annual report

of the

CORRECTIONS BRANCH

MINISTRY OF THE ATTORNEY-GENERAL

for calendar year

1977

PRINTED BY
AUTHORITY OF THE LEGISLATIVE ASSEMBLY

Colonel the Honourable WALTER STEWART OWEN, Q.C., LL.D.,
Lieutenant-Governor of the Province of British Columbia

MAY IT PLEASE YOUR HONOUR:

The Annual Report of the Corrections Branch for the calendar year ended December 31, 1977, is herewith respectfully submitted.

GARDE B. GARDOM
Attorney-General

Attorney-General's Office, April 1978.

MINISTRY OF THE ATTORNEY-GENERAL,
CORRECTIONS BRANCH,
VICTORIA, B.C.
April 1978.

The Honourable Garde B. Gardom, Q.C.,
Attorney-General,
Parliament Buildings,
Victoria, B.C.

SIR:

I have the honour to submit the Annual Report of the Corrections Branch for the 12 months ended December 31, 1977. Within the Report a Branch Overview is provided for complete quick reference to the major developments of the year; it is presented in descriptive and statistical form.

Respectfully submitted,

JOHN W. EKSTEDT
Commissioner

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PREFACE

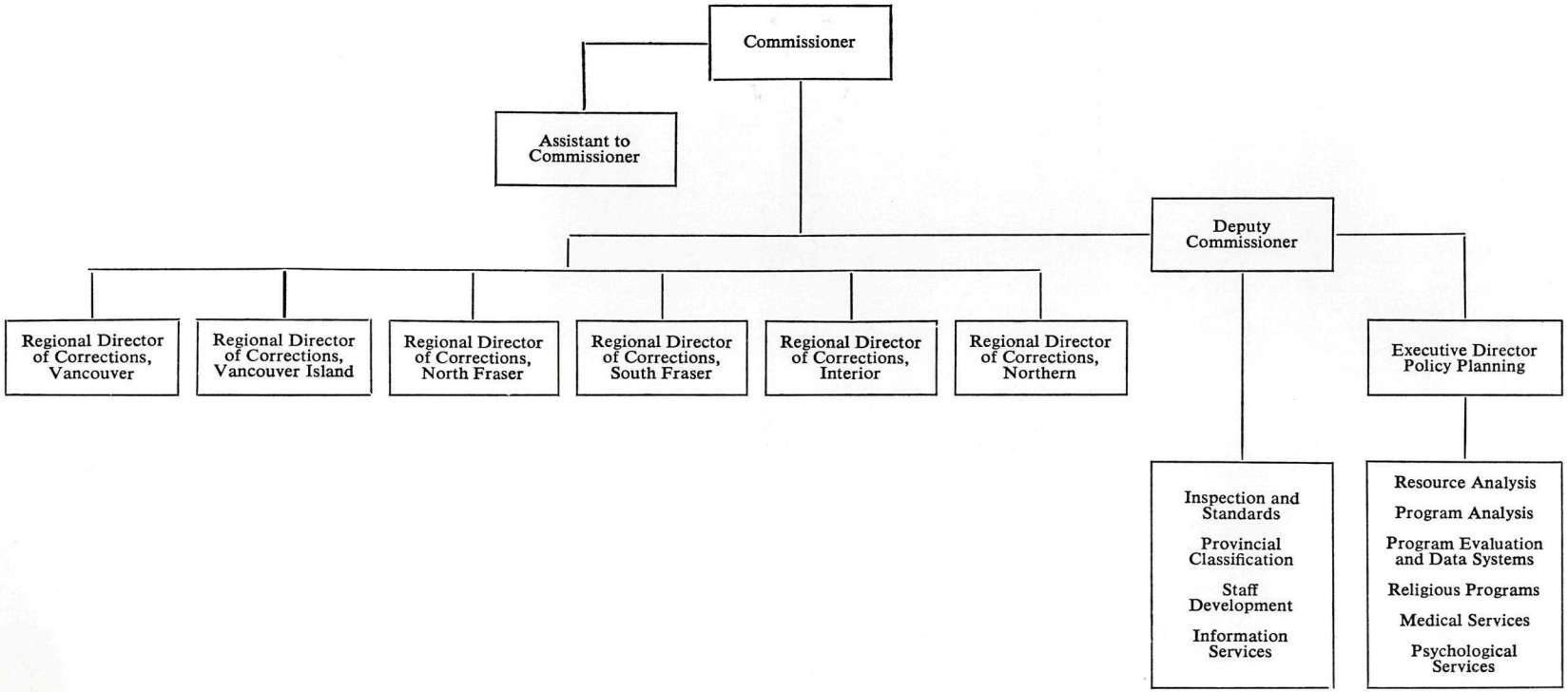
This Annual Report was prepared in two major parts. A general overview of Branch operation, some of the major issues, future program priorities, and detailed statistics for 1977 are presented as the first part, for quick reference. The second part, "The Report in Detail," is a comprehensive description of major programs, activities, policies, and practices of the Corrections Branch for 1977, both with respect to Provincial and regional operations.

This Annual Report was prepared by Information Services on behalf of the Office of the Commissioner.

ORGANIZATIONAL CHART

CORRECTIONS BRANCH

MINISTRY OF THE ATTORNEY-GENERAL



CORRECTIONS BRANCH

THE HONOURABLE GARDE B. GARDOM, *Attorney-General*

JOHN W. EKSTEDT, *Commissioner*

Senior Branch Management

B. G. ROBINSON
Deputy Commissioner

W. F. FOSTER
Assistant to the Commissioner

J. KONRAD
Regional Director of Corrections
South Fraser Region

A. E. NEUFELD
Regional Director of Corrections
North Fraser Region

G. CHAPPLE
Regional Director of Corrections
Interior Region

A. K. B. SHERIDAN
Executive Director
Policy Planning

E. W. HARRISON
Regional Director of Corrections
Vancouver Region

W. JACK
Regional Director of Corrections
Vancouver Island Region

J. B. GRAHAM
Regional Director of Corrections
Northern Region

Commissioner's Office

Section Directors

J. E. LAVEROCK
Staff Development

D. M. HARTMAN
Program Evaluation and
Data Systems

D. TOOMBS
Program Analysis Section

T. STILES
Information Services

E. SCHMIDT
Provincial Classification

D. E. KENT
Inspection and Standards

H. MILLER
Resource Analysis Section

BRANCH OVERVIEW

INTRODUCTION

Many forms of resolving social conflict exist in society. The family, church and school are well known institutions which, among other functions, attempt to mediate and deal with the various types of social conflict. Governmental interventions (such as social welfare) and privately operated programs also are aimed at the resolution of various forms of social conflict.

The justice system, on both the civil and criminal side, is used to deal with more serious forms of social conflict. The justice system attempts to mediate, resolve, or otherwise respond to those forms of social conflict which have been defined, by legislative process, as unacceptable—conflicts stemming from behaviour which violates the rights of others and cannot be tolerated without some form of formalized, state intervention. Within that framework, the justice system in Canada has been developed to protect social institutions and individuals in society, including the offender himself, by preventing crime and deliquency, by reducing the negative effects of crime and deliquency, and by fairly and humanely dealing with social conflict that comes within the context of the law. Corrections is an integral and essential part of that process and should be viewed as part of that context.

Jurisdiction over corrections in Canada is divided between the Federal and Provincial Governments. The British Columbia Corrections Branch of the Ministry of the Attorney-General has the responsibility for providing services, programs and facilities on behalf of the Province. These services and programs include services to courts, such as pre-court inquiries, pre-sentence reports, and bail supervision; supervision of probationers, parolees, and those on temporary absence; the development of special community programs, such as community service; youth programs, such as detention, attendance and containment centres; a full range of adult custody institutions; and family court services for those approaching the court to find a legal resolution to marriage problems. This involvement is detailed in a later portion of this Report.

During 1977, increasing pressure on all of these services has been felt, to the extent that virtually every aspect of corrections potentially emerges as an issue in terms of the quality of services provided. Some of these issues are detailed in a following section of this Report.

But the Corrections Branch is only one of many government agencies which require tax dollars for operational funds. The operation of the various programs therefore tend to reflect the compromise government must make in budgeting for its diverse needs. Ultimately, however, the price of these programs can only be measured in terms of human resources and potential, human dignity and respect, and the opportunity of offenders to live fulfilling lives while being held accountable for their behaviour.

This compromise presents a dilemma for society itself; and in particular for the Corrections Branch as the agency that must deal directly with offenders. The Corrections Branch, with its programs, attempts to balance this dilemma between the need to protect society, which is a prime responsibility, and a need to provide adequate opportunity for offenders to grow in responsibility to their communities. Corrections policy with respect to its programs and the people involved, reflect this twin responsibility.

Programs—Since 1974, the Corrections Branch has committed itself to the following principles:

- A commitment to the dissolution of large, ineffective, and outdated correctional centres.
- A commitment to the development and utilization of a wide range of community based programs as alternatives to incarceration.

A commitment to the use of smaller and more fully secure facilities for dangerous offenders.

An increased involvement of the Branch in the areas of prevention and diversion with both juveniles and adults.

A commitment to a program of Corrections which stresses the responsibility of offenders to their communities; a program that allows, where possible, expression of that responsibility in direct relation to the victims of their offences.

A commitment to remain responsive and in tune with needs of the community, and of the justice system as a whole.

People—The Corrections Branch has guidelines covering its behaviour toward offenders:

Offenders must be accountable for their actions.

Offenders are members of society and are to be treated with the same respect and dignity accorded all society's members.

Within the limitation of court orders and considering the risk to the community, the offender has the right to exercise self-determination and personal decision making.

Offenders should not receive greater opportunities or rights than those generally available to other members of society.

OPERATIONAL OVERVIEW

The following is a brief overview of the places in the justice system where the Corrections Branch now has operational responsibilities (services provided in the Family Relations area are not included, but are described in detail in a following section entitled "Family and Children's Services." These are centred around civil process, not criminal offence—an important difference):

Pre-court services—Alternative programs ("diversion") for offenders who do not require full formal court and corrections experience; counselling and (or) referral provided.

Reports on juveniles' (and some adults') social circumstances, including those around alleged offences, provided for Crown counsel with respect to the decision whether to proceed with charges into court.

Pre-trial services—Supervision for those persons requiring some degree of control in order to ensure attendance at court, precluding for some the necessity of full custody remand.

Personal assistance to alleged offenders and (or) the families of those held in custody pending the outcome of their charge.

Provision of secure facilities for youth at risk, pending disposition and placement.

Court services—Information report for the court on offender's background and future plans to assist the court in sentencing. The availability in court of a Probation Officer to assist where on-the-spot information is needed and referrals must be made.

Community services—The supervision in the community of offenders placed on probation.

Educational courses on the topic of drinking and driving provided for offenders convicted of drinking and driving offences; attended as part of a probation order.

Facilities and programs which provide special educational, training, recreational, community service and wilderness experience for juveniles and young adults on probation.

The supervision of court-ordered reparative activities, undertaken by the offender with respect to the victim of the offence, or to the community.

A range of post-dispositional residential programs and facilities for youth at risk, where other community-based resources are deemed inappropriate, or ineffective.

Institutional services—Maximum and medium security custody facilities for persons sentenced to less than two years, and all custodial remand for the Province.

