AID's senior management refusal to buy-into revised methodologies for measuring parole successes, a lack of communication between AID senior managers and its employees regarding revocation rates, and a lack of new initiatives to identify and correct the decade-long gap in outcomes between Aboriginal and non-Aboriginal populations. As previously discussed, the formal feedback from ACLOs and others working with Aboriginal offenders describes how the CSC does not adequately consider progress made by Aboriginal offenders as they advance through the various stages of conditional release. A frequent critique of AID senior management is that they lack the knowledge and/or experience to propose and implement new outcome measurements.

This OIP examines existing research on the outcomes of Aboriginal offenders compared with their non-Aboriginal counterparts. Key findings by Bell and Trevethan (n.d) describe the absence of standardized measures in the CSC and recommend the need to develop a better set of indicators to more consistently measure success across programs and jurisdictions. This need is further exemplified by statistics which note that "incarceration rates for Aboriginal adults in

Canada is estimated to be 10 times higher than the incarceration rate of non-Aboriginal adults"

(OCI, 2013).

Guiding Questions Stemming from the Problem of Practice

To gain a better understanding of the organizational problem, a Political, Economic,

Societal, Technological, and Environmental (PESTE) analysis was performed to identify factors

affecting the organizational problems affecting the CSC's willingness to revise current parole

outcome assessments. Literature and data provide context, inform lines of inquiry, and frame the

PoP in order to help arrive at solutions that would improve measurement outcomes and narrow

the outcome gap between Aboriginal and non-Aboriginal offenders.

Several questions arise from the PoP, primarily related to the misalignment between

current goals, objectives, and current outcome measurements; senior management's resistance to

change; and strategies to increase collaboration. The specific questions or lines of inquiry are:

- How can the AID's current goals and objectives better align with ACLOs' desire to reduce inequality between Aboriginal and non-Aboriginal offenders?

- Why have senior management resisted proposed changes to current outcome measures for 2+ years?

- What strategies can be implemented to ensure that all senior managers, ACLOs, and offenders remain abreast of OIP policies and approaches as they relate to parole outcome measures for Aboriginal offenders?

- What strategies can be implemented to increase collaboration between AID senior management, offenders, and ACLOs regarding the OIP and proposed outcome measurement changes?

- What policies and strategies can be implemented to elicit more input and improved feedback from AID senior managers regarding changes to parole outcome measures?

Addressing the above questions or issues will promote solutions that serve the OIP and its initiatives specifically in order to narrow this outcome gap between Aboriginal and non-Aboriginal populations.

Factors Influencing the PoP

As part a PESTE analysis, various key factors that contribute to, and influence, the PoP is discussed. A detailed PESTE analysis follows later in this Chapter.

One significant political factor influencing the PoP is that Aboriginal offenders have a powerful voice in the form of the Office of the Correctional Investigator (OCI). The OCI reports to Parliament annually on whether the CSC is meeting their objectives or in other words the needs of offenders. Senior managers or the leaders within the AID in turn report to the senior deputy commissioner of the CSC who is the authority responsible for allocating regional funding each fiscal year. In short, the stakes are high for ACLOs given the stakeholders involved and the important role ACLOs play. At stake is the support of AID senior management for ACLOs, federal funding of more positions, and for the CSC to address the before mentioned issues noted by the OCI with respect to meeting Aboriginal offender needs.

A further political factor is the CSC's situational leadership, which influences the context of Aboriginal offenders' conditional parole release. Since this leadership style creates ambiguous expectations that in turn affect Aboriginal offenders, a more successful leadership style would be responsive to the needs of the employees, offenders, and contexts that surround the CSC. Some ACLOs and ACDOs believe that they lack clear guidance and directions regarding their roles, which is consistent with the high directive – low supportive nature of situational leadership (Blanchard, 1991). Given the current top-down approach, it is not "clear how subordinates move from low development to high development levels, nor is it clear how commitment changes over

time for subordinates" (Northouse, 2013, p. 120). Successful leadership would ensure that the CSC becomes a successful organization that has "strong cultures that can attract, hold, and reward people for performing roles and achieving goals, whereas strong cultures are usually characterized by dedication and cooperation in the service of common values (Sun, 2008). These cultures include knowledge sharing, especially the sharing of the knowledge and skills that are acquired through workplace learning" (Caruso, 2017, p. 47).

Challenges Emerging from the Main Problem

Since legislation influences policy at the departmental level, a significant challenge emerging from the PoP is the need for legislative changes. The 1992 Corrections and Conditional Release Act (CCRA) specify the requirements for offenders to receive a parole conditional release. However, in the 20 years since the enactment of the CCRA, research has clarified that "CSC does not control who is sent to prison by the courts" (OCI, 2012, n.p). Moreover, in the "20 years after enactment of the CCRA, the CSC has failed to make the kind of systemic, policy, and resource changes that are required by law to address factors within its control that would help mitigate the chronic over-representation of Aboriginal people in federal penitentiaries" (OCI, 2012, n.p). This challenge is further highlighted and supported by the Office of the Correctional Investigator (OCI). Evidence supports the conclusion that the CSC is not meeting the needs of Aboriginal offenders. Since 2008/09, the OCI has included a section on Aboriginal corrections as part of their annual review; this section now includes a list of potential issues of concern, such as the widening gap between Aboriginal and non-Aboriginal correctional outcomes. Recently, the OCI which acts as a "prison watchdog" has urged the current Liberal federal government to address inequities by appointing a deputy commissioner specific to Aboriginal corrections (Sapers, 2015, n.p). Addressing the outcome gap between Aboriginal and

non-Aboriginal offenders is critical because "the incarcerated Aboriginal population has increased 37.3%" (OCI, 2016, n.p). The statistics are even more alarming for Aboriginal women, showing an increase of 109%" between 2001/02 and 2011/12, (OCI, 2016, n.p). In comparison, "the non-Aboriginal prison population has risen by just over 2%" in 2011/2012 (OCI, 2016, n.p).

Given the broader social context of the identified outcome gap, Aboriginal offenders "come into conflict with the law disproportionately to their representation in the general population"; although they represent only 2.7 percent of Canada's population, offenders who self-identify as Aboriginal represent approximately 17 percent of all admissions to federal institutions (CSC, 2010). Additionally, Aboriginal offenders have a higher rate of recidivism compared to their non-Aboriginal counterparts. As a result, they tend to serve longer sentences. Specifically, the CSC notes that Aboriginal offenders "continue to be far more likely to be incarcerated (17% versus 10.5%) than on conditional release" (CSC, 2010) and are 23 percent less likely to successfully complete their sentences. The above statistics reflect particular socio-economic challenges that Aboriginal people face, including past residential school trauma, poverty, substance abuse, and violence, all of which tend to lead to longer sentences as described above. The above socio-economic challenges follow offenders throughout their sentences; therefore, the OIP in subsequent chapters will examine how the above factors can be mitigated in the community corrections setting.

Additional challenges include the failure to encourage the OCI and other key stakeholder groups to buy-into future efforts to address the outcome gap, including the establishment of a working group within AID, the suggestion to explore other parole outcome measures, and to create more ACLO positions, to name a few. Previous efforts to date include ACLOs and ACDOs informing senior management that the current recidivism model does not aid in

narrowing the gap; however, no substantive changes have yet occurred as a result of these discussions. As previously noted, a key challenge is convincing AID and CSC senior management to modify the current "one standard, one approach" methodology to measure parole success versus failure. Further evidence is necessary to prove that the current methodology does not contribute to the CSC's organizational goals or objectives, and is thus leading to continued negative perceptions about parole outcomes. Thus, this Organization Improvement Plan will begin to address some of these issues and propose solutions, including the establishment of a national working group as well as adopting an evidence-based supervision model to measure parole outcomes.

Perceptions Surrounding OIP Implementation

Although I anticipate some resistance to the implementation of this proposed OIP, I believe that this resistance may be short-lived if the OIP becomes an organizational priority at the CSC. This would ensure a mandate requiring employees to implement the OIP and could include researchers, evaluators, and, possibly, outside assistance.

Since stakeholders include a wide breadth of individuals and groups such as offenders, legislative bodies, special interest groups, and senior government officials, perception for the OIP could be either positive or negative. Senior government officials with a vested interest in maintaining the status quo could lobby for additional funds to address the outcome gap. This would ensure that resource levels are maintained and maintain performance pay initiatives for senior officials. Additional perceptions include conflicting interests at various levels: "decision making involves a conflict of organizational and individual interests and a corresponding clash of information that results in the accommodation of diverse partisan interests through bargaining" (Lee et al., 2013, p. 19). Other factors affecting perception include: potential

changes in government, a lack of buy-in from key stakeholder groups, challenges in training staff on new outcome measures, the need for additional resources, and the lack of change readiness due to the limitations of the selected tools. Negative perceptions are likely to emerge when stakeholders do not believe that the new measures will achieve the desired outcomes.

Conceptual and Theoretical Frameworks

The theoretical framework for this OIP is based on Lewin's (1951) Change Theory. This is a descriptive model based on systems and helps to illustrate the interconnectedness within organizational systems, beliefs, and relationships (Cawsey et al., 2016, p. 6). In this framework, an unfreezing must occur prior to each change initiative, followed by a refreezing of the organization once the change has been sustained and implemented into the culture.

Figure 1.5, illustrates Lewin's (1951) Change Theory and describes the steps that would occur at each stage of the change initiative. Importantly, the Change Theory is considered relatively simple, thereby making it useful in communicating the overall change process to stakeholders (Cawsey et al., 2016, p. 20). Given the stakeholders involved in this OIP, I believe this is an important consideration. The Change Theory (Lewin, 1951) discusses how an unfreezing occurs at this stage of the OIP where it is determined what needs to change while ensuring there is strong support from senior management which is represented by the CSCs senior management. This is followed by creating the need for change within the organization and having to manage any resistance, doubts or concerns that arise. The change and refreezing steps are covered in Chapters 2 and 3 of the OIP where frameworks to lead the change process and the implementation plan are discussed.
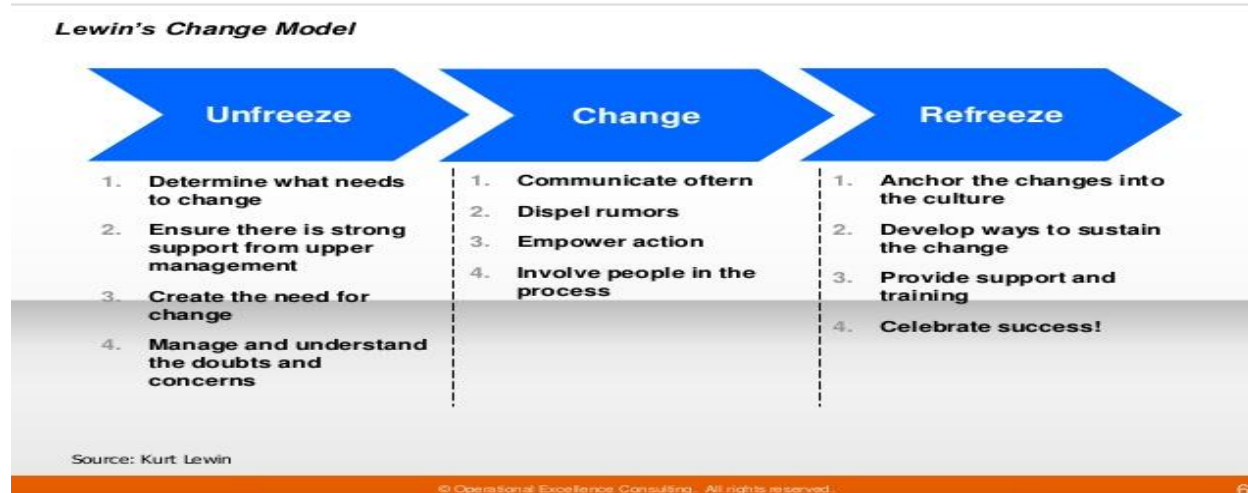
Figure 1.5. Lewin's (1951) change theory

In addition to Lewin's Change Theory, a second conceptual framework was selected to aid in the implementation of the OIP. As illustrated in Figure 1.6, this framework is adapted from the Learning Disability(LD)/Crime Link - Brier, 1994; Boe, 1998; Morrison & Cosden, 1997; and Stevens, 2001 (as cited in Brown, S., Fisher, B., Stys, Y., Wilson, C., and Crutcher, N., 2003). The Learning Disability/Crime Link is a "final pathway model [that] posits that the relationship between LD and crime is mediated through poor educational achievement and unemployment. Thus, learning disabilities are not causally related to crime, but rather, learning disabilities result in poor educational achievement, resulting in employment deficits that, in turn, lead to criminality" (n.p). However, the adapted framework considers more than just learning disabilities, including how each risk factor can be linked to crime.
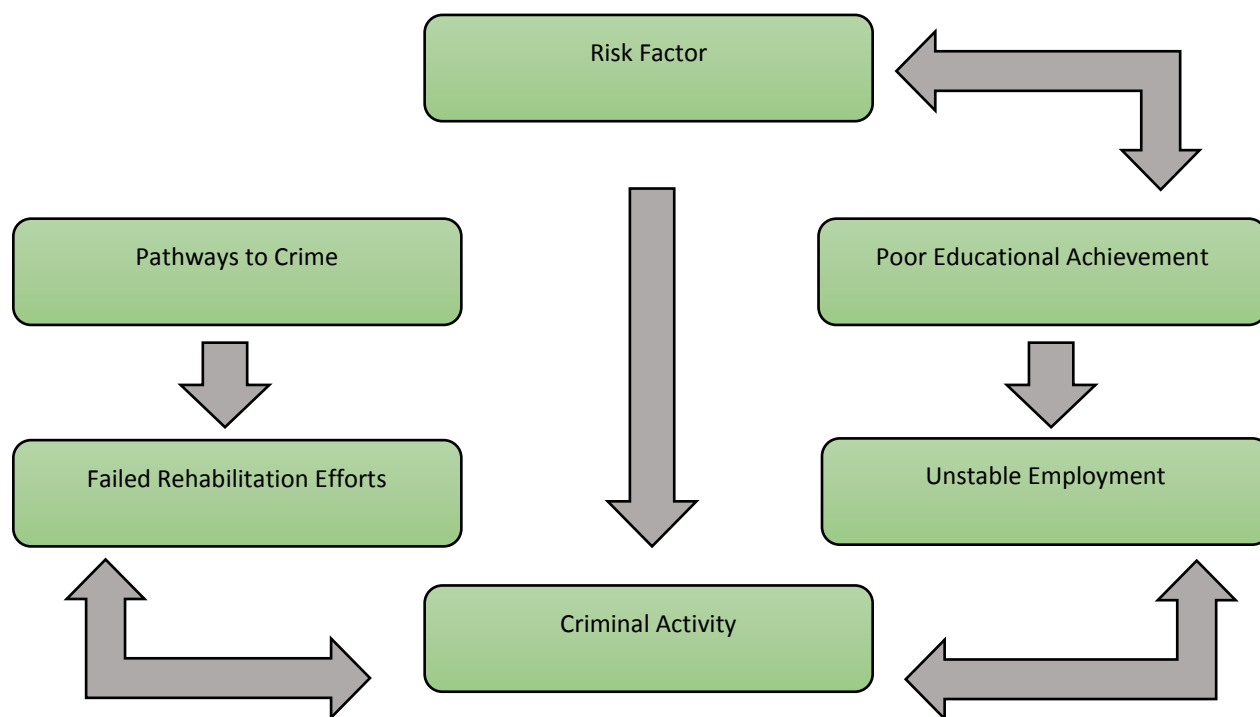
Figure 1.6. Risk factors and negative outcomes leading to incarceration

The above framework notes how various risk factors can contribute to crime, further supporting research that links Aboriginal offender's particular socio-economic challenges to higher crime rates and subsequent recidivism.

The representation of Aboriginal offenders in the criminal justice system is not unique to Canada; in fact, this over-representation also persists in Australia. As Ferrante (2012) notes, "the overrepresentation of Aboriginal people in the criminal justice system has emerged as one of the most intractable social issues facing contemporary Australia. In all Australian states and territories, arrest and imprisonment rates of the indigenous population far exceed those of the nonindigenous population. In 2011, the national indigenous imprisonment rate was 14 times greater than the nonindigenous rate (Australian Bureau of Statistics [ABS], 2011) (n.p)".

Australian researchers have identified several factors that contribute to the overrepresentation of Indigenous peoples in Australia. Like Canadian studies, these Australian context-specific studies use models that include certain variables and a multi-factorial risk framework. These variables include personal, family, and community factors; like the Learning Disability/Crime Link model adaptation, certain factors like educational achievement offer more protective benefits.

Overall, the Australian study concludes by noting that the "risk factor paradigm is but one approach in arriving at a more sophisticated understanding of the processes that lead to crime in Aboriginal communities and to elevated levels of contact with the justice system. The study has taken heed of calls to examine an array of more culturally specific factors" (Ferrante, 2012 n.p). Given the above, this OIP encourages the CSC to adopt more culturally-specific factors when examining Aboriginal offender correctional outcomes and developing parole outcome measures.

In concluding this section, several questions arise from the Problem of Practice and there are numerous factors that may affect the successful implementation of an alternative model to gauge parole success. The conceptual and theoretical frameworks herein will aid the reader by highlighting the steps that the CSC must take to effect organizational change and describing the factors that affect offenders on parole. Both internal and external data supports the need for the change plan. The next section deals with Perspectives on the Problem of Practice; or, in other words, the *why change?* question of the OIP.

Perspectives on the Problem of Practice

This section considers "why change?" by situating the Problem of Practice (PoP) in the broader contextual forces at play. By that, I refer to the historical context of the PoP and frame the context with organizational and theoretical models and/or frameworks. I will discuss recent

literature, both internal and external data and tools, and state the leadership philosophy of the pertinent researchers.

Historical Overview of the Problem of Practice

As previously discussed, this Problem of Practice (PoP) stems from an organizational context wherein the Correctional Service of Canada (CSC) uses a "one standard, one approach" to measure parole success. Dating back to the mid-1990s, the CSC has used a standard calculation of revocation rates to measure parole success. This approach is problematic because it does not reflect incremental progress that offenders often make while on parole. With rare exceptions, federally-sentenced offenders spend at least a portion of their sentence in the community under the supervision of CSC staff; consequently, the successful transition of offenders to the community is a top priority for CSC (CSC, 2016, "Our Priorities").

As one of its goals, the Aboriginal Corrections Accountability Framework (ACAF) is committed to improving the parole success rates for Aboriginal offenders (CSC, 2010, n.p). In order to effectively address Aboriginal corrections, interventions should be based on a long-term strategy with established short, medium, and long-term goals (SPAC, 2006-2011, n.p); on that basis, the proposed five-year Aboriginal Corrections Accountability Framework (ACAF) will be directly related to annual, incremental, and measurable results. This multi-year strategy is a roadmap towards transformational change that will establish tangible results by directly addressing the systemic barriers that Aboriginal offenders experience and help reduce the current outcome gap between Aboriginal and non-Aboriginal offenders.

Framing the Problem of Practice

To clarify the need for parole success to be measured according to a different set of indicators rather than the current "one standard, one approach" method, this PoP applies the

following lenses to its discussion: structural, human resource, political, and symbolic by Bolman and Deal, 1984 (as cited in Bolman & Deal, 2008, p. 14).

Structural Frame. The CSC's structure is similar to other decentralized federal government departments; in addition to federal penitentiaries, the CSC also includes a departmental national headquarters, regional offices, and local offices. In general, the CSC is an "organization that exists to achieve established goals and objectives" (Bolman & Deal, 2008, p. 47) while attempting to "increase efficiency and enhance performance through specialization and appropriate division of labour" (p. 47). The CSC has several sectors that provide specialized services, including the AID, which deals with case management of Aboriginal offenders.

Importantly, the CSC is not immune to structural challenges, particularly those concerning "structural design". Structural design encompasses "how to allocate work and how to coordinate diverse efforts" (Bolman & Deal, 2008, p. 52); in this context, a significant challenge for the CSC is the integration of specialized units such as the AID into the case management function. The overall structure of the CSC is best captured by Mintzberg's Fives (1979) which depicts the Divisionalized form of the CSC, including the institutions or penitentiaries along the operating core and under the national headquarters located at the strategic apex.

Human Resources Frame. There are case management teams of employees at each level of the CSC who are expected to communicate their needs and concerns to senior leadership. However, neither the CSC nor the AID actively solicit ideas from employees. Notably, the CSC and the AID avoid methods such as contests, focus groups, and so forth, even though these strategies could promote more frequent communication between employees and management. In addition, the federal government under Stephen Harper (2006-2015) enacted several fiscal policies resulting in budget constraints and leading to a status quo of "doing more with less".

Given the length of these budget cuts, many employees now openly question if the CSC only "sees individuals as objects to be exploited" (Bolman & Deal 2008 p. 121). The reason for exploiting employees can be linked to the CSCs attempts to establish a good fit between the department and its employees. The public service employment survey supports this notion as it revealed that employees do not find their work meaningful. Moreover, employees generally believe that the CSC suffers from a lack of leadership. Contrary to Lynch's (1996) articulation of the efficiencies of a "smaller, more flexible workforce", a small workforce does not always translate into higher efficiency. This is particularly evident through the ballooning caseloads that CSC staff must manage without adequate resources.

 Political Frame. Bolman and Deal (2008) use a political frame in which organizations are analogous to jungles; within this frame, the CSC is a deep jungle with a thick forest of political activity and players. The argument presented in Chapters 9 and 10 of Bolman and Deal (2008) argue that the CSC has become an arena where political agents or players "examine the political dimensions of organizational change" while "operating in complex ecosystems" (p. 230). In particular, the authors use a series of political assumptions which describe the CSC as suffering from "enduring differences in values, beliefs, information, interests, and perception of reality" (p. 194). Management at each level act as political agents with differing values and interests at stake; these conflicting interests significantly impact which department or unit will receive scarce resources, causing conflict and competition between various departmental operations.

 Bolman & Deal (2008) further describe how the "political dimensions" play a role in "shaping and structuring the organization This causes a top-down political structure within the CSC rife with special interest groups and unions where "jockeying for position is constant, and

yesterday's elite may be tomorrow's also-ran" (Bolman & Deal, 2008, p. 231). Mintzberg's "system of influence" (1985) is evident in the CSC's departmental priorities and agendas, as is the political pressure of the public arena that Bolman & Deal (2008) describe.

Symbolic Frame. Given the importance of protecting society from Canada's most serious criminal offenders, the CSC occupies a symbolic place in Canadian society. The long-standing history of the CSC, combined with its strategic vision and values, further contributes to its symbolic resonance outside of the institution. Within the institution, both current and former correctional officers contribute to the organizational culture that ultimately "forms the superglue that bonds an organization, unites people, and helps an enterprise accomplish desired ends" (Bolman & Deal, 2008, p. 253). This culture "embodies wisdom accumulated from experience" (p. 269) and has recently been renewed through the appointment of the current commissioner, Mr. Don Head, a former correctional officer.

Emerging Points. First, the CSC's structural frame is consistent with the basic structural tensions that Mintzberg (1979) describes; the CSC is a knowledge-based functional group centered on client-service, geographically located in central offices, and includes standardized processes for offender care and custody. Within a human resources context, the link between human capital and the organization is persistent; however, the fit between the organization and its employees is strained. Symbolically, the CSC has a long-standing history wherein the blue correctional officer uniforms are viewed as a line of defence between Canada's most dangerous offenders and society. Finally, when viewed through a political frame, political pressure from government and other political arenas is evident, creating tension between political agents at various levels who must all jockey to secure scarce resources.

Literature Review

Given the persistent systemic barriers that Aboriginal offenders face, the importance of the Problem of Practice cannot be undermined. A new system of parole success would not only help reduce these systemic barriers, but would provide a new working definition of what it means to successfully reintegrate into society.

Literature supports the existence of a current policy window of opportunity wherein Aboriginal offenders have been given priority. Kingdon (2003) describes this window as "an opportunity for advocates of proposals to push attention to their special needs" (p. 165). By prioritizing Aboriginal offenders' needs, this window is open at a particularly opportune time because the CSC is already attempting corrections reform through their transformation agenda. Within this "policy window, the opportunities for action on given initiatives, present themselves and stay open for only short periods" (p. 166); therefore, I encourage the CSC to act quickly and implement the OIP.

New parole outcome measures and innovations would introduce social equity into the public administration of the CSC. Importantly, "conventional or classic public administration seeks to answer" (Frederickson, 2010, p. 7) two questions: first, "how can we offer more or better services with available resources (efficiency)?" and, second, "how can we maintain our level of services while spending less money (economy)?" (p. 7). Recent literature in the field of public administration adds another element by asking: "does this service enhance social equity" (p. 7). Social equity exists in many contexts, but this case focuses on the "procedures of representative democracy presently operate in a way that either fails or only very gradually attempts to reverse systematic discrimination against disadvantaged minorities" (p. 7). In other words, while the Aboriginal offenders in question do live in a democratic nation, the Office of

the Correctional Investigator correctly describes how Aboriginal offenders nevertheless experience systematic discrimination given the limited resources spent on Aboriginal correctional treatment and interventions.

In looking at causal stories, Stone (2002) describes "two primary frameworks for interpreting the world: the natural and the social" (p. 189). The natural world is best described as fate wherein events occur as processes, while the social world framework focuses on "control and intent" (p. 189). In examining the root causes of the over-representation of Aboriginal offenders, some theories suggest that Aboriginal offenders have been the victims of intentional cause as a result of the community's historical oppression. Consequently, current correctional programs not only do not work, but cause further harm. Although CSC reports often describe the success of correctional programs for Aboriginal offenders by citing treatment program completion rates, this statistic fails to consider other unintentional problems that may develop, including, but not limited to, the loss of culture and the long-term effects of institutionalization—a particular concern given the Aboriginal community's experience with residential schools.

Political, Economic, Sociological, Technological and Environmental Analysis

A Political, Economic, Sociological, Technological, and Environmental (PESTE) analysis illustrates the need for change from an organizational context. I selected the PESTE analysis tool (Cawsey et al., 2016, p. 3) because it provides a macro-analysis of the factors that can or are affecting the CSC. The PESTE analysis uncovered a host of factors that have both proactive and reactive implications for the PoP and the CSC. As with most reactive implications, some factors are unanticipated or unexpected. By understanding which factors are proactive, it is possible to strategize and mitigate the risks identified. The following discussion focuses on the implications of each component of the PESTE analysis.

Political factors shape the types of policies and support services that affect Aboriginal offenders. There is a high likelihood of political support for the PoP since the CSC follows official Government of Canada (GoC) legislation, policies, and directives, meaning changes to policy and/or legislation that may improve results are usually welcomed by federal departments. In addition, political factors could favour Aboriginal corrections as improving metrics that assess parole success becoming a priority; this would result in additional funds to support programs, services, and resourcing indicators (full time equivalent positions). Implications in terms of changing the offender release program could include proactive lobbying by the CSC to the Treasury Board of Canada Secretariat (TBS), who in turn submits proposals to the GoC for funds and support. Reactive implications could include lobbying to keep front line positions such as ACDOs and ACLOs if funding cuts occur and positions are to be eliminated.

The PESTE analysis uncovered several economic factors relating to the Canadian economy and the socio-economic conditions that Aboriginal offenders experience. A recession in Canada might result in drastic cuts to GoC spending (i.e., government resources and revisions to change initiative plans). Certain programs and associated spending would then be de-prioritized, resulting in the elimination or drastic reduction of funds. While proactive implications could include the allocation of new government money for Aboriginal corrections, new spending is always correlated with increased lobbying for that funding. Other implications may include finding adequate resources to assist offenders who live in rural areas and remote communities. Resources are a key requirement for Aboriginal offenders facing socio-economic barriers to their reintegration. Reactive implications in this area may include financial cutbacks and resources for areas where the offender population warrants the services.

Societal factors identified in the analysis include, but are not limited to, public pressure or scrutiny, Aboriginal offenders, and offender demographics, risks, needs, and attitudes. Specifically, pressure from the public and special interest groups tends to arise when an offender re-offends, goes unlawfully at large, or escapes lawful custody. The general public and some specific special groups often do not fully comprehend correctional policies or the laws in place to ensure public safety; consequently, public awareness campaigns could become a proactive implication related to this factor and should be prepared in advance of any legislative or policy changes. As previously discussed, Aboriginal offenders typically face several risks related to their social histories, including barriers related to reintegration. Some of the risk factors cited in policy and parole decisions include substance abuse, trauma, marital/family issues, gang affiliation, mental health, and loss of culture (Keown et al., 2015, n.p). As per current policy, parole officers should consider these risk factors and histories as they relate to individual cases (Commissioners Directive 705-6, 2013, n.p). Implications of the above risk factors include the need to proactively establish community resource partnerships so that they are readily available for offenders upon release.

A main technological factor discovered during the analysis is the technological limitations of the Offender Management System (OMS). OMS is a computerized case file management system used by the CSC, the Parole Board of Canada, and other criminal justice partners to manage information related to federal offenders throughout their sentences. The system gathers, stores, and retrieves information required for decision-making purposes (CSC, 2013); however, there are limitations to the system as it is tied to current policy requirements. Other technological factors were of less significance or lower priority and did not adversely affect the CSC. While there are technological limitations for remote supervision cases, the CSC

is testing new software, mobile devices, and applications to assist employees in performing their roles outside an office environment.

Although this PESTE analysis found few environmental (ecological) factors, one factor relates to an offender's access to reserve land or home communities upon conditional release. Since reserve land and other traditional lands are considered sacred, many community leaders and Elders often restrict who can access those lands. Therefore, ongoing consultation whenever possible with Aboriginal communities is crucial in order to mitigate any issues that may arise from offenders requesting access to traditional lands and/or their home community.

In conclusion, while this list of PESTE factors is not exhaustive, the effects and implications described here frame both the PoP and the "environment or context of the organization"; consequently, these factors form potential lines of inquiry and articulate potential problems with current methods measuring parole success rate (Cawsey et al., 2016, p. 16).

Internal Research & Data

The OIP analyzes numerous internal research reports, evaluations, and offender data. Specifically, the following internal CSC research reports were considered: "Factors Related to Community Supervision Outcomes: Revocations" (2015); "Recidivism Risk Assessment for Aboriginal Males: A Brief Review of the Scientific Literature" (2011); "Aboriginal Social History Factors in Case Management" (2015); and "Profile of Aboriginal Men Offenders: Custody and Supervision Snapshots" (2014).

The above-listed research reports support the need for change. Thompson et al. (2015) note that "between 24% and 56% of offenders were revoked during their conditional release with most revocations (over 80%) occur[ing] within the first year after release. Non-Aboriginal women offenders had the lowest rates of return to custody among the four groups examined and

Aboriginal men had the highest" (n.p). MacDonald (2014) similarly discusses the over-representation of Aboriginal males in the criminal justice system: "Aboriginal offenders accounted for 22% of the in-custody and 15% of the community supervision offender populations" (n.p) Lastly, Power and Nolan (2014) investigated the perceptions of Aboriginal offenders with respect to employment and reintegration. By employing qualitative inquiry methodologies, their research notes:

>intrinsic rewards were of primary importance in the offenders' assessment of the quality of their work on release. Although extrinsic rewards such as pay were considered beneficial, offenders most valued that their jobs were interesting, meaningful, and provided them with a sense of achievement. Relationships at work, especially with managers, were also found to be highly valued and contributed to increased self-esteem. Offenders generally attributed their current work success to a positive attitude and strong work ethic. The majority agreed that their employment helped them desist from further criminal activity by providing them with a productive and pro-social way to spend their time (n.p)

Given the impact on parole outcomes, this research demonstrates the need to consider employment as an indicator of parole success. In fact, the data suggests that meaningful employment for offenders can hopefully reduce recidivism and possibly serve as a future indicator of parole success.

External Research & Data

There is an abundance of data describing statistics relating to Aboriginal people, the corrections system, and the social history factors plaguing offenders. Statistics Canada data from 2014/15 highlights the growing number of Aboriginal adults being admitted into correctional

services, including federal custody. Aboriginal adults are consistently over-represented in admissions to provincial/territorial correctional services and "with regard to federal correctional services, Aboriginal adults accounted for 22% of admissions to sentenced custody in 2014/2015" (Statistics Canada, 2016, n.p). This number is more pronounced for females than males: "in the federal correctional services, Aboriginal females represented 31% while Aboriginal males accounted for 22% of admissions to sentenced custody" (Statistics Canada, 2016, n.p).

From a financial perspective, adult correctional services operating expenditures in Canada totalled over $4.6 billion in 2014/2015, which translates into an average institutional expenditure amount of approximately "$302 per day for federal offenders" (Statistics Canada 2016, n.p). This creates a large financial impact for taxpayers.

Additionally, as part of the external research literature review, the Truth and Reconciliation Commission (TRC) of Canada's Calls to Action (2015) was examined. The justification for the 94 individual Calls to Action are two-fold: first, to redress the legacy of residential schools in Canada; second, to provide governmental recommendations. Specifically, Call to Action number 42 directs the government at all levels to "commit to the recognition and implementation of Aboriginal justice systems in a manner consistent with the Treaty and Aboriginal rights of Aboriginal peoples, the Constitution Act, 1982, and the United Nations Declaration on the Rights of Indigenous Peoples, endorsed by Canada in November 2012" (TRC, 2015, p. 325). Call to Action number 42, and the overall TRC report, align with the Problem of Practice because the OIP contains proposals that aim to reform parole measures for Aboriginal offenders while simultaneously recognizing the rights that these offenders have as Aboriginal peoples. The TRC Calls to Action also serve to influence the forward momentum of OIP change

by reminding senior management in the CSC that Canada has an obligation to Aboriginal offenders.

Importantly, the TRC Calls to Action refer to the United Nations (U.N) Declaration on the Rights of Indigenous Peoples (hereafter referred to as "the Declaration") (2007) as adopted by the General Assembly in 2007. In adopting the Declaration, the general assembly affirmed that Indigenous peoples are equal to all others and need protection from all forms of discrimination. The adoption of the Declaration also acknowledged the U.N.'s role in protecting Indigenous knowledge, cultures, and traditional practices. Specifically, Article 34 of the Declaration describes how Indigenous peoples have the right to "promote, develop and maintain their institutional structures and their distinctive customs, spirituality, traditions, procedures, and practices" (U.N 2007), a policy that is consistent with international human rights standards. The Declaration is foundational to the OIP and its plan to respect spiritual, cultural, and traditional practices of Aboriginal offenders as per the CSC's Strategic Plan for Aboriginal Corrections. In addition, the Declaration serves to inform senior management and key stakeholders of Aboriginal offenders' rights when developing culturally-appropriate programs and services for parolees.

Both the TRC Calls to Action and the U.N Declaration will aid the OIP change effort because each exemplifies the need of the CSC to promote indigenization when developing new parole outcome measures. In this context, indigenization entails a commitment on the part of the CSC to understand the historical, social, and economic conditions of Aboriginal offenders while fostering respect and understanding of cultures, traditions, and languages of the offenders that the CSC serves.

Leadership Philosophy

In conclusion, the over-representation of Aboriginal peoples in correctional services is a trend that is likely to continue. Data and literature consistently supports the need for new measures or indicators to measure parole success and the implementation of more resources targeted at Aboriginal populations. A potential barrier to this would be if the CSC senior management refused to adopt either current methodologies or a more inclusive leadership style. An inclusive approach is important because it is the most effective approach in ensuring that all parties' interests and values are considered. If senior leadership appears to prioritize personal interests over the common interests of the greater good, it will be more difficult to achieve buy-which would significantly jeopardize the long-term success of the change initiatives.

<div align="center">

Leadership-Focused Vision for Change

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This section will examine and articulate the gap between the present organizational conditions and an envisioned future state. Specifically, current Aboriginal offender outcome measures will be identified and compare them to predicted outcomes that would occur as a result of the changes proposed in this OIP. These changes will create a future state that improves the situation for social actors currently impacted by the Organizational Improvement Plan (OIP). Importantly, these changes seek to balance stakeholder and organizational interests while collaborating with the organization and the broader community.

Envisioned Future State

This OIP endeavours to move towards an "incremental measures" approach that would track the progress that offenders make while on conditional release. These new measures would align with the current Strategic Plan for Aboriginal Corrections (SPC), which addresses the gaps in outcomes between successful versus unsuccessful offenders.

Identifying Offender Outcome Measures. Literature on parole outcomes and internal research conducted by the CSC demonstrates that the current "one standard, one approach" methodology to measure parole supervision outcomes is not contributing to the CSC's overall goals and objectives, such as the successful reintegration of offenders into society as law-abiding and pro-social citizens. Although ACLOs and ACDOs have consistently described the need for new measures and/or indicators for parole success, there has been little consensus on what those measures or indicators should entail. Regardless of what new measures or indicators are ultimately implemented, indicators need to better serve Aboriginal offenders in their parole plans by better measuring the incremental progress that Aboriginal offenders often make while on parole. Preliminary discussions at national training workshops for ACLOs and ACDOs generally focus on the need for improved measures to consider, among other factors: progression along the parole continuum from day parole to full parole; completion of vocational training; securing meaningful employment; and societal contributions.