Open-setting programs providing forest or farm work; special young adult or alcohol abuse programs; and community correctional centres in local communities where inmates on temporary absence may reside for work or educational purposes.

Community re-entry services—Permitted (temporary) absence from a correctional centre in selected cases for employment, training, education, medical treatment, maintenance of family ties, involvement in community service programs, and pre-parole/release planning.

Supervision in the community of offenders paroled during the latter portion of their sentence of imprisonment, in order to assist them back to full and useful participation in the community.

Community assessment reports to provide information to the administrative bodies making temporary absence or parole decisions.

In April of 1974 on the advice of the Corrections Branch, the Attorney-General of British Columbia announced a detailed Planning Statement of Overall Policy and Programs throughout Corrections. The principles of that policy are referenced previously; the application of the policy has been as follows:

The phase out of Haney Correctional Centre.

The phase out of the sentenced population of Vancouver Island Regional Correctional Centre with that unit being utilized as a remand-classification centre.

Re-opening of Chilliwack Security Unit.

Opening of Jordan River Forest Camp on Vancouver Island.

The opening of Cedar Lake Forest Camp near Haney for the more difficult offender in a minimum security setting.

Expansion in the use of temporary absence, particularly for work and education releases.

The opening of a total of ten community correctional centres throughout the Province, and the contracted use of about a dozen community-based residential centres.

The development of bail supervision in Vancouver, Victoria, and Surrey.

The expansion of impaired drivers' courses to a total of approximately 30 throughout the Province.

The transfer of juveniles under detention prior to disposition in Vancouver to rennovated Willingdon facilities in Burnaby, and the razing to the ground of the antiquated building on Yale Street.

The development of facilities and programs for youth requiring post disposition containment.

Extensive planning and decision making with respect to replacement for the remand and sentenced facilities at Lower Mainland Regional Correctional Centre (Oakalla District).

The assumption of responsibility for pre-trial services.

The assumption of responsibility for all family and children services throughout the Province.

Diversion of offenders from the justice system continues to be an important focus of much discussion in the justice system, and in particular in the Corrections Branch. It is an area fraught with exciting possibilities and very real concerns about civil liberties, due process of law, and so on. The Corrections Branch has been involved in diversionary procedures for years, in its service capacity to Crown Counsel in the form of pre-charge reports on juveniles, to the Bench with respect to sentencing options, and in its own service delivery programs such as the use of volunteers from the community.

In addition to moving toward the streamlining of the Branch's own correctional centres, bi-lateral talks with the Federal Government were initiated

in 1975 in order to attempt to reduce the duplication, overlapping, lack of communication, inefficiency, ineffectiveness, and lack of rational basis characterizing the two separate systems of corrections in this Province. A Federal/Provincial Task Force on Corrections in British Columbia was established to examine alternative models for sharing Federal/Provincial responsibility in the delivery of correctional services, and this issue is one that still requires resolution.

In 1976 and 1977 the principles of case management, as an alternative to pure casework, were enunciated and adopted throughout the facilities of the Branch, which gave an institutional application to such principles adopted with respect to probation services in 1975. These principles lend emphasis to the Branch's view that (1) where possible, community services should be utilized to lend support to individual offenders, and those who come into contact with the system; (2) the Branch and individual persons must be accountable for seeing that offenders in the correctional system are provided with opportunities for self-development and (or) constructive use of time within each corrections program or facility; and (3) a clearly defined internal accountability and responsibility system must be in place to achieve these ends.

Related to the developments in case management, and the decentralization of the Branch, it is incumbent upon the Branch to set minimum standards for the Province with respect to the range of correctional services, in order that offenders receive equality of treatment regardless of geographical location. In October of 1976 the Corrections Branch put into motion a process by which such standards can be developed, while realizing that the completion of the exercise may take several years. At the time of writing, a Provincial Standards Committee has been struck to examine all corrections operations in relation to standards. The Committee is chaired by the Director, Inspection and Standards Section, and is comprised of representatives from each administrative region of the Branch. One line manager will be seconded in early 1978 on a full time basis for a maximum of two years to co-ordinate the activities of the Committee. This activity is one of the most important the Branch has undertaken for some years.

Finally, in 1976 a major study of Corrections Branch goals and objectives was undertaken and completed. This extensive document enunciated and reconfirmed in detail principles in the original 1974 plan, which are noted throughout this Report. The recent study included a range of activities by which the Corrections Branch can work toward specific goals and objectives. In 1977, these policies were widely discussed and applied throughout the Branch. As a result of its significance this paper is included in this Annual Report as Appendix A.

MAJOR ISSUES

Prison Facilities—The upgrading or replacement of facilities for those remanded in custody waiting trial or disposition is a major priority of the Corrections Branch. Each of the major Regional Correctional Centres provides this capacity and all of the present facilities are deemed inadequate for the task. As well as aged facilities, the lack of program recreational space for those on remand is compounded when the same space must be utilized for sentenced populations. Replacement or upgrading of facilities for sentenced inmates is a second priority. Both of these are focussed in the lower mainland area, and are generated out of the need to phase out Lower Mainland Regional Correctional Centre, now known as Oakalla District.

The capacity at Oakalla District is approximately 600, half of which is for remand. In 1976, two major presentations were made to Cabinet of Government around the facilities issues—one on facility requirements of the Ministry as a whole, and one specifically focused on remand requirements of the Corrections

Branch. In 1977 a number of activities have derived from those presentations.

Treasury Board has approved $820,000 for the preliminary design of a 150-bed remand centre in Vancouver, and a 75-bed centre in Coquitlam attached to the Coquitlam Justice Centre. The B.C. Buildings Corporation has put approximate price tags of $17 million and $12.5 million respectively on these facilities as potential capital costs. A number of further proposals have been developed since 1977 to complete the possibility of phasing out the remand capability of Oakalla District, and a number of units for sentenced inmates in order to phase out the sentenced capacity of that centre.

On Vancouver Island, the need to phase down Vancouver Island Regional Correctional Centre has seen in 1977 the examination of Island Youth Centre as a potential multi-program correctional facility. That proposal will see further development during 1978. Whether Island Youth Centre is utilized as a correctional facility, or not, such a facility will have to be developed for the middle Island in the very near future. Statistics have shown that upper Island communities are growing at twice the rate of southern communities. There is no centre on the Island at all for the female offender, though a small four-bed community correctional centre is operational at the time of writing.

There has been a need for years to build an adequate remand unit at Kamloops Regional Correctional Centre, but 1977 did not see this project initiated due to the priorizing Branch facilities needs.

During 1977, a Task Force composed of representatives from Corrections, Court, B.C. Police Commission, and the RCMP was struck to collect data and other information in relation to the Province assuming responsibility for all police lock-ups along with the question of the use of Corrections facilities for those offenders given intermittent sentences. Lock-ups are operated in 44 locations throughout the Province by the RCMP and in nine of the twelve areas policed by the municipal or city police forces. Most police forces express a desire to maintain control over holding capacity during investigations, but lock-ups have also become extensively used for those on intermittent sentences, immigration holds, holding prisoners for sheriffs, and mental patients. If the Corrections Branch is required to assume responsibility for providing services in this area, increased pressure will be felt on all facilities. During 1977, the week-end pressure due to intermittent sentences on Oakalla District necessitated the giving of temporary absences for some of those so incarcerated, thus not honouring the intention of the court. The findings of the Task Force studying this matter will not be known until 1978.

In April of 1977 the Corrections Branch undertook a comprehensive examination of the bed space allocation to female offenders across the Province. Program possibilities and location of appropriate facilities for women who receive prison terms were considered. This examination included consideration being given to having more women under Federal sentences in British Columbia complete their sentences in Provincial facilities. Presently, approximately 40–50 per cent of Federally sentenced women in British Columbia are serving their sentences under the jurisdiction of the Corrections Branch, through the Exchange of Services Agreement which was signed in February, 1974. Before the entire study was complete, a number of concerns were registered about the operation of Oakalla Women's Correctional Centre, and subsequently a Royal Commission was struck to investigate the incarceration of female offenders in British Columbia. The Royal Commission's Report will be available in 1978, but it seems clear that the issue of facilities and programs for women will take precedence in correctional planning for 1978.

Youth Custody—The Corrections Branch assumed responsibility for Youth Detention Centres in Burnaby and Victoria on April 1, 1974. These are the only detention centres available in the Province of British Columbia for juveniles considered

"at risk" pending disposition and placement. These centres were previously operated by the municipalities, with very little remand services being operated elsewhere.

During 1977, the Willingdon facility was chronically over capacity by approximately seven people on average. The Victoria Youth Detention Centre experienced overcrowing at certain times, necessitating the use of other facilities on an interim basis. The Corrections Branch is in the process of implementing and developing the concept of private remand homes throughout the Province, but it is not clear whether this development will lessen the pressure on the detention facilities, in particular on the Willingdon Centre.

In 1975, several issues with respect to the "hard core juvenile delinquent" problem became particularly urgent. In October of 1976, the Branch made recommendations for a three-tiered containment program for the Attorney-General and this program became available to the courts in December of 1977. The Corrections Branch continues to ensure that these facilities do not become mere "juvenile jails."

The *Corrections Amendment Act,* which enables the facilities to be developed, called for the wide reaching development of community-based programs for juveniles, and this will continue to be one avenue to prevent the excessive use of containment. Inter Ministerial (Health, Education, Human Resources, and Attorney-General) support for this intention has been expressed in an inter ministerial committee to ensure that the containment program option maintains the widest possible community base and services. Youth containment is dealt with in some detail in a later portion of this Report entitled "Youth Custody."

Family and Children's Services—In early 1976 the Corrections Branch was given responsibility for the provision of Family and Children's Services throughout the Province. This includes counselling services, maintenance order supervision, preparation of custody and access reports, and other services related to the *Family Relations Act,* i.e., where families are coming into the courts to seek resolution to marital problems. In 1976 the Unified Family Court projects in Surrey, Richmond, and Delta were phased into regular Corrections operations, concluding the work commenced in December 1973 by the Royal Commission on Family and Children's Law (Berger Commission).

The expectations for service throughout the Province have placed excessive demands on staff at present performing these duties, and fiscal and staff restraints have not allowed the Branch to provide these important services in many locations. During the 1978/79 fiscal period, the Corrections Branch intends to utilize staff expansion in the probation area for Family Court counselling work. Probation Officers undertake Family Court counselling, and are given a particular training to handle these special responsibilities. A resolution of this issue and others arising from an intention in principle to establish more Unified Family Courts, is an ongoing one.

REORGANIZATION OF THE BRANCH

The processes leading to a major re-organization of the management structures of the Corrections Branch were undertaken in 1976, and was effective April 1, 1977. This re-organization has been undertaken so that administrative structures reflect the intention of the Corrections Branch to develop a full range of services required by the justice system in a manner which is consistent with local and regional needs.

Since 1973, the Corrections Branch consisted of three major divisions, with Inspection and Standards providing a fourth unit of a very specialized nature. The three divisions were:

(1) Community Services Division, which was responsible for the preparation of pre-court inquiries, pre-sentence/disposition reports, community investigations for temporary absence or parole,

custody and access reports, the supervision of probationers, parolees and those on temporary absence, monitoring of maintenance orders and enforcement work, and performing a range of other family relations work. The Division operated the Youth Detention facilities in the Province, Attendance Programs and developed youth containment centres. Officers of the Division have been instrumental over the years in the development of Community Service Order Projects, Impaired Drivers' Courses, and a range of community-based programs for the supervision of offenders in the community.