Prior to budget cuts implemented by the previous Conservative-led government (2006-2015), the AID held annual national training workshops. The workshops were an opportunity to revisit the AIDs and the CSC's Strategic Plan for Aboriginal Corrections and to discuss goals for Aboriginal corrections. These workshops encouraged an interdisciplinary approach whereby various case management officers met in order to increase collaboration and promote an inclusive organizational culture. AID senior management also attended the training workshops which included group ceremonies where AID employees could speak openly about their experiences, frustrations, and success stories without fear of reprisal or repercussion. However, government cutbacks have cancelled future sessions and the AID has had their training budget cut significantly. The AID initially implemented a quarterly video conference training format,

but this lasted for less than one calendar year before it was cancelled without explanation. Regional AID staff now meets monthly via video conference to discuss challenges, best practices, and strategies. While this is viewed as a preferred strategy to reduce travel costs, regular scheduled meetings have been inconsistent in recent years.

Although the CSC's vision has largely remained the same during the past ten years, the CSC is increasingly prioritizing Aboriginal corrections. The shift has resulted from the previously discussed Transformation Agenda, the Strategic Plan for Aboriginal Corrections, and reports issued by the OCI. Other special interest groups such as the Native Brotherhood and Sisterhood—who are CSC clients—have also put emphasis and pressure on the CSC to adopt these changes.

Priorities for Change

The proposed change vision is oriented towards building a supportive work environment within the AID and enhances the organizational culture while improving outcomes for offenders. This is necessary because "visions can be used to strengthen or transform existing cultures" (Cawsey et al., 2016, p. 23). This transformation would encourage the CSC to move away from operating in silos wherein AID senior management has a central role and to instead move towards an interdisciplinary approach to Aboriginal offender case management whereby all members are trained in the new parole outcome measures and their application.

An interdisciplinary approach would encourage working groups and advisory committees to work together to implement new measures. A shift in how to manage the individual and/or the team (e.g., see Senge, 1990, p. 91) could include relational processes that "surround" both the individual and team (Ford, 2006). Senior managers within AID are aware of the need for change. As Nadler & Tushman (1990) argue, this is important because the executive is a critical actor in

the drama effecting organizational change. To date, neither CSC policies nor Commissioner's Directives have changed for several years, primarily due to ongoing budget constraints. As the CSC has grappled with the need to "do more with less," this has eliminated the development of a research-based vision that would improve the reintegration process for Aboriginal offenders.

Collaboration with Institutional and Community Partners

The creation and implementation of the above-suggested incremental measures will improve parole outcomes because the Parole Board of Canada (PBC) can consider incremental progress indicators in their decision-making. These new measures would also treat Aboriginal offenders with culturally appropriate and responsive interventions. Consequently, this change vision will likely motivate offenders by valuing incremental progress they achieve on parole. This change could also help develop national working groups, improve monitoring tools, and implement new policy-based outcome measures.

Once measures and/or indicators have been identified, the proposed OIP will provide recommendations for implementation within the CSC. Those recommendations will strive to address the issues associated with the current gap in outcomes and advocate the AID to accept the recommended measures of outcomes for Aboriginal offenders. Overall, these new measurements would produce more valid results for ACLOs' and ACDOs' work and the accomplishments that Aboriginal offenders do achieve while on parole.

To summarize, the CSC's vision to address the gap between Aboriginal and non-Aboriginal offenders is articulated through the Strategic Plan for Aboriginal Corrections and preliminary discussions have taken place as well as the gap being a noted goal. New parole outcome measures and/or indicators related to parole success have been suggested will hopefully be developed in partnership with ACLOs, ACDOs, and CSC and AID senior managers. It is

hoped the new measures will improve parole results in collaboration with the PBC. However, until such time new measures are identified and implemented, AID employees will continue to try to achieve positive parole outcomes using the status quo.

<div align="center">**Organizational Change Readiness**</div>

This section will describe the level of change readiness using tools and models including Cawsey, Deszca, and Ingols' (2016) Change Path Model and the Political, Economic, Societal, Technological and Environmental (PESTE) analysis tool. I will also use Lewin's (1951) Force-Field analysis tool to consider competing internal and external forces that have the ability to impact the OIP.

Model for Change

To determine organizational change readiness, this OIP will use Cawsey, Deszca, and Ingols' (2016) Change Path Model. This four-stage model examines an organization from its *Awakening* through to *Institutionalization* by examining the forces working for and against the shift, tracking its changes and describing how the organization makes adjustments as required to mitigate risk. To prepare the CSC for the OIP's proposed changes, I suggest several factors including the identification, description, and dissemination of information about the gap between the current state and the desired state. Those factors are noted in the Force-Field Analysis that follows. Since processes, systems, and policies contribute to the results obtained, those items will serve as a goal for aiding change.

When assessing the CSC's change readiness using the Change Path Model, the initial stage—or the "unfreezing"—will occur wherein the status quo is challenged. Hopefully, this will aid in the change initiative being supported by AID and the CSC senior management. Once support is garnered, the change stage will commence and stakeholders can recommend and approve the new parole outcome measures and/or indicators. At this stage, there are two key

assumptions: first, that AID senior management will support the change initiative; second, that research and literature sufficiently demonstrate the gap between the current state and the desired state. This OIP assumes that the desired state will become a shared vision among ACLOs, ACDOs, and AID senior management, all of whom have the power and ability to recommend policy and legislative changes. Chapters 2 and 3 will articulate that vision, propose solutions to address the PoP, and describe an implementation plan to advance the OIP.

This model also assumes that a "refreezing" of the organization will occur once the recommended change is supported by all stakeholders. This "refreezing" stage occurs when the organization adopts the desired change for a specified length of time and then subsequently assesses the organizational change initiative to determine if the desired state has been achieved.

Forces Shaping Change

Prior to the *Awakening* phase, I conducted a PESTE analysis to scan the organization's environment and determine the forces that drive change in the CSC (Cawsey et al., 2016, p. 80). The PESTE analysis served as one of the critical organizational analyses to help understand the forces that support and disapprove of particular organizational shifts (Cawsey et al., 2016, p. 41). Additionally, I conducted a force-field analysis (FFA) (Lewin, 1951) to aid in better determining the forces competing for and against the new parole outcome measures (see Figure 1.7).

Figure 1.7, describes the variables and/or factors identified from the literature, research, and organizational context-specific issues. Specifically, Lewin's (1951) force field analysis was used to examine the move from the current—or actual—situation to the optimal—or desired—state in the area of Aboriginal corrections. The FFA is illustrated through a graphic representation of the forces for and against the change initiative. Internal forces, including those that the CSC has control over, are noted by their solid border. The impact of each is depicted by

the size of the arrow. Dashed lines symbolize external forces, or those CSC has less control over. The analysis highlights the need for forces that can immediately influence the OIP and overcome opposing forces. An example of immediate forces that could positively influence the OIP includes political pressure from special interest groups, such as Aboriginal-specific groups like Native Brotherhood, Sisterhood, and so forth.

The FFA reveals that there are more opposing forces compared to driving forces; however, the potential impact of several driving forces (Aboriginal offenders, Office of the Correctional Investigator, and the outcome gap) is quite significant. These are depicted by the larger arrows. The driving force with the largest perceived impact is the persistence of the outcomes gap and the previously-discussed "one standard, one approach" approach. Failure to accept that the current methodology does not translate into parole success indicators or measures will further contribute to the persistence of negative outcomes and a measurable outcomes gap. For the reasons above, I identified new parole success indicators as the most critical driving force affecting this OIP as depicted by the largest arrow.

This OIP feedback from the various stakeholders through working groups, committees, or other forums which provide an avenue to present the OIP and its potential benefits. In this case, feedback constitutes a form of political pressure on the CSC and AID senior managers who, in turn, will hopefully realize that not acting on feedback could result in political instability and negatively affect the department's funding and resourcing.

In summary, the FFA suggests that opposing forces could be weakened through a joint effort on the part of the change agents and driving forces. This OIP intends to demonstrate the need for change within the CSC and AID by using Lewin's (1951) FFA "to identify those forces

that would need to be either strengthened or weakened in order to bring about desired behaviours" as described in Cawsey et al., (2016 p. 41).
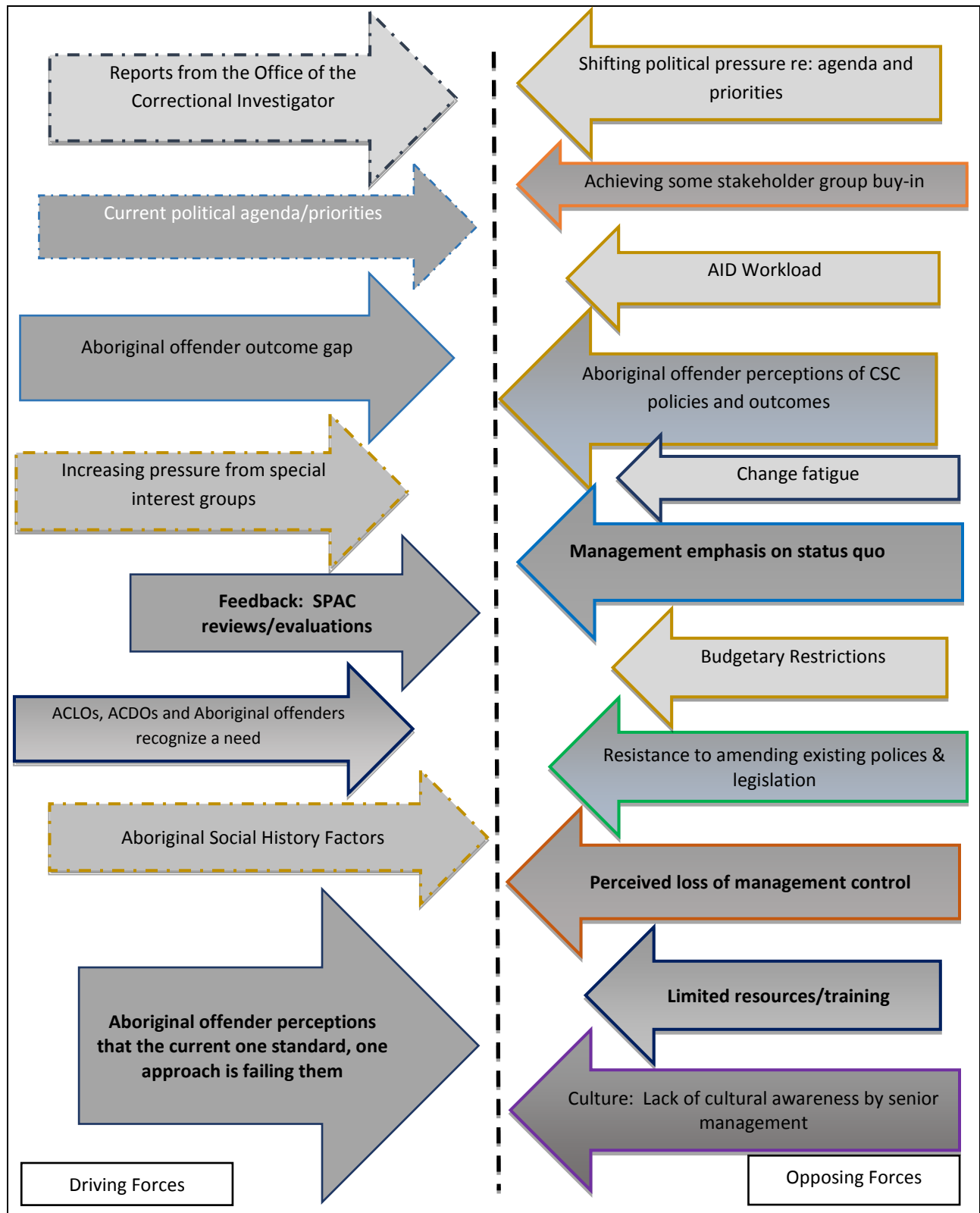
Figure 1.7. Force-field analysis

Key Stakeholders and Strategies to Overcome Resistance

There are several stakeholders who may impact the OIP and the CSC's level of change readiness. The *Mobilization* stage examines various external and internal factors and describes how AID leaders can assist employees and various stakeholders by engaging in necessary dialogues to develop strategies that address current challenges and to adopt new incremental measures. Key stakeholders noted in the OIP include, but are not limited to: the CSC and AID senior managers, ACLOs, ACDOs, Aboriginal offenders, political officials, and other special interest groups, including the Office of the Correctional Investigator. The implementation of the OIP may reveal other stakeholders.

Stakeholder awareness and readiness will be accomplished by having the ACLOs and ACDOs participate in learning circles, which involves bringing together experienced practitioners in structured collaborative learning cycles to discuss topics of mutual interest (Kishchuk et al., 2013. p. 89). CSC and AID senior managers will also attend these learning circles to expand their knowledge of the work performed by ACLOs and ADCOs. In addition, the AID would hopefully soon see the return of national training workshops and quarterly national calls to discuss the work being accomplished cross-country.

With respect to the Change Path Model (Cawsey et al., 2016), change readiness will be reassessed upon completion of the OIP; in the meantime, the "unfreezing"—or *Awakening* stage—will begin by holding consultations with AID regional administrators and other ACLOs. Consultations at the regional level will ensure that information flows up to national headquarters. Those consultations will assist in determining where the respective departments and initiatives of the CSC stand with respect to change plan at the regional and local levels.

Resistance towards the change initiative can come from several sources and take various forms. For one, coalitions between AID employees within each region are necessary to help promote unity and cohesiveness for the implementation of change efforts. Since the proposed changes overturn a long-standing norm of measuring offender outcomes, some resistance by the above-listed stakeholders is expected during the early stages. Once that resistance is overcome, I expect that the OIP will progress through the subsequent changes with little resistance since AID change teams will be developed to *Accelerate* the change effort.

During the *Awakening* phase, the existing gap in outcomes will be articulated and awareness about this gap will be generated among AID and CSC senior managers and other stakeholders. In addition, an "unfreezing" or "awakening" will occur in order to provide AID leadership with a macro-level perspective of the CSC. Activities in this stage will challenge long-held beliefs and values with the hope that AID senior managers will overturn the status quo. This "awakening" phase is important, because senior managers have the unique ability to identify and clarify the need for change while simultaneously being able to assess the organization's readiness for change and work with other stakeholders to create a new vision for change (Cawsey et al., 2016, p. 42).

An additional strategy to aid in overcoming resistance is through the program evaluation methodologies of data collecting and analysis, and conducting staff interviews at least one fiscal year post-implementation; ultimately, this data collection will move the OIP to the post-implementation phase and incorporate the results into the CSC's follow-up activities. This is consistent with the Treasury Board of Canada Secretariat (TBS)'s Program Evaluation Methods manual, which notes the importance of results-based evaluations of Government of Canada

programs. The plan to build change awareness including the proposed communication strategies

are discussed in the next part of this Chapter.

Planning to Communicate Change

This section summarizes the plan for building awareness of the need for change. It also

proposes communication strategies that frame and tailor the need for change for the various

interested audiences. In addition, some anticipated questions and responses are discussed.

Building Awareness

As part of the plan to promote the need for change within the CSC and the AID, there

must be a public awareness campaign that communicates and describes the outcomes gap. Step

two of the Change Path Model (Cawsey et al., 2016), or the *Mobilization* step, occurs at the

beginning of a significant change. More specifically, it describes how forces can be organized

not only to build awareness, but also to implement a change plan. Following the implementation

of the OIP at the CSC, step three of the Change Path Model (Cawsey et al., 2016), or the

Acceleration step, identifies the change agents and teams that can build momentum by educating

the previously-identified stakeholders. The Acceleration step also celebrates small wins and

milestone achievements. This step is critical because, as van Vuuren and Elving (2008) state,

"changes often fail to meet the expected goals can be partly attributed to the misbalance between

information and communication" (p. 349). Consequently, van Vuuren and Elving (2008) explain

that change agents must know the difference between information and communication. Thus,

communication must "aim for the creation of mutual understanding and trusting relationships

(Elving, 2005)".

Given the above, I developed a Critical Path Analysis (CPA) and illustrated in Figure 1.8

that describes the various communication strategies that will be employed across Fiscal Years

2017 to 2019. It also anticipates other strategies yet to be developed. Importantly, the communication strategies must be ongoing, periodic, and annual events. This is because they are designed to "build momentum, accelerate, and consolidate progress" (Cawsey et. al., 2016, p. 6) while managing the change plan. The CPA follows the Government of Canada (GoC) annual reporting cycle to Parliament; this means that the change plan will be reviewed monthly, quarterly, and again at mid-year, and then subsequently reported at year-end (March of each Fiscal Year).

Fiscal Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
2017	Ongoing consultation with CSC Research Division re: OIP											
	Consultation & communication with CSC & AID re: change plan											
2018	WG		WG			WG			WG			
	Communication with stakeholders, the CSC, AID, and offenders											
2019	WG		Implement OIP this FY			WG			WG			
	Communication with stakeholders, the CSC, AID, and offenders											
Tasks to be Determined	Add OIP to Evaluation Plan		Legislative Reform			Policy Reform			Procedures Developed			

Figure 1.8. Critical path analysis for AID across fiscal years 2017/2020

Communication Strategies

Through the cyclical review and reporting process, the AID and the CSC case management employees will receive continuous communication on the change plan. This plan will describe why new parole outcome measures are necessary and will report on the progress of revised measures in the future. As previously noted, several reforms must occur in order to add the OIP to the CSCs annual evaluation plan. I note the proposed evaluation and its application

below; however, other key tasks must be accomplished and communicated prior to implementation. These tasks include legislative reform to the Corrections Conditional Release Act along with accompanying changes to the Commissioners Directives 702, a directive that specifically deals with Aboriginal Offenders.

Opportunities for discussing legislative and policy reform will take place through quarterly National Working Group meetings. This group will include CSC and AID employees in addition to other external partners. Communication strategies will include various forms that include but is not limited to internal communiques and external bulletins. I will detail a more comprehensive communication plan in Chapter 3, which will consider specific strategies along with the inputs, activities, frequency, and specific stakeholders included in each communication activity or product.

The proposed post-implementation evaluation, as detailed above, describes the change process and its associated outcomes. Specifically, it argues that revised outcomes are crucial not only for ACLOs, but also for Aboriginal offenders and other stakeholders who would benefit from an increased breadth of programs and services provided to offenders. Consequently, a collaborative approach is used in this evaluation that is similar to that described by Schalock, Lee, Verdugo, Swart, Claes, van Loon and Lee (2014). These key organizational participants will take part in the evaluation in an effort to increase knowledge, stimulate systematic inquiry, foster organizational learning, and, ultimately, create findings with positive lasting changes.