(2) The Institutional Services Division was responsible for nine forest camps, one farm camp, 10 community correctional centres, five custody centres and the purchased use of bed space in 13 community-based residential centres. A variety of programming was offered for both men and women who were given a sentence of imprisonment of less than two years.

(3) The Planning and Development Division was a relatively new component of the Branch bringing together a variety of services: Staff Development, Program Evaluation and Data Systems, Volunteer Programs, Information Services, Bail Supervision, Religious Programs, Library Services, and some Purchase of Services Funding.

Each of the three divisions was headed by a senior correctional manager who reported directly to the Commissioner of Corrections. As senior staff, they dealt with policy issues for the Branch, and co-ordinated individual efforts with respect to innovative programs and the ongoing provision of correctional services.

However, with the development of new programs over the years, the traditional scope of institutional and probation services had expanded so that institutions were running more community-based facilities requiring ongoing liaison, and information flow, while probation services were expanding to include more residential types of programs. In some instances both probationers and parolees have resided in community correctional centres.

The scope and inter-relationships of the three divisions was becoming complex, with areas of responsibility blurring, and so the decision was taken to re-organize, i.e., to have one senior correctional manager in each region responsible for the complete range of correctional services in that region.

These senior managers were appointed in October of 1976, and undertook an intensive three month development course focusing on a wide range of topics—financial processes of government, labour relations, relationship to central government services (such as the Public Service Commission, B.C. Buildings Corporation, Treasury Board, Purchasing Commission, Government Employee Relations Bureau, etc.), management and organizational principles, and current correctional theory and practise. Each Regional Director of Corrections was responsible for budget building and preparation for fiscal year 1977/78, and the development of regional management structure models which reflected the long term intention of the Branch to integrate services and decentralize decision making to the lowest appropriate level. The Regional Directors were in place in the field by April 1, 1977. At the time of writing, each region has undertaken and completed the necessary procedures to establish regional models, and appoint through competition the necessary personnel.

With the decentralization process during 1977 a considerable amount of energy was expended in attempting to define the support capacities which were required to remain central, as a resource for both the regions and the Commissioner, the latter of whom consistently has a wide number of Ministry and other government and jurisdiction demands made of him in addition to regular operational ones.

The following functions were finalized in 1977 as part of the Commissioner's Office: Inspection and Standards, Provincial Classification, Program Evaluation and Data Systems Staff Development, Resource Analysis Section, Program Analysis Section, and Information Services. All of these are dealt with in more detail in the body of this Report.

STATISTICS

In 1977, the Corrections Branch has developed the capability to monitor more than the simple "intake" function in producing statistical analyses. The information included in the following tables is based on an analysis of the actual resources that were expended on the various selected groups.

For the institutional population the base unit is bed days, and for the probation/bail supervision population the base unit is supervision days. The first three tables show comparisons between 1977 and 1976 figures. Tables four through eleven provide information on 1977 only.

The change this year in the mode of presentation is a reflection of an intention to provide figures which are more appropriate for management decision making. The traditional mode of analysing populations in terms of number of admissions can lead to some misleading impressions. For example, an individual who enters the Branch system with a one day sentence of imprisonment would carry the same weight as an individual who enters with a one year sentence. Further, frequent admissions by the same individual, could lead to a misperception of the actual population being incarcerated in Provincial correctional facilities.

Finally, there are two qualifications which should be noted with respect to these statistics provided in this Annual Report:

(1) Data relating to Oakalla Women's Correctional Centre is incomplete for the calendar year 1977.

(2) Data on Bail Supervision is based on a 60 per cent sample of Branch files. The absolute numbers are not available.

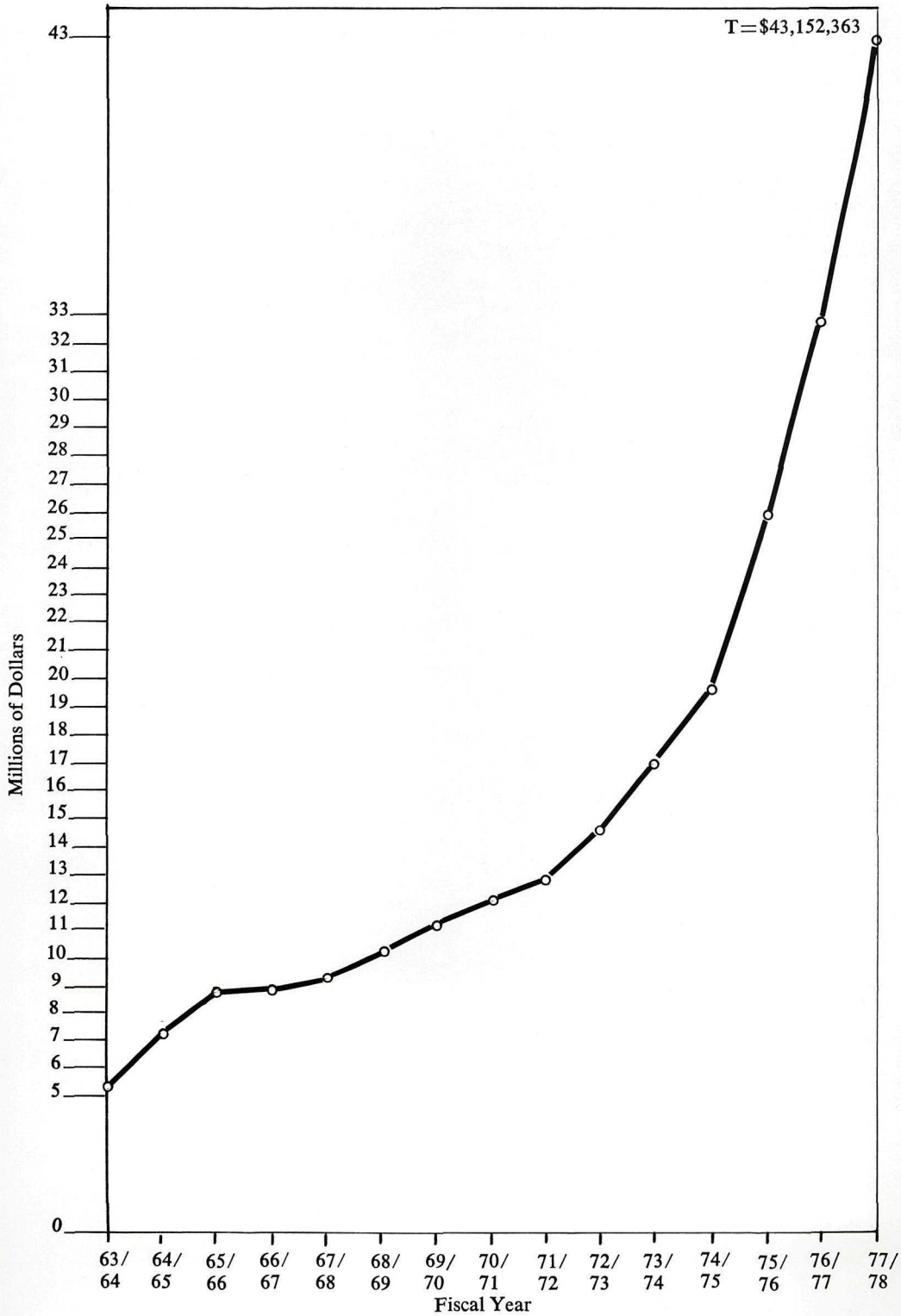


FIGURE I. Charting of Corrections fiscal expenditures over 15-year period.

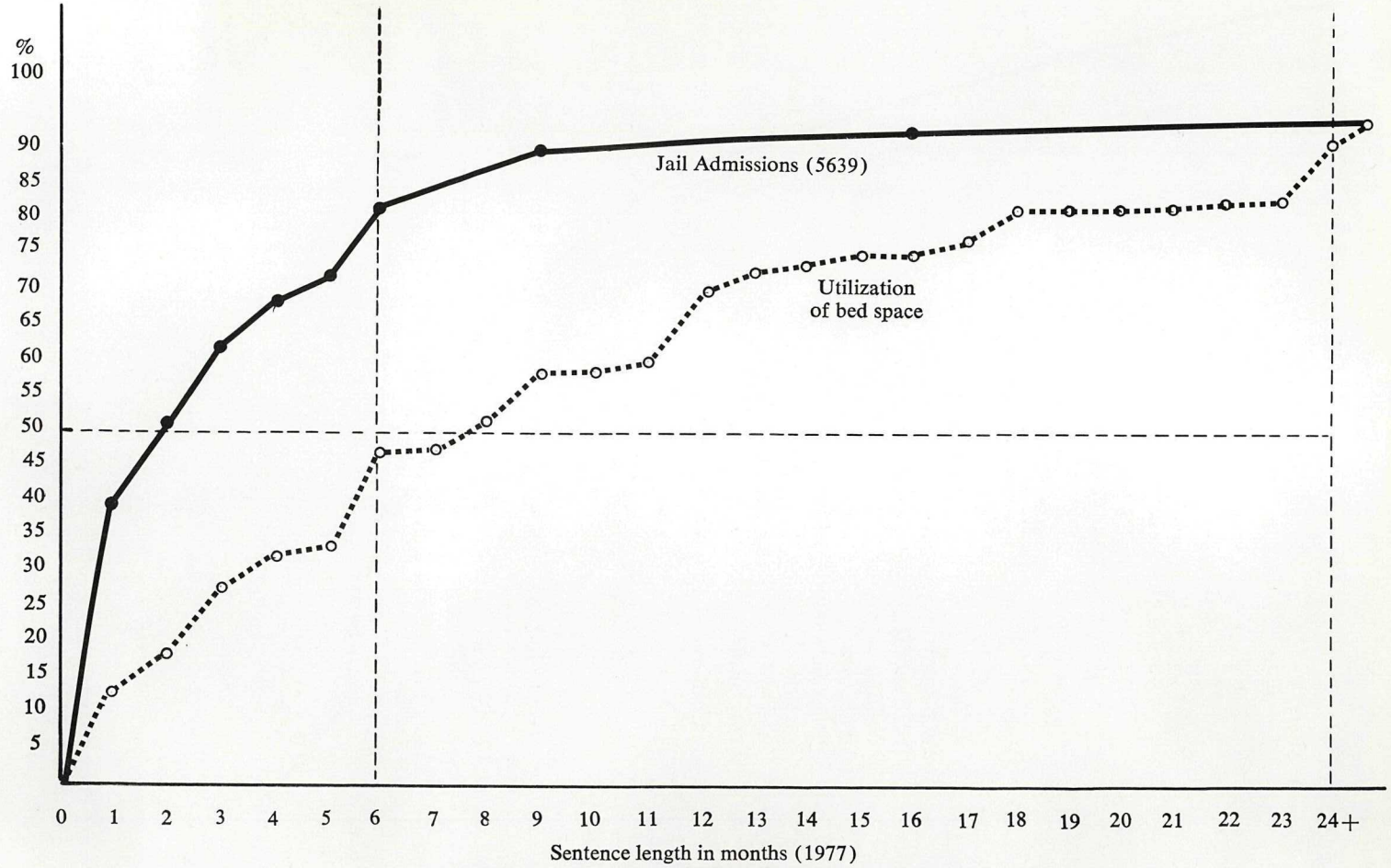


FIGURE II. Utilization of bed space by sentence length.