In conclusion, this chapter examined and analyzed the CSC from an organizational context, presented a Problem of Practice, and provided three analyses—a PESTE, Four Frames, and Force-Field analysis, respectively—that identified and described the factors working for and against the Organization Improvement Plan. The PoP addresses a problem related to Aboriginal

offenders, a key stakeholder group within the CSC who is overrepresented within the Canadian federal criminal justice system (CSC, 2013). Chapter 2 will examine the framework for leading the change process and discuss the results of a critical organizational analysis and diagnosis using change tools. Additionally, Chapter 2 will explore possible solutions to address the Problem of Practice and explore leadership approaches to change.

Chapter 2: Planning and Development

Introduction

Planning the change initiative with respect to changing the status quo is a key challenge because there are external and internal forces working for and against the Organizational Improvement Plan (OIP). Chapter 2 of the OIP examines those conflicting forces along with the systems and processes involved in order to determine how to change and what to change, and it also offers possible solutions to address the Problem of Practice (PoP) identified in Chapter 1.

Framework for Leading the Change Process

Framing Theories & Key Assumptions

To begin to examine the *how to change,* several theories and assumptions are discussed. For the purposes of this OIP, the following five relevant organizational frameworks will help frame the change effort: (1) Cawsey, Deszca and Ingols (2016) Change Path Model; (2) Lewin's (1951) Stage Theory of Change; (3) Bolman and Deal's (2008) Four Frames Analysis; (4) Nadler and Tushman's (2004) Congruence Model; and (5) conceptual framework adapted from the Learning Disability/Crime Link (Boe, 1998; Brier, 1994; Morrison & Cosden, 1997; Stevens, 2001).

The first model selected is the Change Path Model (Cawsey et al., 2016) which combines process and prescription through a four-step change model. The model takes an organization through the change effort from its awakening, to mobilization which contains several actions, then acceleration step where planning and implementation occur, and finally the institutionalization step or conclusion of the transition to the desired new state. A key assumption with this model is that the change effort will occur in a nearly linear method such as the model depicts; however, one must bear in mind that conditions can change in unanticipated ways.

Bolman and Deal's (2008) Four Frames Model delineates the change effort through the four frames: structural, human resources, political, and symbolic. The Correctional Service of Canada (CSC), and its current practices can be matched to each frame, and this OIP will reframe the organization to arrive at the desired state. However, there are assumptions within each frame that must be considered when using this framework. First, Bolman and Deal (2008) note the structural frame assumes the right people are in the right roles in order to build formal relationships to achieve the collective goals and individual differences. Whereas, the human resource frame's key assumption "…holds that the needs of individuals and organizations can be aligned" (Bolman & Deal, 2008, p. 121), and the symbolic frame points to culture as being the superglue that bonds an organization which in turn helps an organization accomplish desired results. Lastly, the political frame assumes that organizations consist of coalitions with enduring differences and how decisions typically involve competing over scarce resources; in turn, this creates conflict, but goals and decisions come from bargaining and negotiation among stakeholders.

The Congruence Model (Nadler & Tushman, 2004) assumes that application of this model will provide a comprehensive picture of the chosen organization and hopefully if we change one aspect (e.g., a task) of the organization, then other things are affected as desired. In other words, it is assumed that if the change initiative results in new inputs, then those will result in the desired outputs. With that, Cawsey et al. (2016) note how change leaders need to recognize that "what gets measured is what gets done" (p. 30) by selecting key measures that will track the change process.

Lewin's (1951) Stage Theory of Change Model assumes that people can become susceptible to change once the status quo or the system is disrupted. It is also assumed that the

OIP will create a sense of urgency, as Lewin described, in order to create the need for change. The sense of urgency will occur during the unfreezing stage since the CSC now realizes that something must be done in order to address the growing gap in outcomes between Aboriginal and non-Aboriginal offenders. During the unfreezing stage the current beliefs and assumptions of the status quo will be challenged and the urgency will be supported. Once the unfreezing occurs Lewin (1951) notes those who are embedded in the systems become susceptible to change during the next stage. Finally, once the change has been successfully implemented, the systems will refreeze in their new and hopefully desired form.

Other assumptions regarding the selected theories come from an organizational context. These additional assumptions include: ones associated with the use of an open systems organizational analysis model, such as the existing system interacting with its environment, being interrelated and having interdependent parts all of which represent a complex set of interrelationships. The above system and interrelated interdependent parts description are noted within my organization and highlighted within the OIP.

Approaches for Leading Change

With the above assumptions in mind, the approach undertaken for leading the organizational change, or the *how to change*, stems from Cawsey et al.'s (2016) Change Path Model. Specifically, the *Awakening* phase of the model will assist the change leaders in identifying and understanding organizational dynamics and to examine the organization's situation while identifying and clarifying the need for change.

The process for change will be achieved by first conducting a critical organizational analysis in order to determine what needs to change. This analysis will aid in identifying the drivers for change which include the need for new parole outcome measures. This message will

then be conveyed to those in leadership positions within the CSC and the Aboriginal Initiatives Directorate (AID). Data to support the OIP will be compiled and presented in order to facilitate the dialogue between the change agents and senior management where the challenges are highlighted and discussed. The implementation of the new parole outcomes measures and new vision for Aboriginal offender results, and the resulting plan will be part of the implementation plan outlined in chapter 3.

Types of Organizational Change

The above approach will require a continuous/incremental approach to the organizational change effort to best capture the OIP, and the change plan and as Brown and Eisenhardt (1997) noted, this approach is comprised of frequent, purposeful adjustments that are small but ongoing and cumulative in effect. In addition, Carter et al. (2012) note "scholars have argued that continuous change requires employees to modify not only work routines but also social practices (e.g., relations with their managers and peers) (p. 1)." This means that the current social practices within the CSC and AID must be modified to permit the change initiative to occur, or in other words, AID must be open to having working groups as noted with the OIP proposal and to exchange the stakeholders previously identified. Given the change models noted, an incremental approach is included as part of the approach since there will be stages to the OIP initiative and the latter stages will be described in Chapter 3.

In conclusion, the above frameworks will aid in leading the change process given the suggested incremental/continuous approach on how to change while adopting the Change Path Model (Cawsey et al., 2016) approach to organizational change. Through a continuous approach, as highlighted in the Change Path Model, one can hope to achieve the desired state noted in this OIP and thus address the PoP.

Critical Organizational Analysis

This section will present models, tools, and research in order to analyze the gaps between the current organizational state and the envisioned state. In addition, I examine the organizational inputs, outputs, systems, and culture to determine necessary changes.

Gaps between Current Organizational State and Vision

This OIP employs several change models and tools to determine the gap between the current organizational state and the envisioned state. Specifically, this OIP relies on the five following models and/or tools: (1) Nadler and Tushman's (2004) Congruence Model; (2) Cawsey, Deszca and Ingalls's (2016) Change Path Model; (3) Continuum of Care Model (CSC, 2013); (4) Lewin's (1951) Stage Theory of Change; and a (5) Political, Economic, Societal, Technological, and Environmental (PESTE) analysis tool.

Organizational Models

As noted, the following four models were selected to assist my organizational change effort: Cawsey et al.'s (2016) Change Path Model and Nadler and Tushman's (2004) Congruence Model. The Change Path Model provides an analysis of systems and processes that considers stakeholders, recipients, and change agents in order to identify organizational gaps. Similarly, the Congruence Model "describes an organization and its relationship to its external environment" and does so while examining the "four fundamental elements: tasks, people, formal organization, and informal organization" (Nadler & Tushman, 2004). Next, the Continuum of Care Model (CSC, 2013), highlighted in Figure 2.1 was used in conjunction with Lewin's (1951) Stage Theory of Change Model. These two models aid in understanding how the CSC envisions Aboriginal offenders transitioning to the community while offering a change model that shows

the various stages of change that an organization goes through with an undertaking such as this OIP.
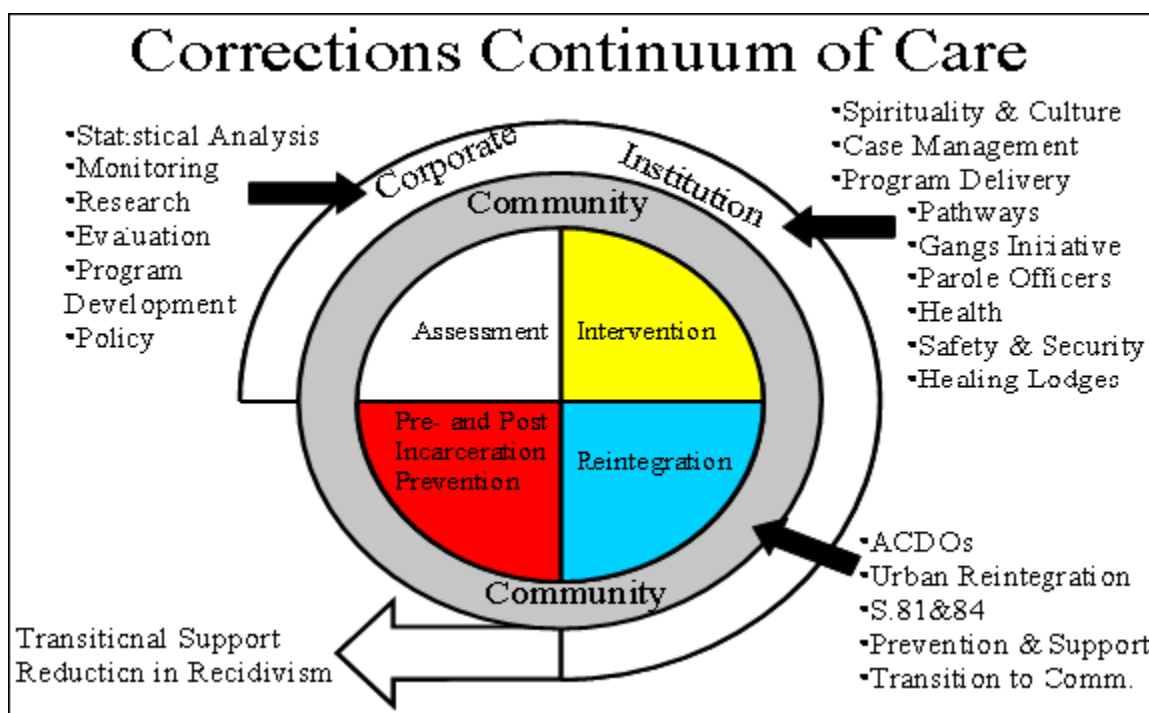
Figure 2.1. Aboriginal corrections continuum of care model (CSC 2013, n.p)

The above Continuum of Care Model (CSC, 2013) reveals that the end goal or vision for Aboriginal offenders is to offer transitional support as they reintegrate into their communities and, ultimately, a reduction in recidivism. As indicated by the arrows noting which services and programs are currently offered at each stage, this model is essentially a framework for an Aboriginal offender's progress throughout their sentence. Consequently, this provides a visual aid of the CSC's current organizational state by highlighting areas where this OIP's vision can be incorporated.

Research and Literature

In addition to the above change models, the analysis incorporated research by Bolman and Deal (2008) and Schein (2010) to determine the current state of the Correctional Service of

Canada (CSC) while noting the gaps that prevent it from reaching the envisioned state. Specifically, research by Schein (2010) will help provide a conceptual model for managed culture change in the organizational culture of the CSC. The conceptual model will include several principles that must be considered when change involves culture as noted with Schein's (2010) model. The model and principles are described below along with other relevant theories.

When performing a cultural assessment as part of a managed change effort, Schein (2010) poses the question: How does a leader systematically change an organization when the change may involve changes to the organizational culture? Schein's (2010) cultural change model, in which Lewin's (1947) Stage Theory of Change is embedded, describes stages and steps of learning/change as part of a transformation process. The transformation process that Schein describes involves a level of unlearning that can by psychologically painful for the learners. This concept is consistent with my description of the Correctional Service of Canada's Transformation Agenda (CSC, 2012) in Chapter One. As previously described, the CSC's Transformation Agenda emphasizes strengthening community corrections as one of its five key themes. Within that theme, the report recommended a Community Corrections Strategy that addresses the needs of Aboriginal corrections. However, until a strategy to address this can be adopted, the needs of Aboriginal offenders remain a gap between these two organizational states.

Research by Bolman and Deal (2008) offers a framework that helps develop a critical organizational analysis of the CSC, assists in harmonizing the four frames, and offers suggestions on how to reframe an organization like the CSC. Reframing an organization provides the opportunity to consider situations through multiple angles and develop another set of alternatives; or, in other words, "[…] offers the promise of powerful new options" (Bolman &

Deal, 2008). Although it "[….] cannot guarantee that every strategy will be successful […] each has its blind spots and shortcomings" (Bolman & Deal, 2008).

Chapter 1 conducted a four-frame analysis to frame the Problem of Practice (PoP) and examined the CSC through each lens. This analysis justified the need for new parole outcome measures; however, to identify gaps within the various frames, I needed to reframe the CSC in two of the four frames. I selected the structural frame and the human resources frame because each had been previously identified as contributing to the gap between the CSC's current and envisioned organizational states.

Within the structural frame, the centralized model of government contributes to this gap because decisions are often made from the CSC's central body or national headquarters and senior management within the Aboriginal Initiatives Directorate (AID). It is important to consider the risks involved in this frame such as the ones noted by Bolman and Deal (2008) which include "overestimating the power of authority" and "ignoring everything that falls outside the rational scope of tasks, procedures, policies, and organizational charts" (p. 339). These are important considerations given the hierarchical structure of the CSC and AID coupled with the task-driven policies and procedures that govern the way the CSC conducts business with offenders.

The political frame is known for capturing dynamics that other frames overlook; however, as Bolman and Deal (2008) note, the politics of change must be fully considered otherwise more conflict may arise and opportunities may be missed. Reframing the PoP through this lens allows for the possibility of more collaborative efforts through the OIP while offering hope to key stakeholders such as Aboriginal Community Liaison Officers and offenders that change will result in accurate and meaningful outcomes.

PESTE Analysis Tool

As noted, the PESTE analysis performed prior to Chapter One revealed numerous implications for each factor that could impact the OIP. These implications include either reactive or proactive implications for each respective factor. Chapter one discussed only the most significant factors and associated implications as they relate to the PoP and in aiding in the development of guiding questions. Here, I provide the PESTE analysis in full not only to examine and frame the PoP, but to aid in identifying the current state of the organization and the implications of each factor that may impact the OIP. Additional factors may be discovered as the OIP progresses and the supporting chapters are written. The PESTE tool was selected since it provides a macro analysis of the factors that could—or are—affecting my organization. Each implication is noted and discussed.

Figure 2.2 identifies several factors, details their implications, and provides an analysis of each factor. For each factor noted, the possible effects of each with respect to the PoP and the OIP are discussed. However, not all factors are proactive since some are unanticipated or reactive and those can also be unexpected by the organization. By understanding which factors are proactive rather than reactive, this OIP can better plan or strategize around the proactive factors and take steps to mitigate the risks identified.

Factors	Proactive Implications	Reactive Implications
Political		
-Government in Power (GoC) agenda -GoC changes to current laws (e.g. repealing accelerated parole review) -CSC is the only department that provides programs and services in Canada for federal offenders -special interest groups that lobby for change -public pressure on government to change laws -change in GoC -pressure from home communities with respect to case management	-lobby for additional support by the GoC -change case management practices ahead of time in anticipation of legislative changes -build relationships with First Nations communities prior to offenders applying for release to their community -ongoing work with special interest groups	-present business case to AID with respect to reorganization if funds and positions are cut -schedule meetings with First Nations communities once an offender applies for a release to their home community -have special interest group/committee meetings as soon as issues arise
Economic		
-government spending cuts -elimination of positions within AI -economic downtown leads to more crime and higher incarceration rates for Aboriginal offenders -economic conditions influence crime rates & in turn GoC spending -new GoC reinvests in the public service and adds resources -socio-economic factors specific to each case (social history, residential school, etc.) -limited employment/education support for Aboriginal offenders	-lobby for position to gain access to new money if investments are made by the GoC -put resources where needed if Aboriginal offender populations are on the rise - establish partnerships & connect offenders to resources that help address socio-economic barriers and needs	-move positions to areas where the Aboriginal offender population warrants a need -immediately find resources once offenders arrive in the community -lobby for additional resources if Aboriginal offender community populations suddenly spike
Environmental		
-respecting mother earth -respect traditional grounds and ceremonies -offenders in remote areas & associated challenges -healing lodges & access to reserve land -offenders wanting to return to their home communities	-ongoing consultations with communities and committees	-emergency meetings and consultations required for offenders who are suddenly needing or wanting access
Social		
-public pressure and scrutiny -pressure from special interest groups -cultural and spirituality considerations are not met -CSC programs and services are not deemed socially acceptable -changing offender demographics (younger, gang affiliations, etc.) -offender attitudes towards programs and services	-keep the public and groups informed of current policies and practices for offender reintegration and public safety -consult with Aboriginal groups to ensure cultural and spiritual practices are appropriate and timely -come up with innovative programs and services to keep up with the changing offender demographics	-adapt policies, directives, programs and services "on the fly" to meet changing offender demographics -motivate offenders who suddenly demonstrate a negative attitude to programs and services -convince public and special interest groups that public safety is not being jeopardized
Technological		
-technological improvements for offender case management -limitations in remote areas -infrastructure in place to support Aboriginal offenders and their case management -**no indicators within OMS to note progress while on parole**	-recommend technological advancements and improvements for case management within AID and the IT -regular case conferences and continuity throughout the offender's sentence & record details -gain access to new technology prototypes for remote areas	-take on Aboriginal offender cases lacking casework details in the offender management system (OMS) -offenders being released to remote areas on short notice
*Retrieved from: Cawsey et. al. (2015)		

Figure 2.2. Political, economic, societal, technological & environmental analysis

The political factors noted above could assist in shaping the types of policies that affect or support Aboriginals offenders. There is a high likelihood for political support for these policies since CSC is a federal government department operating under the GoC laws, policies, and directives. In addition, political factors could weigh in favour of Aboriginal corrections as it becomes a priority, thereby resulting in additional funds for programs, services, and resourcing indicators including full time equivalent (FTE) positions. In terms of changing the offender release program, implications could include proactive lobbying by CSC to the Treasury Board of Canada Secretariat (TBS) who in turn could submit proposals to the GoC for funds and support. Reactive implications could include lobbying to keep front line positions such as ACDOs and ACLOs if funding cuts occur and positions are eliminated.