Table I—Temporary Absence Program, Calendar Year 1977

	Number of Passes Granted	Per Cent Success
Short term	8,123	99.7
Continuous (Education, Employment)	1,518	91.8
Medical	------	------
Totals	9,641	97.0
Removed From Program[1]—	1976	1977
Unlawfully at large	101	93
Committed further offences	28	13
Fail to abide by conditions	123	196

[1] With the total number of Temporary Absences granted only slightly down in 1977 over 1976, the unlawfully at large while on program was slightly down as shown above, but the committed new offences is down by more that half. Fail to abide is up but remain in house. Therefore, the increased screening given applicants and close staff supervision while on program have suggested a positive trend.

Total number employed[1]	2,498
Total number of person-days worked	35,241
Total amount earned	$990,892
Total restitution and fines paid	$19,491
Total room and board paid	$74,233
Total family maintenance paid	$242,904
Total debts paid	$63,712
Total income tax paid	$198,842

NOTE—Continuous Temporary Absence was 18.1 per cent of sentenced population for month.

[1] While on Temporary Absence at a Community Correctional Centre, moneys returned to Corrections Branch go into Provincial Government general revenues.

Table II—Corrections Branch Types of Reports[1], Community Services

	1977			1976		
	Adult	Juvenile	Total	Adult	Juvenile	Total
Pre-sentence	4,112	406	4,518	4,165	453	4,628
Pre-court	------	12,944	12,944	------	11,380	11,380
Verbal	1,093	6,907	8,000	945	4,864	5,809
Parole	546	------	546	564	------	564
Temporary absence	1,625	------	1,625	1,679	------	1,679
Ability to pay	801	------	801	461	------	461
Other	1,049	614	1,663	907	595	1,502
Totals	9,226	20,871	30,097	8,721	17,302	26,023
			Number Raised			Number Raised
Applications to raise	------	108	18	------	325	16

[1] Applications to raise juveniles to adult court are included in this table for convenience.

Table III—Corrections Branch Case-Months Supervision[1], Community Services, 1977 versus 1976

	1977			1976			Increase/Decrease (±)		
	Adult	Juvenile	Total	Adult	Juvenile	Total	Adult	Juvenile	Total
Diversionary counselling	1,491	8,926	10,417	1,743	9,418	11,161	—252	—492	—744
Probation	88,237	29,140	117,377	84,730	27,313	112,043	3,507	1,827	5,334
Parole	1,558	.....	1,558	1,980	.....	1,980	—422	.....	—422
Temporary absence	1,145	.....	1,145	1,654	.....	1,654	—509	.....	—509
Other	1,661	1,381	3,042	1,560	807	2,367	101	574	675
Total	94,092	39,447	133,539	91,667	31,538	129,205	2,425	1,909	4,334
Community service order	4,344	3,821	8,165	2,931	3,032	5,963	1,413	789	2,202
Impaired drivers' course	8,759	.....	8,759	8,465	.....	8,465	294	.....	294

[1] This does *not* represent the number of cases supervised.

Table IV—Corrections Program Utilization by Region

	Sentenced		Remand		Total		Probation		Bail Supervision	
	BSD	Per Cent	BSD	Per Cent	BSD	Per Cent		Per Cent	Supervision Days[1]	Per Cent
Vancouver Island	21,991	10.1	12,942	9.8	34,933	10.0	764,359	21.7	.....	22.4
Vancouver	93,405	42.9	94,556	71.6	187,961	53.7	489,612	13.9	.....	66.8
North Fraser	38,538	17.7	2,245	1.7	40,783	11.7	334,627	9.5	.....	.....
South Fraser	15,676	7.2	264	0.2	15,940	4.6	524,836	14.9	.....	10.8
Interior	25,692	11.8	9,773	7.4	35,465	10.1	887,642	25.2	.....	.....
Northern	22,426	10.3	12,282	9.3	34,708	9.9	521,314	14.8	.....	.....
Provincial (totals)	217,728	100.0	132,062	100.0	349,790	100.0	3,522,390	100.0	.....	100.0

[1] Not applicable.

NOTE—This table reflects the utilization of Correctional resources within regions. It reflects the bed and supervision days that were actually provided by the various facilities within the region independently of the court of origin.

Table V—Corrections Program Utilization by Offence Category

	Sentenced		Remand		Total Inst.		Probation		Bail Supervision	
	BSD	Per Cent	BSD	Per Cent	BSD	Per Cent	Supervision Days	Per Cent	Supervision Days[1]	Per Cent
Serious	40,062	18.4	43,316	32.8	83,378	23.8	253,612	7.2	.....	16.9
Nonserious sex and morals	1,524	0.7	3,302	2.5	4,826	1.4	38,746	1.1	.....	3.6
Community order	3,919	1.8	2,905	2.2	6,824	2.0	246,567	7.0	.....	2.3
Drink driving	27,869	12.8	3,169	2.4	31,038	8.9	644,597	18.3	.....	3.0
Other motor-vehicle	6,750	3.1	792	0.6	7,542	2.2	81,015	2.3	.....	1.2
Theft	66,625	30.6	29,318	22.2	95,943	27.4	1,468,837	41.7	.....	32.7
Other property	15,894	7.3	7,528	5.7	23,422	6.7	186,687	5.3	.....	6.5
Possessing drugs	6,532	3.0	5,150	3.9	11,682	3.3	172,597	4.9	.....	4.5
Traffic/intent drugs	23,515	10.8	15,187	11.5	38,702	11.1	98,627	2.8	.....	15.7
Breach/F.T.A.	8,709	4.0	4,358	3.3	13,067	3.7	38,746	1.1	.....	3.9
Common assault/*Government Liquor Act*	8,274	3.8	3,169	2.4	11,443	3.3	169,075	4.8	.....	4.8
Other person/community order	7,838	3.6	13,734	10.4	21,572	6.2	116,239	3.3	.....	4.9
Unknown	218	0.1	.....	.....	.....	.....	7,045	0.2	.....	.....
Totals	217,728	100.0	132,062	100.0	349,790	100.0	3,522,390	100.0	.....	100.0

[1] Not applicable.

NOTE—The following are examples of the types of offences included in each category:

Serious: Pointing a firearm, perjury, rape and attempt, negligence causing death, murder(s), kidnapping, etc.

Sexual and moral: Incest, indecent exposure, procuring bigamy, contributing to juvenile delinquency, etc.

Community order: Causing a disturbance, vagrancy, mischief, etc.

Drink/Drive: Impaired dring, above 0.08, etc.

Other motor-vehicle: Failing to stop at an accident, driving while disqualified, etc.

Theft: Theft over/under $200, breaking and entering, possession of stolen property, etc.

Other property: False pretences, fraud (public), forgery, and uttering, etc.

Other persons/Community order: Unlawful assembly, riot, bribery of officers, harassing and threatening, habitual criminal.

Table VI—Corrections Program Utilization by Age

Age-group (Years)	Sentenced		Remand		Total Institutional		Probation		Bail Supervision	
	BSD	Per Cent	BSD	Per Cent	BSD	Per Cent	Supervision Days	Per Cent	Supervision Days[1]	Per Cent
Unknown	218	0.1	396	0.3	614	0.2	10,567	0.3	----------	0.1
Under 12	----------	-------	----------	-------	----------	-------	7,045	0.2	----------	-------
12	----------	-------	----------	-------	----------	-------	24,657	0.7	----------	-------
13	----------	-------	----------	-------	----------	-------	73,970	2.1	----------	-------
14	----------	-------	----------	-------	----------	-------	183,164	5.2	----------	-------
15	----------	-------	----------	-------	----------	-------	278,269	7.9	----------	0.4
16	435	0.2	528	0.4	963	0.3	373,373	10.6	----------	0.1
17 to 21	54,214	24.9	33,676	25.5	87,890	25.1	1,250,448	35.6	----------	37.8
22 to 24	36,143	16.6	23,111	17.5	59,245	16.9	313,493	8.9	----------	17.3
25 to 29	43,981	20.2	26,677	20.2	70,658	20.3	313,495	8.9	----------	17.7
30 to 34	27,651	12.7	17,564	13.3	45,215	12.9	214,866	6.1	----------	9.0
35 to 39	16,765	7.7	14,131	10.7	30,896	8.8	137,373	3.9	----------	5.5
40 to 49	23,079	10.6	10,301	7.8	33,380	9.5	200,776	5.7	----------	5.8
50 and over	15,241	7.0	5,679	4.3	20,920	6.0	140,896	4.0	----------	6.3
Totals	217,728	100.0	132,062	100.0	349,790	100.0	3,522,390	100.0	----------	100.0

[1] Not applicable.

Table VII—Corrections Program Utilization by Sex

Sex	Sentenced		Remand		Total Inst.		Probation		Bail Supervision	
	BSD	Per Cent	BSD	Per Cent	BSD	Per Cent	BSD	Per Cent	Supervision Days[1]	Per Cent
Male	206,842	95.0	114,894	87.0	321,736	92.0	2,965,853	84.2	.....	82.4
Female[2]	8,056	3.7	13,470	10.2	21,526	6.2	556,537	15.8	.....	15.7
Unknown	2,830	1.3	3,698	2.8	6,528	1.8	.....	.....	.....	1.9
Totals	217,728	100.0	132,062	100.0	349,790	100.0	3,522,390	100.0	.....	100.0

[1] Not applicable.
[2] All data relating to Oakalla Women's Correctional Centre is incomplete because of regional reporting problems.

Table VIII—Corrections Program Utilization by Race

Racial Origin	Sentenced		Remand		Total Inst.		Probation		Bail Supervision	
	BSD	Per Cent	BSD	Per Cent	BSD	Per Cent	Supervision Days	Per Cent	Supervision Days[1]	Per Cent
Native Indian	30,264	13.9	17,828	13.5	48,092	13.8	383,942	10.9	.....	3.0
Other	185,069	85.0	110,404	83.6	295,473	84.5	2,979,942	84.6	.....	94.3
Unknown	2,395	1.1	3,830	2.9	6,225	1.7	158,506	4.5	.....	2.7
Totals	217,728	100.0	132,062	100.0	349,790	100.0	3,522,390	100.0	.....	100.0

[1] Not applicable.