The PESTE analysis uncovered several economic factors relating to the Canadian economy or linked to the socio-economic conditions that Aboriginal offenders face. A recession in Canada might result in drastic cuts to GoC spending (i.e., government resources and revisions that would affect my change initiative plans). Programs not deemed a priority would either be eliminated or have their associated funding drastically reduced. Implications for the economic factors include proactive approaches, such as new government money for investing in Aboriginal corrections. However, with the anticipated announcement of new spending comes lobbying for that funding. Other implications include finding adequate resources to assist offenders who live in rural areas. Resources are a key requirement for Aboriginal offenders who face socio-economic barriers to their reintegration. Implications could be reactive for this factor, particularly in the event there are financial cutbacks and resources in areas where offender populations require services.

Societal factors identified in the analysis include public pressure or scrutiny; pressure Aboriginal offenders; and offender demographics, risks, needs, and attitudes. Specifically, pressure from the public and special interest groups tends to arise when an offender reoffends, goes unlawfully at large, or escapes lawful custody. Frequently, public or specific groups do not fully understand or comprehend correctional policies or laws in place to ensure public safety. Therefore, public awareness campaigns become a proactive implication related to this factor and should be prepared in advance of any changes to legislation or policy changes.

As noted, Aboriginal offenders typically face several risks related to their social histories, including barriers related to reintegration into society. Risk factors cited in policy and parole decision-making reports include, but are not limited to: substance abuse, trauma, marital/family issues, gang affiliation, mental health, and loss of culture (Keown et. al., 2015). It is these risk factors and history that, as per policy, should be considered for each case managed by the respective parole office (Commissioners Directive 705-6, 2013). Implications of the above risk factors include the need to establish community resource partnerships in a proactive manner to be readily available for offenders upon release.

This analysis also examined technological factors, with the main factor being the technological limitations of the Offender Management System (OMS). OMS is a computerized case file management system used by the CSC, the PBC, and other criminal justice partners to manage information about federal offenders throughout their sentences. The system gathers, stores, and retrieves information required for decision-making purposes (CSC, 2013). Other technological factors were of less significance or lower priority and did not adversely affect the CSC. There are limitations for Aboriginal offender cases where the offender resides in a remote area. CSC has been testing new software, mobile devices, and applications to assist community

corrections staff in performing their roles outside an office environment. By gaining access to those new technologies, most issues or challenges that arise can be resolved. Finally, AID staff must remain vigilant in their case management records and entries in OMS so that continuity can be maintained and case information remains current and relevant. However, this is not always possible, particularly when an offender is released on short notice without casework being completed. Casework completion is an important step as it contributes to positive outcomes for Aboriginal offenders and this OIP.

There were few environmental (also known as ecological factors) factors that arose out this analysis. Factors could include access to reserve land or home communities upon conditional release. This is a factor because many reserve lands and other traditional lands are considered sacred and most community leaders and Elders can restrict access to those lands. Therefore, ongoing consultation whenever possible with Aboriginal communities is crucial in order to mitigate any issues that may arise from offenders requesting access to lands or their home community.

In summary, the list of PESTE factors is not exhaustive; however, their effects and implications frame the PoP and provide a perspective whereby lines of inquiry can form and potential causes can be articulated. Additionally, the factors describe the "environment or context of the organization" (Cawsey et. al., 2016, p. 16) and each will be considered throughout the change initiative since each could impact the OIP implementation moving forward.

Identifying Gaps & Analysis

This section serves to identify the gaps that currently exist while providing an analysis and noting the necessary changes required to achieve the desired state and/or vision. The

Congruence Model was used to discuss changes with respect to the various inputs, outputs, systems, and organizational cultural components that impact this OIP.

Needed Changes. The gap analysis identified several changes necessary to reach the envisioned state. Figure 2.3 uses the Congruence Model (Nadler & Tushman, 2004) as a template to illustrate these needed changes.

To understand what gaps currently exist and to further explain the present gaps in offender outcomes as discussed in Chapter One, a critical organizational analysis was performed as described in Step 2: *Mobilization* of the Change Path Model (2016). The analysis results indicate there are gaps between the two states that require change. As mentioned, the Congruence Model in Figure 2.3 describes these changes and is supported by the Change Path Model (Cawsey et al., 2016), also described during Step 2 – *Mobilization*, to provide a comprehensive picture of an organization, its component parts, and how they fit together (Cawsey et. al., 2016 p. 5).

A transformation begins when an organization's components are joined together to produce outputs. According to Nadler and Tushman (2004), those outputs include work that needs to be done, formal and informal structures, systems and processes, informal organization or culture, the people, and resources. The Congruence Model also serves to identify the "what" required to mobilize change in an organization. Figure 2.3 notes the key components of the AID the associated relationships of those components. The model aids the PoP and resulting OIP by noting the desired outputs and the congruence between the parts that must be achieved as part of the OIP change plan.

The Transformation Process

Inputs	Emergent/Informal Structures	Outputs

Inputs

Environment (PESTE)

Resources
➢ Aboriginal case
➢ Mgmt. teams

Org. History/ Culture

Aboriginal Parolees

CSC Policies & Legislation

Emergent/Informal Structures
➢ Hierarchical top down mgmt.
➢ Deeply rooted culture
➢ Operate in silos across depts.

Tasks

Supervise offenders

Report on results

Case mgmt. conferences

Designed structures

Work with offender throughout sentence

Results to NHQ & not shared

People: Change Leaders & Recipients
Aboriginal Community Liaison Officers & other AID employees

Strategy
Mobilize & adopt new outcomes measurements

Outputs

Motivated Offenders

Assist in incremental process

National working group

Monitoring tools

Communicate results

Share & celebrate successes

New outcomes measures enshrined in policy

Political support

Figure 2.3. Nadler & Tushman's (2004) organizational congruence model

Inputs, Outputs, and Systems. The above Congruence Model (2004) analyzed the various inputs, outputs, and systems to identify the gaps between the current states (inputs) and the desired future state (outputs). Each was considered along with its associated organizational components of the middle of the model, which represent the structures, tasks, people, and strategy.

As also noted by the PESTE analysis, the Congruence Model describes five key inputs: resources, Aboriginal offenders, legislation, and the CSC's organizational history/culture. Each input is critical to the CSC's success and, in their current form, contribute to the current gap in outcomes between Aboriginal and non-Aboriginal offenders, as discussed in Chapter one.

The Congruence Model then progresses to the tasks, structures, people, and strategies that exist within the CSC. Using Bolman and Deal's (2008) four frames analysis, this describes how the current structure of the CSC does not lend itself to collaboration between senior management

at the national headquarters level and the front-line workers such as Aboriginal Community Liaison Officers (ACLO). The ACLOs are also indicated as change leaders within the model since they are in the ideal position to enact change and mobilize the change effort.

Since the inputs translate into tasks for employees who work in the various case management teams supervising Aboriginal offenders, these inputs have a significant impact on the model. Notably, these teams also see their work structured by the senior managers within the Aboriginal Initiatives Directorate of the CSC; currently, this design does not incorporate the suggestions by ACLOs which, if implemented, would translate into improved results for Aboriginal offenders.

A model of this nature assumes that when one aspect of the organization is modified, then other components of the organization will be similarly affected. In other words, if the change initiative results in new inputs, then those will result in the desired outputs. Correspondingly, Cawsey et al. (2016) note how change leaders need to recognize that "what gets measured is what gets done" (p. 30) by selecting key measures that will track the change process.

As noted in Chapter One, the OIP endeavours to move the CSC towards an "incremental measures" approach to track offender progress while on conditional release. These new measures would align with the Strategic Plan for Aboriginal Corrections (SPC), which addresses the gaps in outcomes between successful vs. unsuccessful offenders. The incremental measures are currently noted as an output of the future vision state, but those will eventually become an input of the current organizational practice or state upon implementation of the OIP.

In conclusion, this critical organizational analysis presents the current state of the CSC while analyzing the organization to identify the gaps that currently exist between that state and the desired future state. Several models, tools, and research were used or examined to provide the

required critical organizational analysis with each model supporting the OIP and the discussed change.

Possible Solutions to Address the Problem of Practice

Chapter One discussed several questions and lines of inquiry stemming from the main problem or Problem of Practice (PoP). Here, three possible solutions are presented and describe the necessary resources required and potential trade-offs and consequences for each solution. After analyzing each solution an Evidence-Based Supervision approach was chosen for the reasons that are described below.

Three Possible Solutions

This section describes, in no particular order, three possible solutions that address the PoP. Two alternatives to the status quo were proposed —the implementation of working groups or an evidence-based supervision strategy approach— and also discuss how the Correctional Service of Canada (CSC) could maintain status quo with some modifications. All three solutions require some degree of organizational change. The two solutions that eschew the status quo combine organizational/cultural change with new legislation, policies, and practices that will positively impact the Aboriginal Initiatives Directorate (AID) and its two key employee groups: Aboriginal Community Liaison Officers (ACLO) and Aboriginal Community Development Officers (ACDO).

Although to date the CSC has not considered or proposed new parole conditional release outcome measures, the literature that I examined in Chapter one identifies the urgent need for new measures that more accurately reflect the progress that some offenders make on parole. Thus, one suggestion is to implement working groups within the AID. This would significantly improve outcomes by leveraging employee feedback and perspectives; by coming together in working groups, employees could share their thoughts and ideas on how to achieve

improvements in Aboriginal corrections. Specifically, working groups would help turn ideas into workplace practices and procedures.

A second approach is based on evidence-based community supervision. As Holloway (2010) notes, "this body of knowledge has produced validated 'principles' that have demonstrated remarkable outcomes with correctional populations" (p. 76). Moreover, Holloway (2010) argues that "[t]he long term goal of evidence-based supervision (EBS) is sustained behavioural change that results in reduced recidivism" (p. 76). Importantly, this theory aligns with this OIP's recommendations for new outcome measures. Although the CSC has a purported desire to reduce recidivism through the provision of correctional interventions, the status quo has not yet been able to address the gap in outcomes between Aboriginal and non-Aboriginal offenders. Thus, the interventions described below are evidence-based supervision strategies that are highly specific. EBS practices include: "assessing actuarial risk and need; enhance intrinsic motivation; target interventions; offer skill training with directed practice; increase positive reinforcement; engage ongoing support in natural communities; measure relevant processes/practices; and provide measurable feedback" (p. 76). Of these practices, any solution to reduce recidivism, particularly among Aboriginal offenders, would require changes to the dated Corrections Conditional Release Act, the current CSC's Commissioners Directive on Aboriginal Offenders, and the current directives and procedures on capturing results.

Notably, I have chosen to consider the status quo as a potential solution because this remains a distinct possibility. However, since the status quo would not adopt new parole outcome measures or indicators, I believe this is ultimately an insufficient approach that will only further contribute to the growing disparity between Aboriginal and non-Aboriginal offenders.

Resourcing Needs

The above solutions present with varying resourcing needs. Below, I have broken down resource requirements into the following categories: time, human, fiscal, and information technology needs.

Time. There are vast differences in terms of time commitment depending on the chosen solution. For example, maintaining the status quo does not require additional time resources. However, since ACLOs and ACDOs are already stretched beyond their limits within their current roles and caseloads, establishing working groups within the AID would require additional time resources from those who take part in the proposed working groups, such as ACLOs, ACDOs, and AID senior management. These proposed working groups would meet virtually and in-person to discuss and develop strategies for Aboriginal offender programs and services. The EBS-proposed solution also requires additional time resources since practices will need to be developed in consultation with AID employees and include procedures for training employees on how to assess the new results.

Human. As discussed in Chapter One, human resources needs are a key consideration given that results are tied to federal funding levels (see the CSC's Departmental Performance Report 2014/15). While each proposed solution requires additional human resources, the EBS solution is particularly heavy on this requirement since it would significantly more time to capture the evidence of parole success/measures and, consequently, would require a significant increase in current staffing levels to accommodate this. However, since current services for Aboriginal offenders have been deemed inadequate by the Office of the Correctional Investigator (OCI), this additional resource need is overdue regardless of which solution is implemented.

Fiscal. Each proposed solution has both current and future fiscal resourcing needs. As previously noted, departmental performance is linked to federal funding levels; typically, funds are assigned to departments based on the previous year's results coupled with the forecasted needs for the upcoming fiscal year. Since the CSC has struggled to maintain current funding levels under the current implementation of the multi-year deficit reduction plan, each solution—even the status quo—will require some fiscal commitment. However, fiscal needs will be somewhat greater for the proposed working group and EBS solutions since each will stretch the current human resources budget and require additional human resources, as described above.

Information Technology. In terms of information technology (IT) needs, two of the solutions—implementing working groups within the AID and maintaining the status quo—will not impact the current IT resource requirements. In other words, no additional needs are anticipated since each will use the existing IT infrastructure. Conversely, the EBS solution will require additional IT resources. Specifically, this solution requires infrastructure changes to the Offender Management System (OMS), which is the primary system for recording and measuring all case management information on offenders.

Trade-offs, Benefits & Consequences

Below, the various trade-offs, benefits, and consequences associated with each of the proposed solutions are discussed. My analysis also describes similarities between each solution.

While maintaining the status quo clearly requires the smallest amount of additional resources, it is important to note that the status quo does not address the striking disparity between parole outcomes for Aboriginal and non-Aboriginal offenders. Compared to the EBS solution, the proposed working group solution requires fewer resources. However, since working groups would identify issues and bring them to the attention of senior management to address, it

is difficult to project how many resources could be required in the future. Moreover, the working group solution lacks the evidence-based principles that may be required to justify the investment of additional resources.

Thus, a significant benefit of the EBS solution is that it targets necessary changes to existing legislation, directives, policies, and practices. A further key benefit to the EBS proposal is that it would fall in line with themes established by the Transformation Agenda (CSC, 2012), chief of which is the development of a Community Corrections Strategy that better addresses the needs of Aboriginal offenders. Ideally, the EBS solution will produce benefits for all stakeholders identified in this OIP, including a larger cultural change in the CSC. This is an important consideration because, as Schein (2010) notes, a cultural assessment should be a component of any managed organizational change effort.

As noted above, a potential consequence of maintaining the status quo is that the desired results for Aboriginal offenders will never be achieved without the investment of additional resources. However, convincing the GoC to invest further into corrections may be a political challenge. Under the current funding structure, the federal government has already implemented significant cuts to the CSC; thus, given the challenge of maintaining even current staffing levels, the CSC must constantly manage the real risk of losing funding for AID programs and services, including ACLOs and ACDOs. Moreover, there is a distinct possibility that the EBS solution may not produce the desired results or have unintended consequences which this OIP has not accounted for. In that event, the EBS solution will have to be revisited and will require adjustments to correct any overlooked shortcomings or deficiencies.

Selected Proposal Based on Comparative Analysis

For the purposes of this OIP and to best address the PoP, the proposed Evidence-Based Supervision (EBS) solution was selected as the most desirable solution. As previously described, the benefits of selecting the EBS solution include being able to put tangible principles in place that accurately capture the outcomes of Aboriginal offenders on conditional parole release. In addition, EBS will involve stakeholders at all levels of the CSC while making necessary legislative and policy/directive changes that will, in turn, impact the way results are captured and reported in the future. In addition to stakeholders with the CSC, this solution will include input from another key stakeholder: Aboriginal offenders.

Alternatives Not Chosen

After examining each solution, a decision was made to not implement either the working group proposal along with maintaining the status quo because neither sufficiently addresses the need to develop new parole outcome measures. The status quo, for reasons discussed above, cannot affect sufficient change. While the working group solution offers numerous benefits over the status quo, it too does not fully address the PoP. Notably, similar efforts were initiated several years ago by AID senior management however, those efforts suddenly vanished and there been no subsequent discussion as to whether they will ever resume in the future. Moreover, since AID senior management frequently did not attend meetings or videoconferences held, ACLOs generally reached the consensus that senior management had no interest in what was being discussed. In the absence of their involvement, no meaning feedback could be discussed or implemented.

In conclusion, this section proposed three solutions to address the PoP and examined the resourcing needs for each in addition to potential benefits, trade-offs, and consequences.

Ultimately, an Evidence-Based Supervision (EBS) solution approach is the only option that can produce necessary legislative, policy and procedure changes. Those changes will allow ACLOs, ACDOs, and other case management team members to best capture the parole outcomes of Aboriginal offenders. This, in turn, will better measure the progress that many offenders—especially Aboriginal offenders—achieve while on parole.

Leadership Approaches to Change

In Chapter One, the leadership-focused vision for change was articulated by identifying the gap between the current and the envisioned organizational state. From there, priorities were identified while articulating how the future state will be constructed. This section of Chapter two looks to build on the above by introducing leadership theories that will assist in the approach to achieve the desired organizational state. A synthesis of the Problem of Practice (PoP) solution and the leadership approaches to change is also discussed.

Leadership Theories

As noted in Chapter One, leadership approaches are key to the PoP and the successful implementation of the Organizational Improvement Plan (OIP). The ideological framework within CSC translates into a leadership approach by senior management whereby decisions are made from the top-down, often without any consultation with key stakeholders such as Aboriginal Community Liaison Officers (ACLO), Aboriginal Community Development Officers (ACDO), and at times, Aboriginal offenders. Aboriginal offenders have a powerful voice in the form of the Office of the Correctional Investigator (OCI) who reports on to Parliament on whether the CSC is meeting the needs of this key stakeholder group. Furthermore, leaders within AID report to the senior deputy commissioner of the CSC who is the authority responsible for allocating funding to each of the five CSC geographical regions. In short, the stakes are high for ACLOs given the important role they play in the current leadership state.

From the above factors, Hersey and Blanchard's situational leadership theory (1972, 1982 & 1993) was chosen as it best captures the current leader-follower relationships and interactions in the context of the release of Aboriginal offenders. Several reasons and examples support this approach. First, the leaders within CSC's AID have agreements each year that determine performance pay. The leaders' performance is difficult to measure given the ambiguous outcome expectations for ACLOs, ACDOs, and Aboriginal offenders. There is no clear direction and guidance for ACLOs and ACDOs; this lack of leadership falls in line with the high directive and low supportive nature of situational leadership where successful leaders adapt their leadership style to the needs of the situation (Blanchard, 1991). There is no room for advancement for employees in the two above-noted roles, which ties into the approach of it not being "clear in explaining how subordinates move from low development to high development levels, nor is it clear how commitment changes over time for subordinates" (Northouse, 2013, p. 120).

In addition, consultations with managers within the CSC revealed that current management training incorporates situational leadership whereby each manager is provided illustrations similar to the Figure 5.1 Situational Leadership II diagram found in Leadership: Theory and Practice by Blanchard (1991). A similar figure (2.4) is provided below which describes the four leadership styles found within the Situational Leadership theory.

Figure 2.4. Situational leadership by Blanchard (1972, 1982 & 1993, n.p)

The leadership approach I would adopt in order to address my PoP is the Team Leadership theory which has historical roots in group research (Levi, 2011; McGrath, Arrow & Berdahl, 2000; and Porter & Beyerlein, 2000). Research indicates that "teams have an applied function within an organizational context. A team has specified roles for its members with requisite knowledge and skills to perform these roles" (Levi, 2011, p. 104). Hills' (2001) model for team leadership is illustrated in Figure 2.5 and it supports the concept that teams have specified roles for its members once a decision is made either an internal or external leadership action occurs related to a task, relational or environmental factor, and ultimately lead to team effectiveness.

Figure 2.5. Hills (2001) model for team leadership

Given the above model and factors involved, the model for Team Leadership (Hills, 2001) approach was chosen since this model "is designed to focus on the real-life organizational work group" (Northouse, 2013, p. 305) and "the leadership needed within." The work group in this instance is the ACLO group. I am part of this group that exists across CSC, and there are a limited number of the positions who strive to deliver results for CSC, Aboriginal offenders, and Canadians.

In relation to the above, and as previously discussed, the evidence-based supervision (EBS) approach requires a team leadership approach since this concept will rely on input from all levels within the CSC and AID in order to come up with a list of validated "principles" as described by Holloway (2010). The individual and institutional leadership practices required to implement this solution are noted below.

Individual Leadership Approaches to Change

Next the OIP will examine the individual leadership approaches to change. The individual leadership approach to achieve the envisioned future state through carrying out the selected proposed solution is the Team Leadership by Hills (2001) as described in Northouse (2013). Northouse (2013) states "leaders use the model to help them make decisions about the current state of their team and the specific actions they need to take, if any, to improve the team's functioning" (p. 303). The rationale as to why this individual approach is recommended is described below.

The model for Team Leadership supports the above recommendations and will aid in the individual leadership approaches to change as research has shown that "the presence of leaders at every level is vital to organizational learning" (Cooksey, 2003 p. 11) and further arguments by Cooksey (2003) note "the importance of leadership because it drives continuous learning" which is a critical component of the PoP and the ACLO's roles. Leadership is supposed to be a form of guidance whereby things happen in terms of achieving organizational goals; however, leadership does not exist at the ACLO level and they are directed by the AID senior management in their efforts with little consideration given to lack of results as noted in the PoP.

Additionally, the virtual leader-follower world and interpersonal gaps that currently exist between AID and ACLOs across the country need to be addressed since reporting results to Ottawa on outcomes is the status quo. Within that virtual world, ACLOs are often left wondering what is happening at the top that could potentially affect them and their roles. Although roles are not performed in a virtual world, results are communicated and measured in that manner with organizational decisions being made on the reporting of the results. Research and key leadership skills identified in Barge's (1994) concept of leadership is "that of relational management, which

refers to the ability of leaders to develop interpersonal relations that foster a workable balance of cohesion, unity, and task motivation in the group." (p. 34) In virtual teams, "leaders are often the nexus of the team, facilitating communications, establishing team processes, and taking responsibility for task completion" (Duarte and Tennant-Snyder, 2001 p. 15). The CSC and AID must not lose sight of the role ACLOs can place as leaders of the Aboriginal corrections team and how they can easily complete the above tasks and with their increased role, will undoubtedly take responsibility and ownership for their efforts.

In order to reach the preferred organizational state, the CSC and AID and the individual employees, such as ACLOs and ACDOs, must adopt team-based approaches to leadership and the above research has shown an emergence of those approaches to help leaders lead for change. For one, ACLOs can also utilize those approaches and methods and the team-based approach referred to here "involves using employees from all levels of the organization, including management, to design and implement the vision and the strategic plan. These teams of individuals may be responsible for the overall strategic direction of the organization and are called strategic teams" (Landrum et al., 2000 p. 13).

The ACLOs tend to work alone in their efforts but consult with the case management team, and they can be viewed as self-managing in their efforts. This is key since "a self-managed work team or group has the ability to share knowledge among many people and does not rely solely on the characteristics or behaviors of one individual. This is primarily because a self-managed work team or group is able to acquire power, information, and knowledge as tasks and decision-making functions are moved to lower levels of the organization" (Lawler, 1986 p.10). The above will help serve AID on a higher level since the ACLOs can be afforded the

opportunity to share their knowledge and help affect change with respect to decision-making and outcomes.

Institutional Leadership Approaches to Change

The model for Team Leadership approach is vital to the success of the CSC and AID and there have been opportunities for AID senior management to advance the Aboriginal corrections agenda within both CSC and the Aboriginal communities in which we work. The CSC and AID are perfectly situated to be the agents of change with the assistance of the ACLOs and ACDOs as described; after all, as Hills (2001) asserts, "effective team performance begins with the leader's mental model of the situation" (Northouse 2013, p. 290). No one within CSC has a more accurate mental model of the outcome challenges faced by offenders and trying to get AID to recognize other results and outcomes to use as measures of success.

With adoption of the above-noted institutional leadership approach, the following solutions and or recommendations are proposed and will assist in addressing the change agent challenges noted within my PoP, and they include:

1. Developing a sub-committee within the ACLO group across the country so that best practices and strategies can be documented and brought to a working group.

2. Having AID develop a department-wide working group with only ACLOs and have the group develop management action plans based on the findings and best practices noted in recommendation #1.

3. Developing legislation, directives, and policies based on the above identified best practices (evidence-based supervision) and action plan items

4. Assisting AID in evaluating results and outcomes for Aboriginal offenders based on the above recommendations.

Addressing this PoP has the potential to create and implement new parole outcome measures that can be used by ACLOs and other case management officers alike. Furthermore, the resulting OIP will hopefully foster a team leadership approach to addressing the PoP which in turn can improve the leader-follower interactions within AID. The two alternatives not chosen to address the PoP are the working group proposal along with maintaining the status quo because each will not address the PoP which is to develop new parole outcome measures that can address the PoP as stated. The working group solution was not chosen since similar efforts were initiated several years ago by AID senior management but those efforts suddenly vanished with no discussion as to whether they will ever resume in the future. In fact, when those efforts were initiated, often AID senior management would not be present during the videoconferences held and it became the consensus among ACLOs that senior management had no interest in what was being discussed since no feedback was provided.

In conclusion, this section discussed various leadership theories that describe the current organizational state and those that will move the CSC to the envisioned state while addressing the PoP through the proposed solution. Specifically, a team leadership approach to implementing the proposed solution and addressing the PoP is recommended for the OIP. Chapter three will discuss the implementation, evaluation and communication strategy while examining any leadership ethical concerns.

Chapter 3 – Implementation, Evaluation, & Communication

A chief consideration in moving forward with the Organizational Improvement Plan (OIP) is to align its goals and strategies within the broader context of the Correctional Service of Canada's overall organizational strategy. This Chapter outlines a plan for managing such a transition and describes the tools and measures that will track change, gauge progress, and assess change. In addition, ethical and leadership challenges at any stage of the OIP are described, and a communication strategy is presented for the plan's various audiences. This Chapter concludes with a brief discussion of next steps and future considerations.

Change Implementation Plan

To examine how the change plan fits within the context of the overall organizational strategy, several implementation theories and models are discussed; specifically, this OIP will rely on two organizational change models and frameworks to assist in developing the change implementation plan: (1) Cawsey, Deszca and Ingols' (2016) Change Path Model; and (2) The Correctional Service of Canada's (CSC) (2013) Continuum of Care Model. Those two models combined with additional research and the Treasury Board of Canada Secretariat (TBS) evaluation guide aid in developing the change plan, evaluation plans, and help describe limitations with the OIP's plan, scope, and priorities.

Change Plan Goals, Priorities, and Fit

As part of its change implementation strategy, the OIP establishes various goals and priorities. These include: first, the need to establish and then subsequently evaluate new parole outcome measures for Aboriginal offenders; and, second, the establishment of a national Aboriginal working group (NAWG) to evaluate, implement, and communicate the change plan. In addition to these two goals, priorities include:

- Developing a departmental evaluation plan;

- Developing a communication strategy for each stakeholder group;

- Working towards consensus and a shared vision among stakeholder groups;

- Adopting a shared leadership approach for all stakeholders in the OIP;

- Improving capacity while implementing necessary changes to structure, approach, and process; and

- Developing equitable legislation, policies, and directives for Aboriginal offenders.

The above goals and priorities fit within the context of the overall organizational strategy of the CSC's strategy as highlighted most recently in the Federal Community Corrections Strategy (herein referred to as "the strategy") (CSC, 2013). This strategy articulates the following five principles: (1) Community reintegration begins at intake; (2) Community reintegration requires dynamic assessment and intervention; (3) Community reintegration is achieved through collaboration; (4) Community reintegration is measured by public safety results; and (5) Community reintegration is enhanced through engagement and communication. This strategy follows on the heels of the Transformation Agenda (CSC 2012), as discussed in Chapter One. Based on this agenda, the CSC established five main goals are referred to as themes. A chief theme as related to this OIP is the "strengthening [of] community corrections" (CSC 2012). Although the agenda describes attempts by the CSC to develop a "community corrections strategy" that focuses on the specific needs of Aboriginal offenders, several improvements are necessary to improve this strategy.

Improved Situation for Social and Organizational Actors

The changes included in this OIP are expected to improve recidivism rates for Aboriginal offenders by producing results that are more comparable to their non-Aboriginal counterparts. Unequal recidivism rates have plagued the CSC for decades, even as current research

demonstrates that the gap between Aboriginal offenders and their non-Aboriginal counterparts is further widening. Improving this situation for Aboriginal offenders, first, and the CSC, second, is essential. As the critical organizational analysis discussed in Chapter Two describes, there are a variety of factors that any potential solution must address. Consequently, this OIP will focus on social histories and factors that predict recidivism.

Research identifies eight risk factors, four of which present as the highest risk for recidivism. Research by Bonta, Gutierrez, Rugge, and Wilson (2013) note the following:

Four of these risk/need factors, described as the *big four*, have the most direct and immediate influence on criminal behaviour. They are criminal history (reflecting behavioural habits), pro-criminal attitudes, pro-criminal associates, and antisocial personality pattern (e.g., impulsive, egocentric, feelings of hostility). Rounding out the central eight are the more moderate risk/need factors of employment/ education, family/marital, substance abuse, and leisure/recreation. These latter four risk/need factors exert their effect through the big four. (n.p)

Given this research by Bonta et al. (2013), it is imperative that the CSC understand how new parole outcome measures will aid in addressing these risk factors. Thus, new parole outcome measures must serve as indicators to potential risks as identified by the case management team. By identifying these indicators and risks, the CSC can better monitor and assess the overall efficacy of the new outcomes when they are implemented.

Strategic Organizational Chart and Priorities

To highlight the need for the CSC to change, a new strategic organizational chart is proposed. Unlike the organizational chart depicted in Chapter One, which does not address the

priorities described above, this new chart will seek to align these priorities with key stakeholders within the CSC, such as the Aboriginal Initiatives Directorate (AID).

In an effort to draw upon the above-noted priorities, Claudia Joyce argues that organizational charts "usually [do not] come to mind as a strategic differentiator" (as cited by U. Vu in the Canadian HR Reporter, 2008); however, a strategic organizational chart is necessary for this OIP in order to bridge the organizational gaps identified by Chapter 2. Moreover, this chart forms part of the implementation change plan by demonstrating the involvement of various stakeholders. This is significant, because, as Vu (2008) asks: "How many people are in roles that don't make the most of their skills? How many great ideas are lost because the regional office has to meet its quarterly earnings and staff can't be freed up to develop the idea?" These questions make apparent that the CSC loses focus of some of its main goals when it fails to break down silos and empower those working in frontline positions and roles within the organization, such as the Aboriginal Community Liaison Officers. Figure 3.1 illustrates the strategic organizational chart.

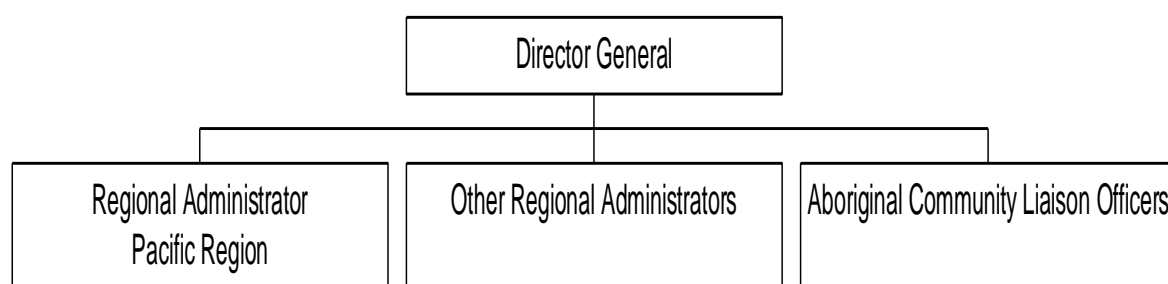*Figure 3.1*. Strategic organizational chart

The above strategic organizational chart will aid in meeting the CSC's established priorities as the ACLO role moves in-line with the Regional Administrators (RA) who are considered senior managers. The RA's are key internal stakeholders because they determine resourcing requirements for program and service delivery for Aboriginal offenders in their

respective regions. Through their new strategic position, the ACLOs can leverage that position in order to share the change vision and subsequent plan by developing a communication network with AID senior managers.

Plan to Manage the Transition

In order to manage the transition from the status quo to the OIP desired state, the following plan will address several factors including: stakeholder reactions; selecting personnel; determining supports and resources; potential barriers to implementations; goal setting; and, finally, acknowledging limitations. The detailed plan follows.

Stakeholder Reactions to Adjust Plans. In an effort to adjust the OIP plan during implementation, the CSC must anticipate and understand potential stakeholder reactions to the change plan—both negative and positive. Stakeholder reactions are important since they are an integral part of the change team. As part of a national working group, stakeholders will see the plan implementation through its initial stages to the transition to post-implementation. Notably, developing a productive and functional change team "in an important task for the change leaders because the ability to build teams, motivate, and communicate are all predictors of successful change implementation" (Cawsey et al., 2016 p. 76).

In their Change Path Model, Cawsey et al. (2016) note that communication occurs at the mobilization stage, which is where initial reactions are determined. These reactions will determine if the plan needs to be adjusted in the event that legitimate concerns arise, such as legitimate employee concerns. In addition, given the complexity of the OIP, it is anticipated that stakeholders will have mixed feelings that will require some planning adjustments to assuage some of these concerns. Those adjustments will, as Cawsey et al. (2016) note, focus on "helping stakeholders make sense of the change" while "listening for information that may be helpful in

achieving the change" (p. 29). Throughout the implementation, CSC senior managers will be present in order to offer insight into potential shortcomings of the plan and brainstorm solutions to barriers as they arise.

Personnel to Engage/Empower. To achieve the envisioned state, the organizational change effort will engage several personnel. Since the OIP involves a marginalized group of offenders, it is anticipated that both individual and cultural change will occur as part of this process. Thus, personnel will need to engage and empower stakeholders at every step of the implementation process. Personnel include CSC senior managers, AID senior managers, the Senior Deputy Commissioner (SDC), and the Commissioner of the CSC. The inclusion of the SDC and the CSC Commissioner is important because the AID reports to the SDC who in turn reports to the Commissioner. Ultimately, it is the Commissioner who then submits the annual Departmental Performance Report to the TBS.

The above key personnel will be engaged via a national working group (NWG), similar to the one that was previously established from 2000 to 2005. Although the 2004 evaluation written by the CSC's performance assurance directorate—titled "Final Report - Effective Corrections Initiative - Aboriginal Reintegration" (CSC 2015)— noted that the working group had minimal success, the new iteration of this working group will make several improvements to the original. Unlike the previous NWG, this newly proposed NWG will consist of the above-noted senior managers along with those key personnel listed in the strategic organizational chart (fig 3.1) in addition to case management personnel, including parole officers who report on offender outcomes.

The NWG will serve a previously-existing Professional Learning Committee (PLC). This is advantageous because relationships between the AID and senior managers within the CSC

already exist. The subsequent goal of this change plan is, as Mulford, Silins and Leithwood (2003) asserts, to "treat those social relationships as a form of capital, it proposes that they are a resource which people can draw on to achieve their goals." Further research in leadership studies and team learning (e.g. Edmondson et al., 2001; Bernstrøm and Kjekshus, 2012; Ortega et al., 2013) have similarly argued that leader behaviours play an essential role in change; in this view, change is not executed solely by top management, but by leaders at all levels of the organization. This claim supports the need for an expanded NWG that incorporates various key personnel, rather than the previous NWG attempted by CSC that was limited to senior managers.

Supports and Resources. The planning process will determine the supports and resources required for implementation, including factors such as: time; human, technological, and financial constraints; and information. Before CSC senior management can analyze relevant factors in this area, management must first examine the resources presently allocated by the Treasury Board of Canada Secretariat (TBS). Currently, the TBS controls all current funding allocations and requests for additional funding by the CSC. Thus, the CSC must consider "the ways in which inputs, process, and outputs are linked" since it will "help the organization understand what its strategies are and the value proposition that it offers to its stakeholders" (Bryson, 2004 p. 42).

Further required resources include time by senior management for participation in the proposed working group and time for regularly scheduled meetings. This produces a secondary need for additional human resources allocation and the use of technology so that virtual meetings with the NWG can be held. Other resources include obtaining Aboriginal offender data or information for analysis following implementation of the plan.

Potential Implementation Issues. As the implementation plan moves forward, additional issues are under consideration. One issue in particular is the complexity of the OIP, which includes diverse and wide-ranging goals that include enacting legislative change, policy change, and, ultimately, re-writing the guidelines for CSC parole outcomes, particularly for Aboriginal offenders. The complex goals produce some ambiguity for identified stakeholders given the role they will each play in implementing the change plan. As a prelude to action, the proper change path must be adopted in order to avoid disruptions to the planned implementation.

The Acceleration stage of the Change Path Model (Cawsey et al., 2016) describes three possible strategies to adopt that are suitable for the ambiguity and complexity of this OIP. In particular, Mintzberg and Westley suggest utilizing a "seeing first strategy". This strategy is best suited when "many elements have to be combined into creative solutions, commitment to those solutions is key, and communication across boundaries is essential" (Cawsey et al., 2016 p. 15). Given that the OIP will require communication across several administrative bodies and the involvement of the federal legal system, this strategy will help maximize the success of future legislative and policy changes.