Table IX—Average Institutional Counts and Capacities by Type of Setting

	1976		1977	
	Average	Per Cent of Total Average	Average	Per Cent of Total Average
Secure—				
Remand	393	22.9	384	23.2
Sentence	625	36.4	587	35.3
Totals	1,018	59.3	974	58.6
Capacity	970	53.7	980	53.7
Open—				
Count	607	35.4	533	35.4
Capacity	780	43.2	784	42.9
C.C.C.—				
Count	92	5.4	100	6.0
Capacity	118	6.5	125	6.8
Totals—				
Count	1,717	100.0	1,662	100.0
Capacity	1,807	100.0	1,826	100.0

Table X—Corrections Program Utilization by Length of Sentence

	Sentenced		Probation	
	BSD	Per Cent	Supervision Days	Per Cent
L/O days	1,089	0.5	----------	--------
10 to 19 days	5,008	2.3	----------	--------
20 to 30 days	21,550	9.9	7,045	0.2
31 to 60 days	13,064	6.0	17,612	0.5
61 to 90 days	16,983	7.8	84,537	2.4
91 to 120 days	10,233	4.7	42,269	1.2
121 to 150 days	2,613	1.2	7,045	0.2
151 to 180 days	37,014	17.0	894,687	25.4
181 to 210 days	1,524	0.7	10,567	0.3
211 to 240 days	2,395	1.1	3,522	1.0
241 to 270 days	17,201	7.9	200,776	5.7
271 to 300 days	1,524	0.7	14,090	0.4
301 to 330 days	435	0.2	7,044	0.2
331 days to 12 months	25,039	11.5	1,183,523	33.6
13 to 18 months	20,249	9.3	246,567	7.0
19 to 24 months	21,991	10.1	426,209	12.1
25 to 30 months	19,813[1]	9.1	109,194	3.1
31 to 36 months	----------	--------	236,000	6.7
Unknown	----------	--------	----------	--------
Totals	217,728	100.0	3,522,390	100.0

[1] Over 24-month jail sentence.

Table XI—Institutional Bed Space by Status on Admission

	BSD	Per Cent
Fine in default	18,071	5.2
Indeterminate (section 64A)	784	0.2
All other sentenced	198,873	56.9
Remand	126,780	36.2
Immigration hold	5,282	1.5
Totals	349,790	100.0

THE REPORT IN DETAIL

YOUTH SERVICES

Helping offenders to become aware of their responsibility to themselves and to their community are the major goals of the corrections experience. All Branch policy leads toward that end. The sooner (and the younger) offenders acquire the sense of responsibility, the less likely they are to break the law again.

Wherever possible, it is the policy of the Branch to resolve social conflict outside the justice system all together. This is particularly important when dealing with youth offenders. That is why under the authority of section 7 of the *Corrections Act,* youth in conflict with the law are referred to a probation officer by the Crown for a pre-court inquiry. An investigation is done on the young person, and his/her behaviour in the home, at school and in the community is assessed. Based on the findings, a recommendation for no further action (if the matter has resolved itself), diversion, or court action is made. On the strength of that recommendation, the Crown may end its involvement, or refer the matter to Court. During 1977 a total of 12,944 such inquiries were carried out by probation staff throughout the Province. This is an increase of approximately 1,500 over 1976.

Although a child can be brought into Family Court and charged from the age of seven on, it is the general practise in this Province, if possible, to deal with children under the age of 14 on an out of court basis. Corrections planning related to juveniles involves attempts to formalize this process administratively.

Prevention—The Corrections Branch feels that it has a responsibility to encourage the community and other Government ministries to develop programs which will reduce the probability of children coming into conflict with the law in the first place. This requires ongoing involvement with schools, particularly at the junior-high level, and a contribution to the planning of appropriate programs to keep children involved in school and community activities.

For those who come to the attention of the probation officer, formally or informally, the emphasis is always on referral to private or community agencies. The Branch has a number of formal and informal contacts with many private and public agencies, which include contacts with the Provincial Ministries of Human Resources, Education, and Health and links with the Federal departments of the Solicitor General, Manpower and Health and Welfare. This sharing of resources and knowledge is an important element to the over-all effectiveness of the British Columbia Corrections Branch.

Diversion Programs—As many as 50 per cent of all juveniles brought to the attention of the probation officers (through the pre-court inquiries) are redirected (diverted) away from proceeding to court, when diversion is a more effective way to deal with the problem than the full formal court process. Courts must be reserved to be effective in dealing with those very serious or sensitive offences which are a concern to the country.

In 1977, a total of 7,927 pre-sentence and reports other than pre-court inquiries, which were previously referenced, were prepared by probation officers throughout the Province with respect to juveniles. In this regard the further refinement of the court resource officer's role in both juvenile and adult probation contexts in 1977, found itself an accepted and important operational practice. The availability of a probation officer in court to facilitate information flow and do referrals, short reports, and so on, is central to the court support role of probation officers.

However, when a youth is diverted as a result of a pre-court inquiry, he or she may receive short-term counselling by a probation officer, perhaps with his or her parents, and there is an attempt by the probation officer to make the fullest use of community resources and agencies on a referral basis. The probation officer is often a catalyst or consultant in the development and operation of both private

and Government-sponsored programs for juvenile offenders which may be used as a diversion program, as well as for youths under a court order of supervision.

Community Supervision—Where, as a result of a pre-court inquiry, it is felt that an element of supervision is necessary on more than an informal basis, or there is no admission of guilt relating to the charge, the matter is referred to court. If the child admits to the delinquency, or is found delinquent by the court, he or she may be placed under formal probation supervision. In addition, a number of specific conditions of supervision may be applied to the juvenile, and a probation officer will attempt to use all necessary community resources to assist the juvenile in meeting these court order responsibilities.

Community Service Orders—The requirement that youth offenders perform work for the benefit of the community or the victim goes back many years in this Province. It was usually arranged informally under the initiative of individual probation officers (often during the pre-court process) or judges (at the time of making a disposition).

It was not until the 1970's that community service was first proposed on an organized basis for both juveniles and adults. Since that time, Community Service Orders have become a major program priority of the Corrections Branch and is one of the clearest responses to crime and delinquency we have. This program allows a humane and effective consequence for offences; consequences which are economical to operate, which avoid the unnecessary use of more drastic sentences, and is available to the many offenders who are unable to pay a fine.

During 1977, Community Service Officers, specialists hired to develop activity banks of information and to supervise those given probation orders including Community Service, were operating in every major location in the Province. The court has been in support of the program, and it is anticipated that recent announcements by the Minister of Justice with respect to incorporating Community Service into the *Criminal Code,* will greatly support this program.

Since the program's start in November 1974, a total of 2,958 Community Service Orders have been made throughout the Province for juveniles. The average hours per order has been approximately 35. Over 90 per cent of all orders have been with respect to community work as opposed to service to the victim. The percentage of orders successfully completed in 1977 for juveniles and adults averages 90.

Community Service is a program in which the Corrections Branch is in the very vanguard in the implementation throughout Canada and the whole of North America.

Attendance Programs—For those cases where the community and other agencies are unable to supply services, or the available services are not suitable or available at the local level, the Corrections Branch has developed programs which fall under the general rubric of "attendance centres." Juveniles may be committed to such programs by the court as a condition of probation.

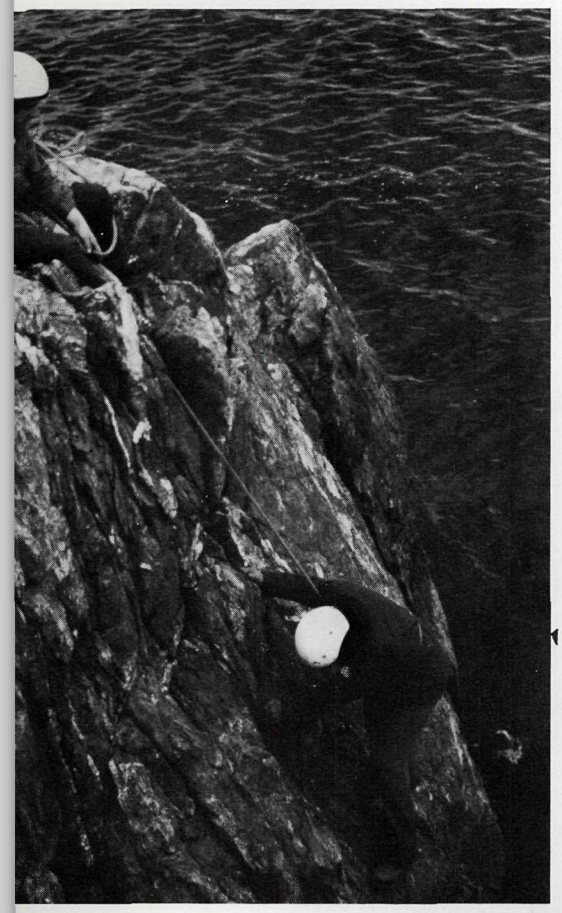
There are three categories of attendance programs:

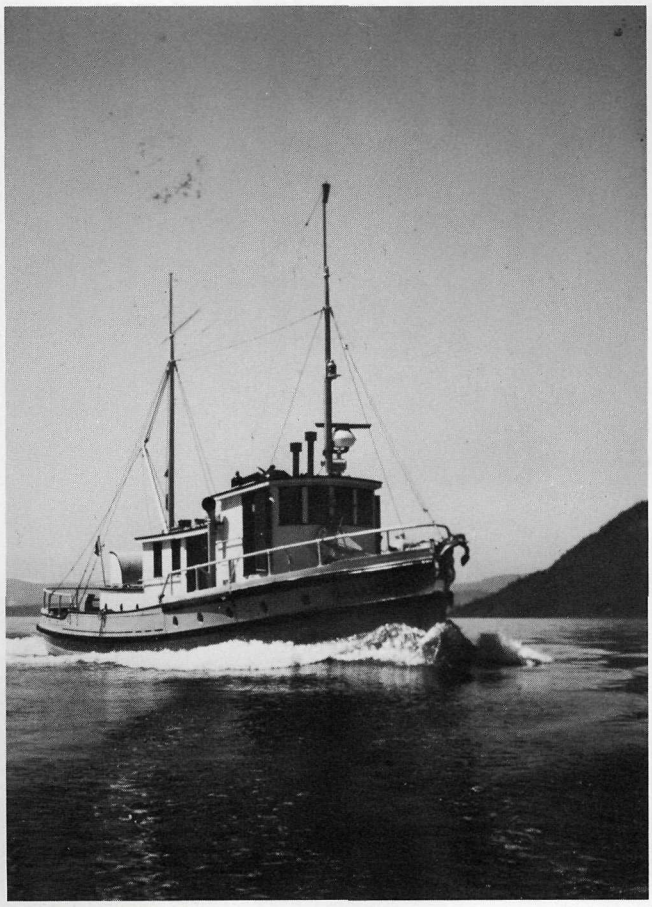
(*a*) Daily attendance, i.e., during the day, after school or work, a program where there are specific activities to be undertaken.

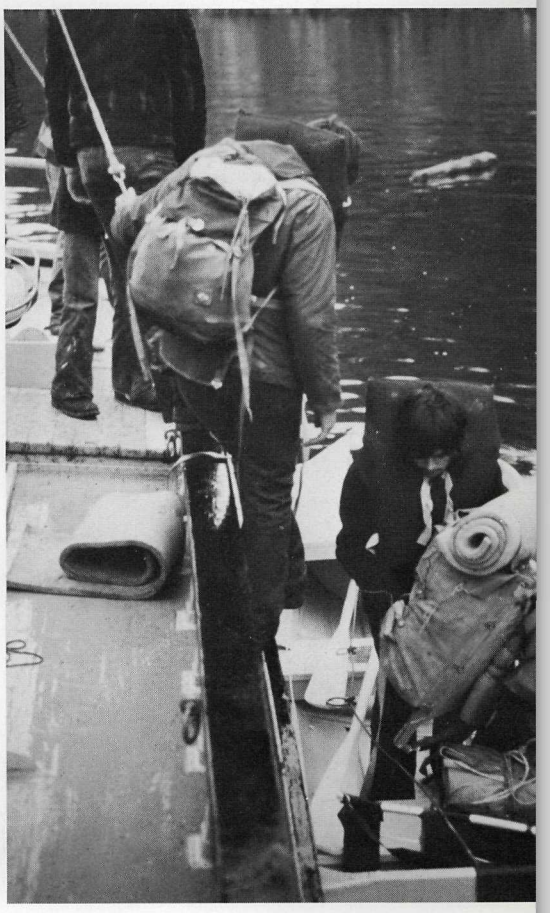
(*b*) Week-end attendance, i.e., where the probationer must attend and reside at the program from Friday night to Sunday afternoon, until successful graduation.