Goals along the Path to the Desired State. As the change plan builds momentum, a number of short, medium, and long-term goals will assess progress and serve as benchmarks in reaching the desired future state. These goals will also serve as performance indicators that inform the change agents and senior management on the progress of the implementation process.

As van Woerkum, Aarts, and de Grip (2007) note, "planning is widely considered to be related to goal setting and finding the means to achieve those goals" and "goals must be formulated clearly as possible". Thus, van Woerkum et al. (2007) suggest using creativity as a means to plan organizational change. To integrate creativity into the work plan, the proposed

NWG will establish an agenda and monitor progress; when barriers arise, the NWG will discuss creative solutions and subsequently describe these tentative plans and solutions in the reports they send to stakeholder groups. This is a short-term goal as part of the Acceleration stage of the Change Path Model (Cawsey et al., 2016) which will help various stakeholders "develop needed new knowledge, skills, abilities, and ways of thinking that will support the change". Without these newfound skills and thought processes, the OIP may not move the CSC to the desired state.

Longer-term goals include enacting new legislation and policies that incorporate the new incremental parole outcome measures. Once those measures established, other long-term goals will include training on the new parole outcome measures along with new monitoring and reporting tools for case management officer's use.

Limitations to Scope, Methods, and Priorities. There are several advantages and disadvantages to the change plan, including limitations to the selected organizational change tools and evaluation methods. As one advantage, my employment at the CSC will significantly aid my ability to identify all internal and external stakeholders and determine the impact each has with respect to the OIP.

The impact evaluation tool needs to incorporate qualitative design and analysis, including both statistical and non-statistical data analysis. This tool can be beneficial in addressing hard-to-quantify issues and concepts (Schedler & TBS 1998, p. 92). Other advantages include the design selection itself; more specifically, the data collected during this process will assist in arriving at conclusions that will be "relevant to the decision environment" (Schedler & TBS 1998, p. 28). In this context, the decision environment is a difficult-to-measure correctional system with many moving parts. Consequently, the experimental design "offers the most rigorous methods of

establishing causal inferences about the results of programs" by "eliminating threats to internal validity by using a control group, randomization, blocking, and factorial designs" (p. 43).

However, with those advantages come a number of possible limitations to the scope, methods, and priorities of the change plan. Since the plan involves additional stakeholders outside of the CSC, such as the Department of Justice, Aboriginal stakeholder groups, and so forth, the scope of the proposed change may take longer than anticipated to achieve the envisioned state. Other limitations could include general difficulties in implementation and some ethical concerns given that the Aboriginal offender target group receive different programs, services, and benefits. While the Change Path Model (Cawsey et al., 2016) considers that organizations are dynamic and requires change efforts and visions to bear this in mind, this model also presents as a limitation given that ever-changing nature of the federal public service and federal corrections such as the CSC extends beyond the dynamism imagined by the Change Path Model. Similarly, the Congruence Model (Nadler & Tushman 2004) is also limited by its reliance on congruence between the various functions of the organization, which may not occur between the various governmental departments and agencies involved in the plan (Cawsey et al., 2016).

Additional limitations include potential changes in government at either the provincial or federal level, lack of buy-in from key stakeholder groups, challenges in training staff on new outcome measures, additional resources needed for the evaluation, lack of understanding of the change readiness due to limitations of the tools selected, and, finally, the possibility that new measures will not achieve the desired outcomes.

In conclusion, this change plan was developed to engage several key stakeholders as the plan is implemented. Although there are potential implementation limitations, several goals will

serve as benchmarks to build momentum and provide the opportunity to make adjustments, when and where necessary, to the implementation plan. Although I anticipate several challenges to the scope and methodology of the change plan because it involves various legislative changes and ethical challenges surrounding Aboriginal offenders and their privacy, the plan deliberately maintains an inherent flexibility in order to best overcome these barriers.

Change Process Monitoring and Evaluation

In this section, the Plan, Do, Study, Act (PDSA) model (Deming, 1986) is applied to the change plan and propose some monitoring tools and measures to track and assess change post-implementation. In addition, the Treasury Board of Canada Secretariat (TBS) evaluation framework is described along with some methodologies that will be adopted in the assessment process. Last, anticipated changes or revisions to the change model are discussed and an explanation of how the next cycle of the PDSA model will address them is provided.

Plan, Do, Study, Act (PDSA) model cycle

Plan

The PDSA model (Deming, 1986) was chosen because it is an organizational improvement plan implementation model with "the potential to test and implement changes in real work-place settings and to involve the public in [the] evaluation" (Evans, Moule and Pollard, 2013) of the change initiative. Figure 3.2, illustrates the PDSA model.
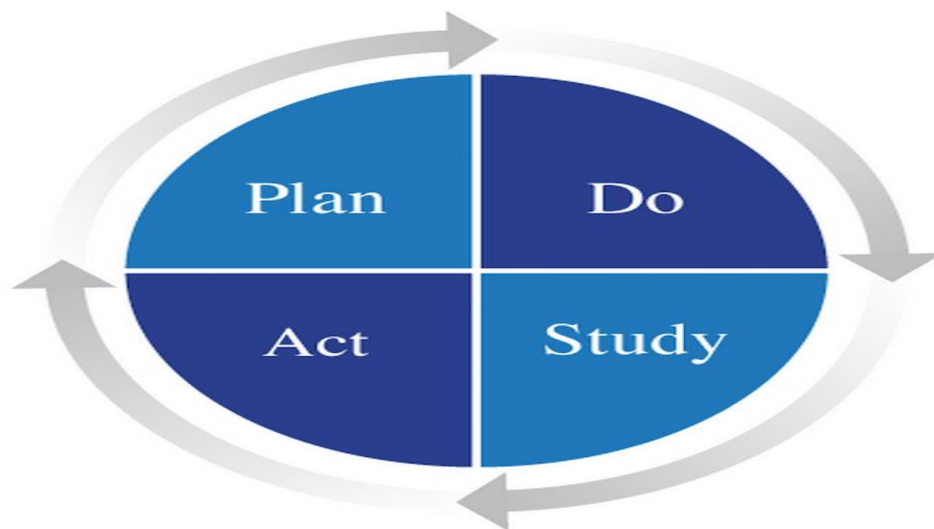
Figure 3.2. Plan, do, study, act model
Source: W. Edwards Deming Institute https://deming.org/management-system/pdsacycle

The PDSA model is a cyclical model that develops a plan, meaning that it establishes an objective or goal, formulates questions and predictions, and forms a plan to carry out the cycle. In other words, the plan details the "who, what, where, and when" of the plan. After the plan is formulated, the *Do* step of the model involves carrying out the plan, documenting any problems or unexpected observations, and beginning the data analysis. The *Study* step then completes the data analysis and summarizes it to identify learning points or outcomes. Finally, the *Act* step makes changes to the model or plan before the next cycle begins.

Through use of the above model, the OIP will be implemented and revised as necessary. Specifically, the *Plan* step is addressed in the first part this Chapter; this means that the plan will be carried out while continuous monitoring or studying of the plan takes place. In other words, this earlier portion of the chapter identified the "who, what, when and where" of the plan. Next, the subsequent steps are described.

Do

As previously described, the *Do* step of the PDSA model (Deming, 1986) involves carrying out the plan while documenting problems and observations while data collection and its analysis begins. Unanticipated problems or observations that arise will require amendments to the plan as necessary and applicable.

The change plan will be carried out by implementation teams both in person and virtually via the national working group (NWG) and through ongoing stakeholder discussions. Higgins, Weiner, and Young (2012) define implementation teams as, "team[s] charged with designing and leading the implementation of an organization-wide change strategy." Furthermore, implementation teams are unlike conventional organizational teams in that members both develop and implement a strategic vision (Higgins et al., 2012) while the teams ensure that individuals across the organization implement the change plan. At this stage, the teams need to garner support from senior management as their support will affirm the need for such an innovation. Although it is common for management to resist changes in favour of the status quo, these changes are important in moving towards a "refreezing in the new pattern, where the knowledge exploration of previous steps can be exploited" (Bryson 2004, p. 48).

Stakeholder perspectives are a key consideration at this step. Research by Lewis (2007) argues that "organizational leaders have a clear and immediate requirement to focus their attention and resources on definitive stakeholders needs." In the context of implementing organizational change, "the negotiation of stakes among various stakeholder groups as they communicate with implementers and other stakeholders exerts a powerful force on change outcomes" (Lewis, 2007); therefore, their perspectives have the potential to greatly impact the change plan.

Once new parole outcome measures are adopted, the change plan will be implemented by the various case management team members who supervise Aboriginal offenders. This would allow the outcomes of those offenders to be captured through several reporting and monitoring tools and systems.

Study

The *Study* step of the PDSA model examines the data collection and analysis, monitoring tools, and then summarizes the lessons that can be learned from the change plan. For this OIP, the *Study* step will analyze the CSC's current monitoring tools. Existing corporate systems will aid in monitoring the change and gauging progress as the plan unfolds. Once the plan reaches this stage, managing the change is crucial. Changing an organization is difficult; in fact, research estimates that about 70 percent of all initiatives fail (Beer and Nohria, 2000; Higgs and Rowland, 2000). Published estimates for successful changes in organization culture range from 10 to 32 percent (Smith, 2003). Poor management during implementation is a key cause of failure. Other reasons for low success rates may occur in the project selection phase if stakeholder participation and support is not adequately secured (Trader-Leigh, 2002)

Monitoring Tools. The plan will need monitoring tools and control systems in addition to other measures and tools that the case management officers will use to measure and monitor the outcomes of the change plan and to report on its results. As Cawsey et al. (2016) assert, "measurements matter and what gets measures affects the direction, content, and outcomes achieved by a change initiative". Moreover, "measurements influence what people pay attention to and what they do" (p. 3). By quantifying the measurements found in research and those obtained through this change plan, hopefully those measurements will influence change.

Incorporating the CSC's corporate reporting tools into the monitoring process is fundamental because those tools will serve to collect all the data used to analyze offender outcomes. These corporate reporting and monitoring tools include: The Corporate Reporting System (CRS), Offender Management System (OMS), Reports of Automated Data Applied to Reintegration (RADAR), RADAR-PRIME (Portal on Results, Information, Measurement, and Evaluation), and the Conditional Release Information Management System (CRIMS). Each of these reporting and monitoring tools and/or systems report data each fiscal year to the TBS.

In the FORUM on Corrections Research, Hooper (2001) summarizes the need for reporting on results within the CSC: "Canadians expect it, the Government of Canada has promised it, legislators' need it and taxpayers are entitled to know what they are getting for the money that is spent on their behalf." This statement leads to the off-quoted cliché that "what gets measured gets managed". Nevertheless, the adage is true in that there is a fundamental danger in counting versus measuring data. When change efforts are overly focused on improving arbitrary numbers, or climbing or falling on some scale, these efforts are likely to fail to contribute to a quality output or outcome. Hooper (2001) argues that the CSC has fallen prey to the above practice, a phenomenon that current research supports.

Once the new parole outcome measures are developed, the above-described systems will require modification to account for the new measures. Modifying or adapting existing systems will be accomplished through NWG consultation and stakeholder analysis so that the systems accurately reflect the revised outcomes so that they can be captured and analyzed.

Act

During this step of the PDSA model (Deming, 1986); data analysis is coupled with relevant alterations that were revealed during this first cycle. This will inform the change team as

to what changes are required before the next cycle begins. It is proposed that the entire cycle be formally evaluated as part of the Government of Canada's (GoC) commitment to ensure value for money and in accordance with the institutionalization step of Cawsey et al.'s Change Path Model (Cawsey et al., 2016).

Evaluation. The assessment, evaluation, and monitoring strategies that will be employed rely heavily on the Change Path Model (Cawsey et al., 2016). In the institutionalization step of the model, changes are tracked via multiple balanced measures to gauge progress toward the goal and make modifications as needed and to mitigate risk (Cawsey et al., 2016). One measure that this OIP will adopt is a program evaluation. It is proposed that this evaluation be consistent with the GoC's Centre of Excellence for Evaluation (CEE) criteria, which defines an evaluation as a "systematic collection and analysis of evidence on the outcomes of programs to make judgments about their relevance and performance, and to examine alternative ways to deliver them or to achieve the same results" (CEE, 2015). For the purposes of this OIP, the proposed program evaluation is intended to support accountability, public reporting of results, policy and program improvement, and legislative changes. The evaluation will also serve to measure, report, and communicate how changes are progressing. The specific communication strategy is discussed later in this Chapter.

The proposed evaluation of the change plan involves following a systematic approach including not only the design, analysis, interpretation, and reporting methods noted in parts two and three of Patton (2015), but also the evaluation assessment/framework or planning process described by the CEE in the Program Evaluation Methods publication by Schedler and the Treasury Board of Canada Secretariat (1998). The evaluation will focus on the outcomes and results of the change initiative, gauge progress to date, and identify whether further new

structures, systems, or processes are needed "in order to bring life to the change and new stability to the transformed organization" (Cawsey et al., 2016, p 15).

Assessment of the change plan will occur during early stages of the initiative. Once the change has been implemented for one calendar year, an evaluation will examine whether the changes are still in effect or if the CSC has returned to its former state. The results of the evaluation will be communicated to CSC's executive committee and published via the CSC's website, listed under published reports. The evaluation will be followed by on-going monitoring within each region by AID staff with the assistance of the Performance Assurance Sector, which includes internal auditing, evaluation, and performance management branches. Results will be communicated quarterly, unless more frequent reports are necessary.

Once fully implemented, the change plan will have addressed a major gap in Aboriginal offender outcomes at the community corrections level. Further, not only will the innovation provide the federal government with results for new parole outcome measures, but the CSC will have made strides in fulfilling their mandate to the Aboriginal offenders in their care and custody. This innovation has the significant potential to help Aboriginal offenders on their healing journey, as necessary under the CSC's Continuum of Care Model (2013) by better qualifying and quantifying accomplishments achieved on parole. Ultimately, these changes will produce an effective measure for Aboriginal offender outcomes and highlight the offender's successes at each stage of their reintegration. This will help offenders complete their sentences and subsequently reintegrate into society as law-abiding citizens.

Leadership Ethics and Organizational Change

This section applies research to ethical considerations and challenges that may apply to each step of the change plan: planning, implementation and communication. In addition, key

legislation and ethics bodies are introduced, including the Research Ethics Board (REB), the Access to Information and Privacy Act (ATIP), and the Privacy Act. The Office of the Privacy Commissioner oversees the Privacy Act and the Personal Information Protection and Electronic Documents Act (PIPEDA). Furthermore, each federal public servant must adhere to ethics policies, namely the Values and Ethics Code for Public Servants (Treasury Board of Canada Secretariat, 2011). Notably, respecting the rights of offenders during the change plan is a potential challenge since their rights are also protected under the Corrections Conditional Release Act (CCRA) by the Office of the Correctional Investigator (OCI).

Planning

As part of the planning process, the OIP must address a number of considerations and challenges. Chief among these challenges are ethical considerations since the OIP involves collecting data from Aboriginal offenders—a target population within the CSC. It is anticipated that the OIP will collect two types of data: corporate system data (as described in the Monitoring and Evaluation section), and interviews with Aboriginal offenders.

Some specific steps or measures that will be taken during the planning process include:

1. Achieve the support of the CSC Research Branch to add the OIP to the Annual Research Plan;

2. Review all legislation and policies with respect to research involving humans;

3. Obtain informed consent as part of Aboriginal offender's voluntary participation;

4. Discuss data collection and analysis methodologies with key stakeholder group; and

5. Report results.

This OIP will use person-focused metrics. As Hargreaves, Boyle and Harris (2014) note, performance data must be used in an intelligent manner and move everyone forward in ways that

are meaningful, connected, balanced, timely, integrated, and value relationships. Since the CSC's corporate systems continuously capture data and generate reports, timely and integrated data is less of a concern. Throughout the OIP, the CSC must be careful not to undermine their relationships with Aboriginal offenders to ensure maximum participation in the OIP. Hargreaves et al. (2014) caution that "what ultimately matters the most is how metrics are used to improve human judgment and human experience" (p. 134). In other words, implementation teams must "attend to the human side as well as the technical side of change"; or, in other words, "know the importance of using the right data and thorough evidence-informed decision making" (Hargreaves et al., 2014, p. 134). The change plan will honour these statements and the ethical responsibilities that the CSC has as a federal government department.

The first ethical challenge that the planning process anticipates is achieving buy-in from senior management and the Research Branch to conduct a change plan involving human participants. The CSC is bound by legislation and policies to protect their clients as per the Privacy Act (1985), which notes that personal information must be protected and that the right to access data must always be considered again an individual's right to privacy. Federal departments including the CSC are subject to the Privacy Act and the Access to Information Privacy Act. According to the Office of the Privacy Commissioner, individuals and organizations can submit requests to review physical and electronic records stored on CSC databases. The CSC is mandated to reply to these requests within 30 calendar days (CSC, 2017).

Given these policies, the change plan must make it clear to participants that their rights will be protected from the beginning. First, implementation teams will ask Aboriginal offenders to sign a CSC form that provides their consent to disclose personal information. According to the Assembly of First Nations (AFN) in the *Ethics in First Nations* research manual (2009),

researchers working with human participants need to first obtain consent prior to "free and voluntary" participation (p. 9). Consent forms must be easily understood and the study investigators must fully explain the study and any potential risks to participants as a result of their participation. For the purposes of this OIP, consent to participate will aid in the implementation of the change plan. It is ultimately my hope that offender outcomes while on parole will better assess incremental progress that Aboriginal offenders achieve. In addition, the change plan or OIP will honour research by Hargreaves et al. (2014) by allowing Aboriginal offenders to play an important role in making the change vision a reality. This will empower those most affected by the current approach to measuring outcomes.

At the onset of the change plan, maintaining the privacy and confidentiality of participants and reporting of the data collected is chiefly the responsibility of the Correctional Service of Canada (CSC). By law, the CSC must protect the privacy and data of federally incarcerated offenders. Since the Office of the Privacy Commissioner notes that personal information entrusted to federal institution falls under the PIPEDA, the change plan was developed with these restrictions in mind.

Implementation

Further ethical challenges or considerations arise at the implementation stage. For one, the above consent and voluntary participation principles remain in force even for participants who withdraw their participation or have their probation revoked, disqualifying them from the study. This is considered a normal part of the parole process and is supported by research that describes the failure rate of Aboriginal offenders on a conditional or statutory release.