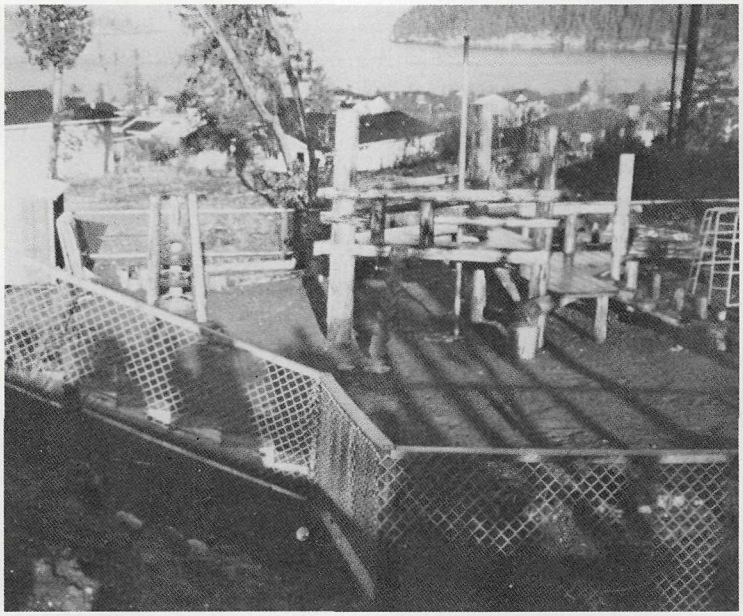
(*c*) Full residential attendance.

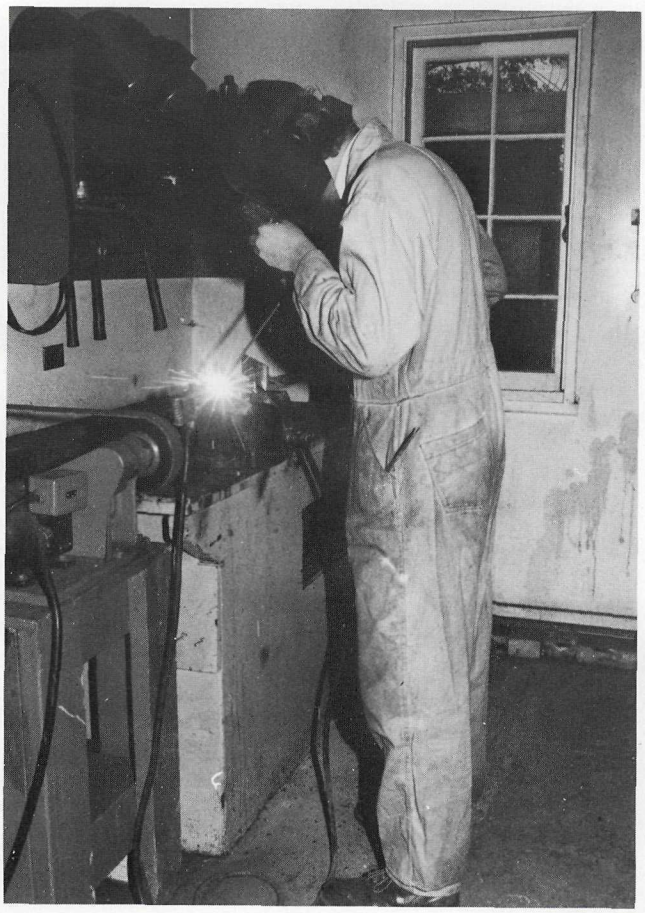
These programs offer the court the option of ordering supervision in a structured setting for a specific kind of program for those persons who require a more specific form of supervision than that generally available within the community. The actual program varies from educational training, recreation and community service activities to involvement in wilderness "outwardbound" types of experiences. The Corrections Branch operates, staffs and (or) funds these programs in close relationship with











schools, child welfare services, mental health programs, and other community agencies. DARE (Vancouver), Metchosin (Victoria), Victoria Attendance, Porteau Camp (Vancouver), and DASH (Chilliwack) are the major such programs operated by the Corrections Branch.

The Youth Attendance Program in Victoria had an average monthly enrolment of 18 during the course of 1977, with a total enrolment up to October of 34. In October, a very significant change in program focus and concept was instituted and the program was renamed "New Directions Program." This change was the result of an attempt to better meet the needs of probation field staff in the greater Victoria area. The New Directions Program carries a main focus on academic upgrading and life skills training during twelve weeks of a probationers involvement. The program accepts male or female probation referrals between the ages of 13 and 17. The goal of the program is to present students with a structure wherein they can discover and embark upon new directions—directions which will lead them to a more successful life vocationally, educationally and socially. Eighty hours of academic upgrading is provided together with 50 hours of life skills, 30 hours of recreation, after 70 hours of work experience. The life skills portion utilizes group discussions, individual instruction, role playing, video tape, guest speakers, and so on, including modules on employment skills, use of the media, communications skills, consumer education, etc. During the three months of operation in 1977, the new program experienced overwhelming support and a great deal of positive feed-back from the field. Over 30 students attended the program with 15 on the waiting list during that period.

The three major residential attendance programs run by the Branch for a number of years—Porteau, Metchosin, and DASH provided services for 126 (juvenile boys), 80 (juvenile and young adults, boys and girls), and 164 (juvenile boys and girls) respectively. The DASH program offered its first course for girls in April, and this filled what has been a felt need for some time. From April to December, the DASH program offered the program to 28 girls. The DARE program saw a total of 65 new assignments of probationers during 1977, with 55 carry overs from the previous year. At the end of 1977, a total of 77 probationers were signed on the program.

The Porteau and Metchosin camps offer a winter week-end program plus a one-time one month summer program. DASH operates year-round, providing a full-time residential six-week experience for probationers.

Another major residential attendance program utilized extensively by the Corrections Branch is the House of Concord at Langley. This is funded entirely by the Corrections Branch ($600,000 in 1977/78) but is operated by the Salvation Army. House of Concord provides educational, vocational, life skills, and employment experience for juveniles and young adults who attend as a condition of probation ordered by the court.

The Branch also provides major funding for a variety of other attendance programs throughout the Province, often developed from the efforts of local staff. Some of these are Joss Mountain (Vernon), Step-up (Vancouver), Campbell River Youth Diversion, etc. The total moneys allocated to both juvenile and adult attendance programs and services, including Concord, for the year 1977/78 was $1,332,089. It is clear that the Corrections Branch views the expenditure of these moneys as supporting the most efficient development or continuation of a wide range of programs throughout the Province, so that youth may be dealt with as much as possible within their own community, where the solution to the problems of youth in conflict with the law resides.

Youth Custody—In 1974 the *Administration of Justice Act* gave the Province, and in particular the Corrections Branch of the Ministry of the Attorney-General, responsibility for the detention of youth (male and female) awaiting trial, disposition, or placement. This included the only two detention facilities in

operation—in Vancouver and Victoria. These responsibilities had previously been apportioned to municipalities under the *Family and Children's Court Act* (1963) and later the *Provincial Court Act* (1969). However, with the exception of these two facilities there had been little other development and the two centres had been providing the major detention capacities throughout the Province, with the attendant problems for youth of dislocation from communities or places where plans are worked out, travel, and so on. The alternative for short stays had been police cells in local communities. With the assumption of responsibility for these services, the Branch commenced to phase out the antiquated facility in Vancouver and move to Willingdon in Burnaby, upgrade the newer Victoria facilities and set policy with respect to remand throughout the Province.

The facilities at Willingdon were utilized effective in June of 1976, and has a capacity for 36—26 boys and 10 girls. During 1977 the facility was chronically over capacity; the daily average population increased from 33.3 in 1976 to 42.39 in 1977, a daily increase of nine residents and representing almost seven people over capacity. The average length of stay per resident increased by one day in 1977 over 1976, and the average length of stay was 19.5 days.

During 1977, the Corrections Branch has sought alternative facilities to those at the Victoria Youth Detention Centre. This centre does experience overcrowding from time to time, though the 1977 daily average daily count was 11.5 residents. There were a total number of admissions of 917, which is down slightly for 1976. The capacity of the centre is 20 (boys and girls). The program possibilities at the Victoria centre are much more limited than those at Willingdon. Both centres emphasize the use of volunteers from the community to come in and interact with youths on remand in an attempt to bring a variety of programs to these youths.

In August of 1976, the Corrections Branch authorized a set of comprehensive guidelines and policies for the development and funding of private remand homes throughout the Province, in an attempt to facilitate the development of local resources as more appropriate alternatives than local police cells, or transfer to the Willingdon or Victoria facilities. Remand homes are homes of private citizens who for a *per diem* rate will provide room and board and supervision to youths "at risk" pending disposition of the court. The general *per diem* rate is as negotiated by each Corrections Branch region. The use of private remand homes is still very much in experimental stages, but is considered an important program initiative of the Corrections Branch. Private remand homes are being developed in conjunction with third level containment community resources, described below.

The very idea that youthful offenders should be "locked up" at all, is on the surface very upsetting. Yet, for those who have exhausted every other program offered by the Corrections Branch, or other Government ministries, some kind of special secure programs are felt to be necessary. In October of 1976, the Cabinet of Government decided that the Corrections Branch should proceed with the development of a three-levelled containment program for youth in the above category.

During 1977, the facilities and program were brought on line, with staff hired and fully trained. The enabling provincial legislation, known as the *Corrections Amendment Act,* which in addition to providing authority to the Corrections Branch for the operation of containment centres, emphasized the need for a wide range of community based programs, was proclaimed on December 15, 1977. Therefore, for this Report, there are no relevent statistics on this program.

The three-levelled program consists of secure custody for those juvenile offenders whose behaviour is deemed to be dangerous to others or themselves. The present two youth detention centres in Victoria and Willingdon provide the additional capacity to hold juveniles at the post disposition stage in strict custody. The Willingdon facility has a capacity of 20, and the

capacity of the Victoria facility is under negotiation. The program in security facilities focus on work or school and supervised recreation activities. Use of the full range of community resources is encouraged to include the involvement of volunteer services wherever possible.

The second level of the containment package is camps, which provide the option of a more definitive and active program for juveniles, and which will be centred in the wilderness program concept. Centre Creek Camp at Chilliwack and Lakeview Camp at Campbell River are identified to each have a capacity of 30. Centre Creek Camp was available at the time of the proclamation of the Act, but Lakeview Camp will not be opening until 1978. The third level of the containment package is secure group homes, which will provide residential placement with close staff supervision. These facilities are under active development in 1978.

It is the position of the Corrections Branch that containment does not supply long-term answers to juvenile problems. Containment is only one of a number of options, and the Inter-Ministerial Youth Committee "Children in Crisis Program" is continuing to look at the whole issue of services to youth. This committee is composed of the Deputy Ministers of Human Resources, Health, Education, and Attorney-General, with a working group of representatives from each of those ministries. Provincial, regional, and local Children in Crisis Committees have been formed in many locations throughout the Province to ensure that youths do not "fall between stools" when it comes to finding the appropriate programs for special needs.

Citizen Participation—Corrections has taken the position that justice solutions lie at least in part in the community itself, as it is the community by its legislation that sets the limits on acceptable modes of social behaviour. Not only does the solution lie in the community, but some of the most effective resources are provided by members of the community and their involvement in seeking solutions to the problems.

The use of one to one volunteer sponsors for youths in conflict with the law has been used in communities throughout the Province for many years, but in 1970 the use of volunteer sponsors for both adult and juvenile probationers became more focused with the appointment of volunteer co-ordinators. This subsequently has led to expansion in the types of activity of volunteers, into such areas as Youth Detention Centres. Citizen participation and volunteer sponsor activities in the adult area are dealt with below in the section entitled Adult Services.

Volunteers can provide young people with effective one-to-one relationships, with group involvement, with entertainment and recreational opportunities and with wider general life experiences. Citizen volunteers give youths the kind of time that is not possible for Branch staff as a result of budget and manpower restraints, but particularly as a result of the nature of the justice system process. Five volunteer co-ordinators have been appointed (Vancouver, Victoria, Langley, Abbotsford, and Chilliwack) and a ready pool of volunteers is available for assignment. For instance, at the year's end, 165 juvenile sponsors are available in the Vancouver area, 87 are available in the Victoria area for either adults or juveniles, as are 66 in the North Fraser Region. The two co-ordinators in Vancouver have adopted a team approach to volunteers, although formally designated as adult and juvenile co-ordinators. In Vancouver, there are 68 adult sponsors available. Generally a 60–70 per cent assignment rate is desirable in order that a pool of volunteers is always available, and selection and matching can be undertaken for particular needs of offenders.

These kinds of statistics do not adequately convey the extent and energy of citizens who give their time in this way. Thousands of hours of volunteer time alone have been available to youths in the Victoria Youth Detention Centre, and the kind of assistance this gives cannot be overstated. In economic terms, if the average hourly rate of volunteers at approximately $6.50 is utilized, in Victoria alone some

$38,000 worth of time was provided to offenders by citizen involvement.
The gross figure for the Province therefore, including areas where there are volunteer co-ordinators and other areas where Branch staff are co-ordinating these programs in addition to regular work, is substantial.

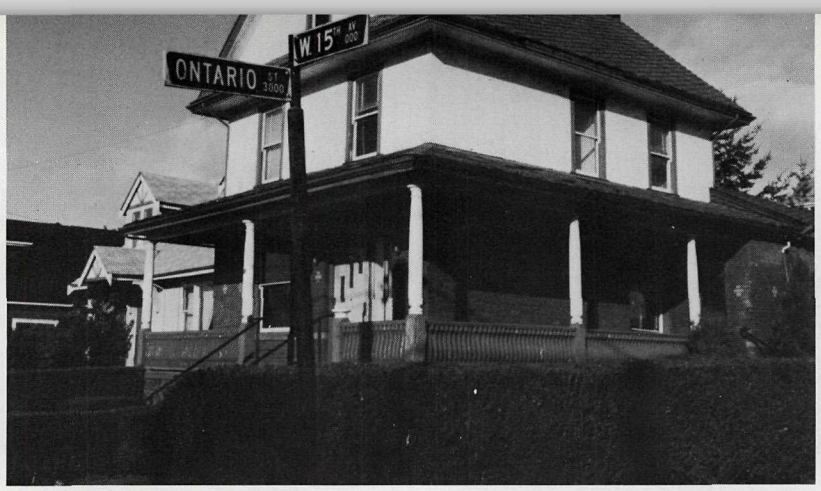
Comment—In conclusion, the juvenile justice system is a complex business focusing around dealing with a certain kind of social conflict—that relating to contravention of the law—and the martialing of the wide variety of resources and programs available to remedy the problem. A major requirement of the justice system is to tie together the various aspects of services available throughout the Government and the private sector in a way which will be helpful to each individual youth, and where multiple services are required, where they will be appropriately provided. The humanity and effectiveness with which this can be carried out with respect to young people sets a standard for society, and can have significant impact on the quality of life in communities throughout the Province.

ADULT SERVICES

For a number of complex reasons, beyond the scope of this Annual Report, the community has become much more concerned about criminal behaviour, and in particular, about the treatment of offenders. This concern has tended to become concerned around the issue of incarceration, and is related to a number of critical incidents within institutions, both Federal and Provincial, and the high public profile these have achieved. But the concern goes much deeper than that.
On the one hand, the Corrections Branch has come under public criticism for giving out temporary absences too easily, or to the "wrong" people, for coddling offenders and providing them with job training in full competition with the rest of society or perhaps assisting in job searches, for attempting to provide decent living circumstances for offenders, and for generally going too soft on society's "outsiders." On the other hand, the increased sophistication of offenders relative to civil rights, and the activities of a number of community action groups, have given strongly worded alternate messages in relation to the perception of harsh treatment that the Branch appears to mete out, particularly in maximum security settings.

Somewhere in between these two extreme attitudes is the attitude of the Branch itself, an attitude expressed in the number of programs that try to help offenders help themselves get back into society, and assume the full rights and responsibilities of such participation.
It is from within the context of attempting to balance these dilemmas that the following programs and initiatives are described.

Pre-court Services—As with juveniles, it is sometimes preferable to resolve a community conflict involving adults before it starts its way through the justice system. Generally speaking, the Corrections Branch is not involved with the alleged offender prior to at least a hearing for bail, because of the different nature of the justice process for juveniles and adults. However, probation officers' involvement in diversion initiatives with adults as with juveniles, is sanctioned and encouraged, and there has been extensive involvement with local police, lawyers, courts, and private community agencies in an attempt to make the court process only one of a number of effective alternatives for adults. To that extent, some jurisdictions have been experimenting with a pre-court inquiry for certain adult offenders in an attempt to divert persons who clearly do not require the full, formal court process. North Vancouver has been experimenting successfully with it since November 1974. During the calendar year 1977, 58 adults were dealt with outside of the court setting in this manner. The program has been well accepted by the police, crown counsel, clients and the community in North Vancouver. Kamloops is the major other jurisdiction which is utilizing this diversion process for adults, and in 1977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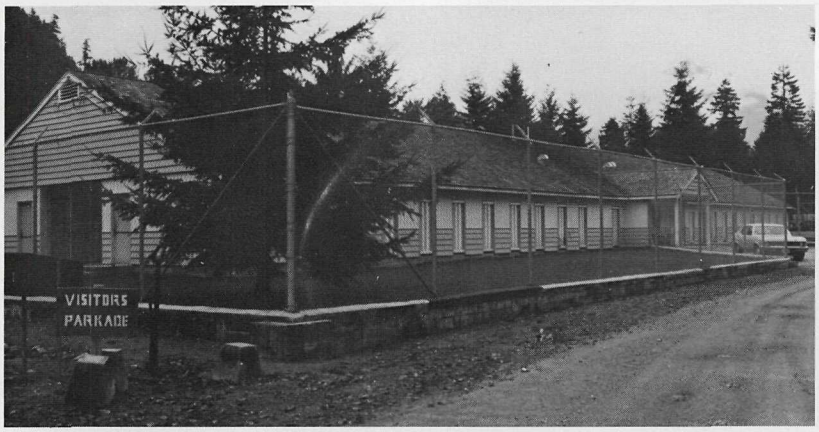
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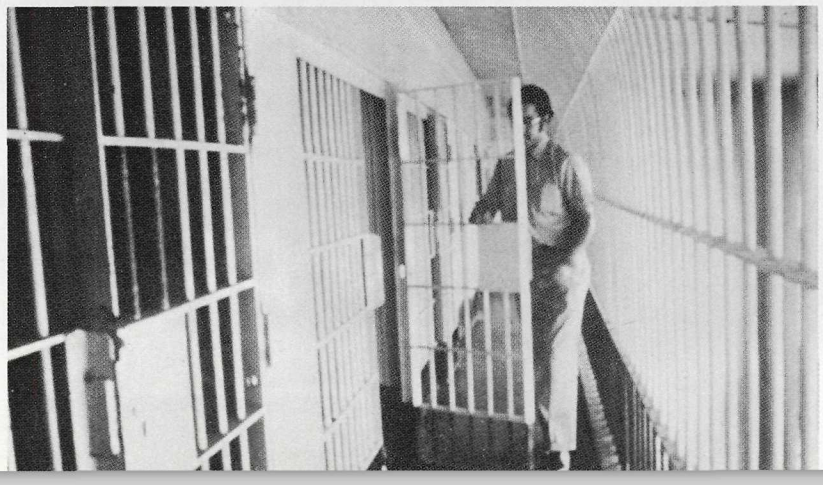
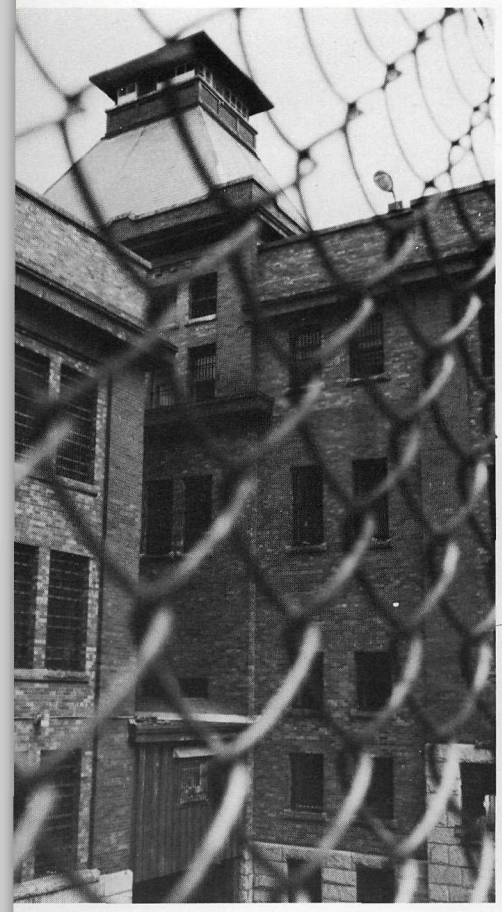
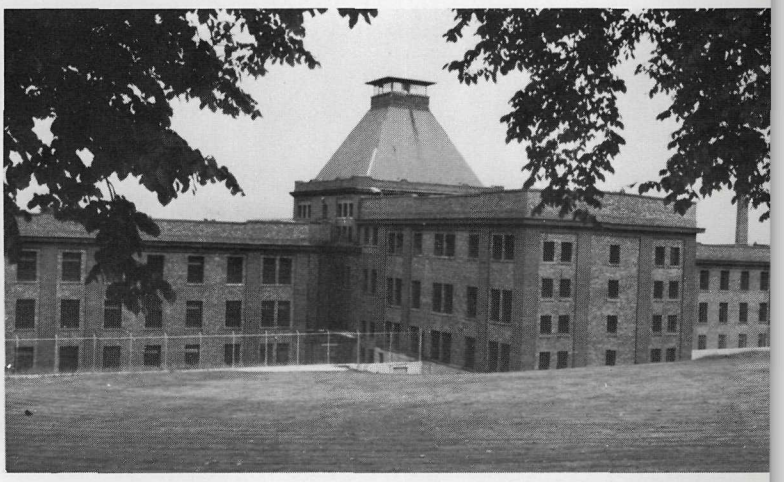
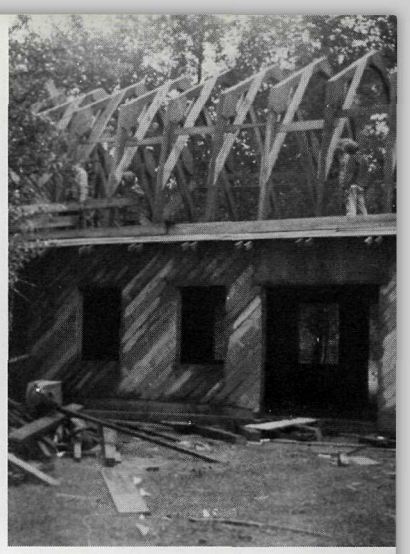
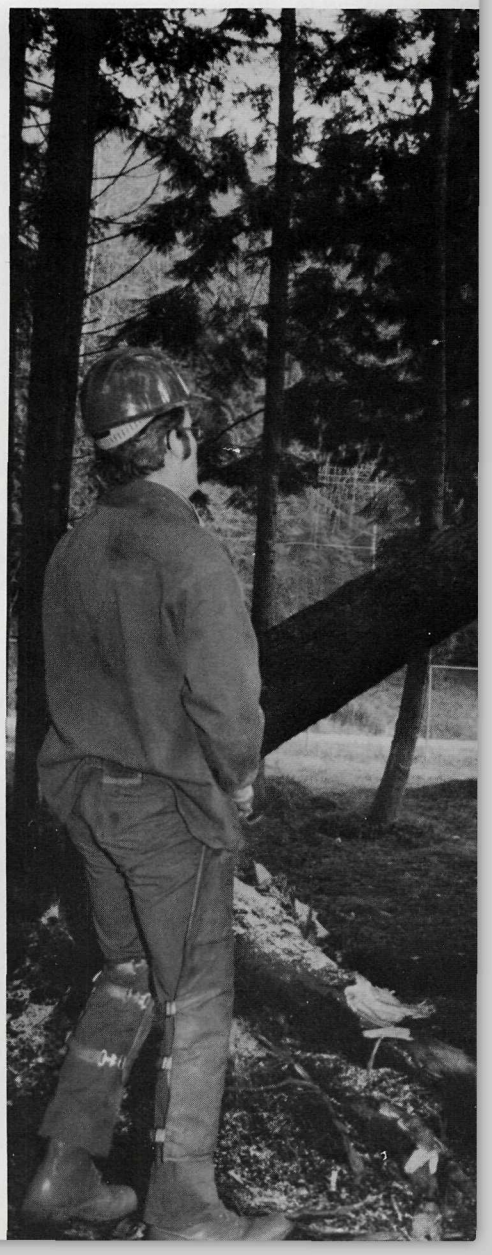
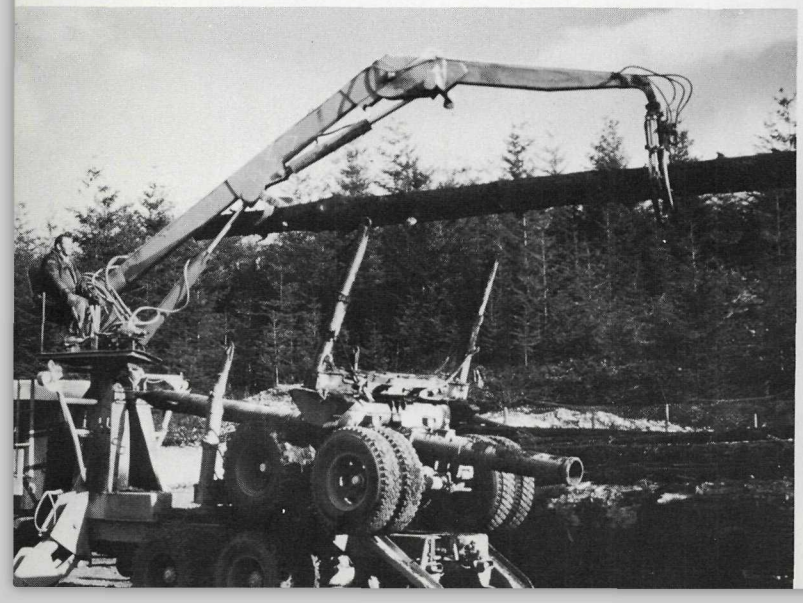