As interactions between case management officers and Aboriginal offenders occur, so too will consultations take place between the change team and the stakeholders. The change team

will consist of federal public servants entrusted to monitor any further ethical considerations that emerge based on these interactions. As previously discussed, public servants are bound by the TBS's Values and Ethics Code for the Public Sector (2011) ("the Code"), which articulates several values intended to guide federal public servants in their roles. Integrity, in particular, is a noted value described as the cornerstone of good governance and democracy. Public servants are expected to uphold the highest ethical standards (TBS, 2011). Through the implementation, the Code will serve as a reminder that ethical standards are to be maintained at all times when working with Aboriginal offenders.

Given the high ethical standards that public servants are expected to abide by, another challenge emerges involving surrounding the purpose of the OIP and obtaining valid, informed consent. It is critical to identify the purpose for which the data and information will be obtained since the desired information is also used to report departmental performance to the Treasury Board of Canada Secretariat (TBS). Consequently, the OIP has established a narrow scope for collecting information with a clearly stated purpose that will be made known to all those involved—at any stage—of the change plan.

The Panel on Research Ethics (PRE) has number of training modules for researchers who conduct research with human subjects. It also outlines a policy titled the Tri-Council Policy Statement (TCPS 2), which is the official human research ethics policy for the agencies that the PRE represents, including the CSC. Thus, the OIP will follow the TCPS 2 (2014) policy, which covers subjects including: the consent process; fairness and equity in research participation; privacy and confidentiality; governance of research ethics review; conflicts of interest; and most importantly, research involving First Nations, Inuit, and Métis peoples of Canada.

Specifically, Chapter 9 of the TCPS highlights the importance of building reciprocal trusting relationships with participants and emphasizes the following three principles: respect for persons, concern for welfare, and justice. These principles emphasize respect for human dignity. Specifically, respect for persons involves obtaining valid, informed, and ongoing participant consent. Since many Aboriginal offenders have cognitive impairments and/or mental health challenges, gaining valid consent may be challenging. One strategy to mitigate this challenge includes preparing a communiqué that can be provided and explained along with the consent for disclosure forms. Previous experience dictates that offenders are likely to withdraw support if they feel challenged or stressed, so it is important to communicate to Aboriginal offenders what the purpose of the study is and also emphasizing that they can withdraw their consent at any time.

Communication

Communication will be driven by a qualitative research design wherein data is collected from the CSC's data management systems and through interviews with various stakeholders. A process will need to be developed to convert responses into a numeric system; in essence, this will codify the results to protect the identity of the various participants (p. 484). Since an offender's identity is considered protected information under the Government of Canada Policy on Government Security (2012), protecting the identity of the participants remains a key challenge and consideration through all stages of the OIP since the change plan involves interviewing Aboriginal offenders to gain their input into recommended changes. A qualitative approach will enable change agents to tap into participants' thoughts and develop a better understanding of their experiences (Sutton and Austin, 2015). Given the unique needs and

demands of Aboriginal community corrections, this approach will allow for reflection before, during, and after the data collection and analysis processes.

Communication of the results will occur via internal communication. If results are published, they will be available via CSC's publications which are accessible on its website and through other research searches. Since the CSC has learning communities within each sector, division, branch, and region, it is believed that the change plan will interest and engage residents in the majority of these communities and lead my organization to change. The chief ethical challenge surrounding the communication of the results is determining the level of reporting that each stakeholder group will receive since not all are privy to the protected information stored by the CSC's databases and systems. A further challenge includes the level of interest that the change plan generates. Numerous researchers, including Katz and Rose (2013), assert that human beings are naturally curious; thus, the change team will capitalize on this curiosity to advertise and communicate findings on a regular and frequent basis, both internally and externally.

Organizational and Stakeholder Commitments

The CSC is committed to maintaining the privacy and integrity of offender-related data. In addition, the stakeholders and the organization each have commitments to their constituents, the GoC, and—in the case of the CSC—the public. The CSC and the other organizations involved in the change plan are committed to avoiding any potential, perceived, or real conflicts of interest (COI) as the OIP progresses. Ethically, each organization or stakeholder group has commitments that span across organizations; the CSC, for example, reports annually to Parliament and is reported on by the OCI. Therefore, adhering to legislation and ethical policies

is a recommended focus for each group in order to avoid any conflicts of interest or ethical dilemmas.

Conflicts of interest remain a distinct possibility throughout the implementation of this OIP. The PRE Core's Conflict of Interest (COI) module identified a COI between the change agents and the Aboriginal offender target group. The conflict is real given that the change agents also work with those offenders and are in a position of power (peace officer status). These influences could potentially affect the ethical conduct of the change plan and subsequent research. Considering the target population, the implementation teams will need to be very careful to ensure that individuals involved in the OIP have, at best, minimal conflicts of interests.

Further, the involvement of the CSC's Aboriginal Initiatives Directorate (AID), the Research Division, and possibly even the Evaluation Division each come with their own unique challenges. For one, the OIP examines programs and services delivered by AID who have a vested interest in the OIP and they may seek more control over the OIP process. The Research Division will serve as the first line of ethics review while the Evaluation Division will conduct the program evaluation and report. One specific challenge includes the change team will not have any control over the evaluation and research outcomes as both are independent, impartial processes.

Although it may not be possible to eliminate all COIs, managing the above risks are key considerations moving forward. Relevant legislation and research pertaining to this OIP offer guidance on how to mitigate these challenges or risks as the change plan progresses. Throughout the implementation and communication stages, it will be key to keep the target group informed, both to avoid any ethical concerns or challenges and to ensure their continued participation. By adhering to the relevant legislation and policies, the CSC and the change agents will be able to

adhere to the ethical responsibilities and commitments of both the organization and the broad expectations that citizens demand of the federal public service.

Specific inputs, activities, outcomes and short and long-term goals are noted within the logic model contained in Appendix A.

Change Process Communication Plan

This section presents a communication strategy designed to guide the communications of the significant Problem of Practice previously identified. Initially, a statement of purpose is presented and followed by a description of the communication strategy; a planning worksheet and an activities plan follow as appendices. The communications plan outlines various communications channels to promote milestones and wins. Importantly, this plan should be considered a living document and will naturally evolve over time.

At this final stage of the Organizational Improvement Plan (OIP), the Change Path Model (Cawsey et al., 2016) usefully describes an acceleration stage that will help summarize some of the key activities that occur and include where change agents can build momentum through continued training, communication, and the celebration of accomplishments (p. 229). The communication strategy will be developed in conjunction with the change team and the National Working Group (NWG). The Aboriginal Affairs and Northern Development Canada (AANDC) (2007)'s First Nations Communications toolkit notes that "allowing all team members to contribute ideas builds ownership and emphasizes that everyone on the project is a communicator". Following this guideline will ensure that each person involved in the OIP views themselves as having an important role.

The goals and objectives of the communication plan are best determining by asking the following questions:

- Why are you communicating?

- What are you hoping to achieve?

- What do you want people to do as a result of receiving your communications?

- How will you know if your communications have made a difference? (AANDC 2007)

The responses to these questions will answer fundamental details regarding said communication strategy and help lay the foundation for the remainder of the plan.

The communication strategy is intended to communicate the need for the OIP and the goals and objectives of the change plan, otherwise described as the future envisioned state. The communication strategy needs to communicate the change plan to the stakeholders identified in Appendix A (Communications Planning Worksheet), who will then make informed decisions regarding their support for the change plan. Stakeholders have been identified according to their importance, the role they play in Aboriginal corrections or communities, their influence over the change plan, and their ostensible motivations. Appendix B will also aid the strategy by identifying each group's preferred communication methods, necessary materials or approach for delivering updates, and expectations.

Several key messages will be delivered to the target audiences, as described in both Appendix B and Appendix C (Communication Plan Activities Worksheet). These are intended to bridge the gap between what the target groups already know about the current organizational state and the envisioned state, that being the OIP's goals and objectives. Messages will be tailored to each audience or target group and take various forms such as newsletters, evaluation reports, research reports, internal communications, and so forth. Each are noted in the Appendices.

The next step in developing the communication strategy is to highlight the various approaches, tools, and activities that the change team will use to communicate persuasively with the various audiences. Communicating strategically is a key consideration since, as Klein (1996) notes, "by the time the change is dispersed throughout the organization, many organizational participants have developed attitudes different from those which management intended. When the attitudes are negative the success of the change may be affected adversely" (n.p). Given that participants attitudes must be considered throughout the process, specific tactics or tools and activities will be adopted to aid in the change plan communication process. These tools and activities are described in full in the two supplemental appendices, but as a quick overview, they include tools for media and community engagement purposes. Examples include media kits, fact sheets, bulletins/newsletters, summaries and briefings, and government websites. Communication materials will need to be engaging and recognizable by the stakeholders prior to implementation of the strategy.

The First Nations Communication Toolkit published by AANDC (2007) recommends that a budget be prepared when planning communication activities in order to estimate the financial and human resources required for completing each component of the communication plan. It is anticipated that there will be a significant human resource cost associated with the proposed strategy plan since various communication tools/methods will be required for each identified stakeholder and audience group. The CSC will absorb these costs since the initiative chiefly involves their department.

As with any strategic plan, the OIP will establish performance indicators and evaluation measures at its onset. Those indicators and measures will help the organization determine if the communication initiatives are successful in conveying the path of change, milestones, and gains.

The evaluation process will monitor indicators including feedback, tracking awareness of the initiative, and monitoring electronic communication between the change team and the various stakeholders. Appendix C describes specific evaluation methods for each communication activity along with the timing of each activity, the product/description, and the stakeholders involved. Feedback will be sought from the stakeholders involved in each activity noted in the worksheet.

In conclusion, a communication strategy will advertise the change plan to the various stakeholders, including the change team and a national working group that works with the team. The communication strategy includes a number of activities that the change team will complete along and identifies the required resources and involved stakeholders. The change team will evaluate the communication plan as it unfolds by analyzing feedback received in addition to other performance indicators or measures, as described above.

Conclusion

This organizational improvement plan (OIP) was developed to address parole outcome measures, a problem that disproportionally impacts Aboriginal offenders under the care and custody of the Correctional Service of Canada. Based on the identified problem, several frameworks and theories were identified to perform a critical organizational analysis and identify possible solutions. Also, the necessary leadership approach required to enact these changes was articulated. Lastly, a change plan inclusive of implementation steps and a communications strategy to advertise the plan was developed. The OIP was concluded by identifying next steps and future considerations for the change plan.

Next Steps

Next steps in the OIP implementation include completing the research proposal documents in collaboration with the CSC's Research Division to advance the OIP within the organization. Preliminary discussions have already been held with the Research Division is expecting further discussions once completed. The research application and undertaking forms will be submitted in the near future. The next step involves establishing a timeline for the implementation of the OIP once it is ready for implementation. These timelines will be developed as part of a management action plan by senior managers within the CSC and, hopefully, inclusive of the Senior Management Executive Committee agenda.

Future Consideration

In addition to implementing the OIP as stated, one future consideration is that the CSC ought to re-establish the Strategic Plan for Aboriginal Corrections and add the OIP Problem of Practice as a standing item on the agenda. This will ensure continued focus in this area moving forward.
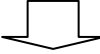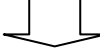
APPENDIX A

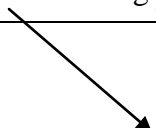**Aboriginal Offender Parole Outcome Evidence-Based Supervision Strategies: Logic Model**

Project Time Frame: 2017-07-10 – 2019-04-01

Program/Project: Organizational Improvement Plan Aboriginal Offender evidence-based supervision strategy implementation

Problem Statement: Evaluating outcomes for success for Aboriginal offenders on a parole conditional release within the Correctional Service of Canada.

Program/Project Goal: Through implementation of the Organizational Improvement Plan, the Correctional Service Canada (CSC) hopes to create evidence-based parole outcome measures/indicators versus the current one standard/approach to parole success, that being a pass or fail scenario.

Inputs	Activities	Projected Outcomes	
		Shorter-term Outcomes (* indicate measurable outcome)	**Longer-term Outcomes (1 year & onward)** (* indicate measurable outcome)
Aboriginal Community Liaison Officers and Elders	ACLO initiate the change plan and communicate the vision to CSC and AID senior managers	NWG establishes schedule for meetings and agenda established. Change plan is approved & minutes recorded*	NWG establishes long term plan for Aboriginal offenders
Sample of Aboriginal offenders on parole	CSC and AID establish National Working Group (NWG) with stakeholders. Change plan is reviewed	NWG meets with stakeholders to discuss legislative reform and policy	NWG and stakeholders develop long-term OIP implementation plan.
AID Senior management	NWG meets to discuss change		Research division

(regional administrators)	plan and formulates a plan for implementation and legislative/policy change	changes. Simultaneously the Research Division approves the research proposal.	adds OIP to annual research plan with subsequent yearly reviews.
CSC Senior Management (Senior Deputy Commissioner)	⇩ Consent from Aboriginal offenders obtained and their participation in the OIP begin	Legislative reform begins with stakeholders. OIP moves to implementation phase*	Residents acquire needed life, employment and educational skills and are able to secure meaningful employment*
Evaluation Director General	⇩ Data collection and analysis of results obtained over one a fiscal year period. Research conducted to support OIP	Aboriginal offenders participate in the OIP and interviews conducted and data analysis synthesis occurs.	
Chief Audit Executive			Given the results OIP added to annual Evaluation Plan and the Strategic Plan for Aboriginal Corrections
Research Division Director General	⇩ Evaluation of results performed by the Evaluation Division of CSC. Results used to promulgate legislative and policy changes	Research division conducts additional research to support OIP and publishes findings*	
Community Parole Officers			Long-term communications strategy developed with key stakeholders
External Stakeholder Groups	⇩ Results of evaluation reported to and communicated to senior management and stakeholders	OIP and evaluation results support evidence-based supervision strategies or incremental measures*	Annual legislative and policy reviews scheduled by senior management

		Communication plan evaluated and strategy adjusted accordingly	OIP results indicate narrowing of gap between Aboriginal and non-Aboriginal offenders on parole*

APPENDIX B

Aboriginal Offender Parole Outcome Problem of Practice

COMMUNICATIONS PLANNING WORKSHEET

Problem of Practice Message:

Evaluating outcomes for success for Aboriginal offenders on a parole conditional release within the Correctional Service of Canada.

Target Audience: Internal stakeholders

Communication Methods	Necessary Materials	Implementation Plan (Who, How, When)
Email	Data and results to date	Change team lead or National working group members Using CSC network Weekly as per the communications activities plan
Policy Bulletins	CSC letterhead as per policy Senior management and communication division approval	NWG lead in consultation with CSC Senior Management Committee (SMEC) Via CSC network (InfoNet) Weekly and monthly

Target Audience: Aboriginal offenders		
Communication Methods	Necessary Materials	Implementation Plan (Who, How, When)
Internal communication bulletins	OIP change plan and updated data showing results to date	Change plan and NWG leads CSC SMEC & Communication approval
Policy updates via internal email & InfoNet	New policy decision information to contain the email and bulletins	Change plan and NWG leads CSC SMEC & Communication approval

Target Audience: External Stakeholders		
Communication Methods	Necessary Materials	Implementation Plan (Who, How, When)
Change plan and legislative and policy update bulletins	Change plan update information and decisions to incorporate into the bulletins	Change plan and NWG leads CSC SMEC & Communication approval Send bulletins electronically to stakeholder groups Monthly, Quarterly and annually
News release on legislative	CSC letterhead and data to include	Change plan and NWG leads

and policy changes	within the news release	CSC SMEC & Communication approval Send bulletins electronically to stakeholder groups Monthly, Quarterly and annually
Evaluation and research reports publications	Evaluation report and research reports once completed and approved by the Assistant Commissioner for those divisions	Change plan and NWG leads CSC SMEC & Communication approval Send bulletins electronically to stakeholder groups Monthly, Quarterly and annually

APPENDIX C

Communication Plan Activities Worksheet				
Timing	**Activity/Product**	**Description**	**Lead**	**Other Stakeholders**
Daily	Morning Briefing	OIP activities/events to be brought forward for consideration and education.	Change team lead	Change team members Select case management officers
Weekly	General Change Team Briefings	Update progress on the OIP implementation including legislative and policy reform. Other activities/events to be brought forward for consideration and education.	Change team	CSC Senior Management Executive Committee (SMEC) Internal stakeholders
Weekly	NWG Progress Updates	NWG activities/events to be brought forward for consideration and education. Stakeholder feedback reviewed for consideration and education. All OIP change plan items will be documented in the NWG minutes in order to ensure accuracy, timeframes, and sharing of information.	NWG lead	Senior management Internal and external stakeholders
Monthly	NWG meetings	Specific case reviews, open to all interested staff and impacted departments. Review OIP change plan implementation re: meeting goals and objectives. Aboriginal offender feedback reviewed for education and to ensure meaningful discussion.	Change team lead & NWG lead	Research & Evaluation Divisions Other internal and external stakeholders CSC SMEC Selected case management officers

		CSC & AID senior managers to attend in order to have meaningful discussions on the change plan and results being obtained. Minutes kept. Calendar to be finalized and promulgated. Research division will provide an update on the research proposal. Minutes signed off by the NWG and change team leads and maintained on file. This will ensure the management action plan items are followed up on according to established timeframes.		
Monthly	NWG strategic plan & change plan update	Monthly Calendar, upcoming events and opportunities, as well as information to be updated by the 1st of each month. Policy and legislation updates plus results to date are reviewed	Change team and NWG leads	
Quarterly	General staff meetings among change team and the NWG	Discuss change plan OIP implementation and for staff to report on events, successes, and significant developments	Change team lead plus NWG lead	CSC & AID senior management
Quarterly	InfoNet update	CSC InfoNet to be reviewed to ensure that change team and NWG staff contacts and resource material is current and accessible.	Change team & NWG leads	CSC IT support CSC SMEC

Quarterly	NWG virtual or in-person meeting	OIP change plan data to be presented to SMEC to note and discuss trends and unexpected observations. All meetings will contain minutes signed off by the CSC SMEC and NWG and maintained on file. This will ensure action items are followed up in appropriate timeframes.	NWG & Change team leads	Other NWG external stakeholders CSC SMEC
Bi-Annual	Communication with stakeholders	Provide communication update to all internal and external stakeholders and seek feedback for education and discussion. Provide communication update to Aboriginal offenders.	Change team and NWG leads	SMEC External stakeholders Aboriginal offenders
Annual	Evaluation	Program evaluation report one year post-implementation. Evaluation of the communication strategy. Establish follow up Evaluation dates and plan.	NWG & Change Team Leads	SMEC Internal and external stakeholders Aboriginal offenders

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