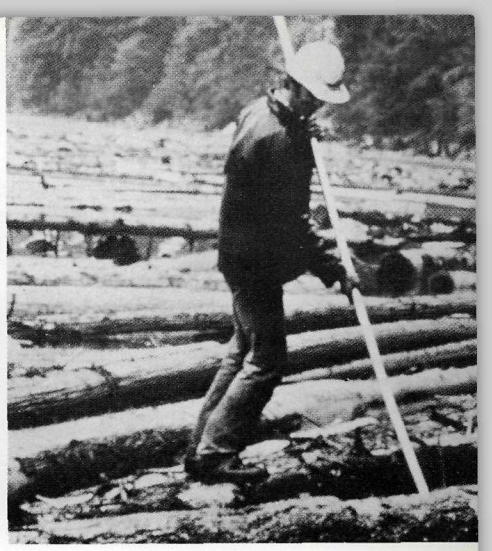


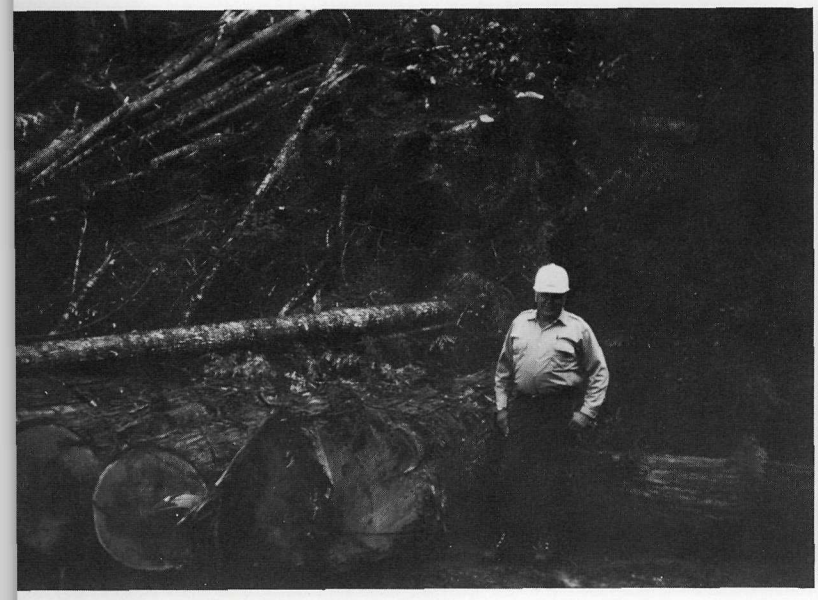


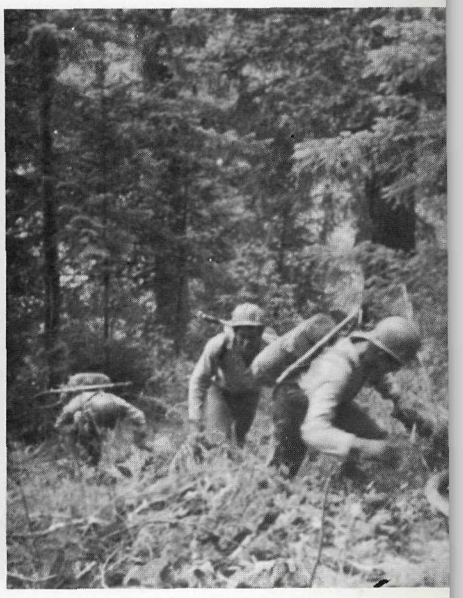


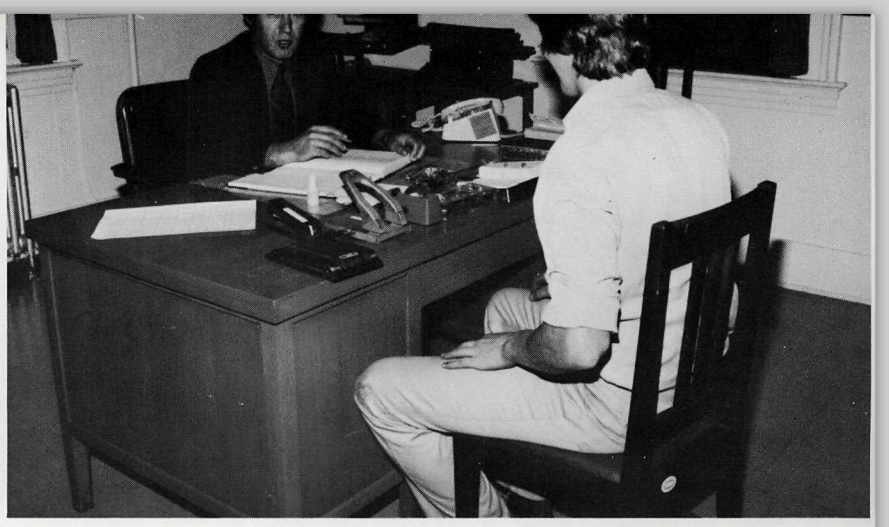


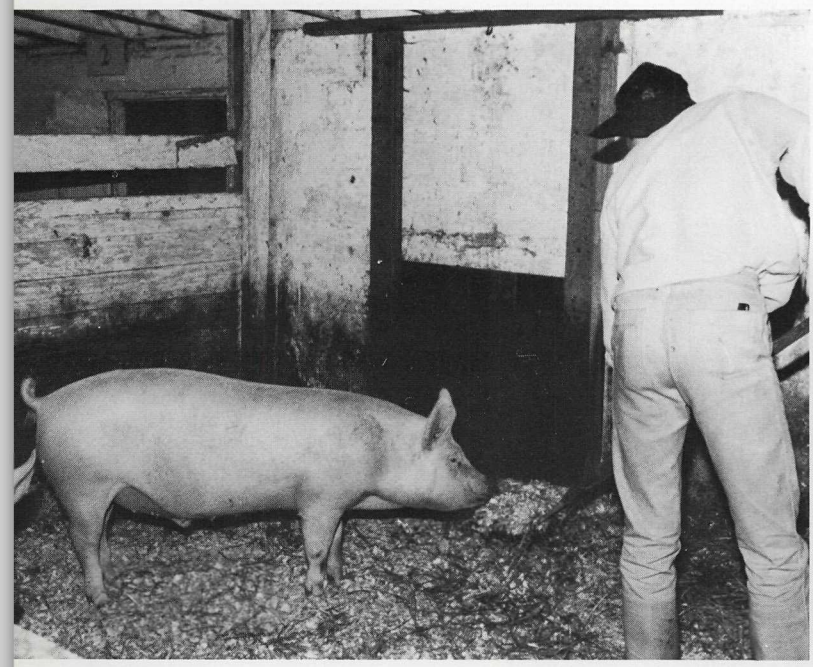


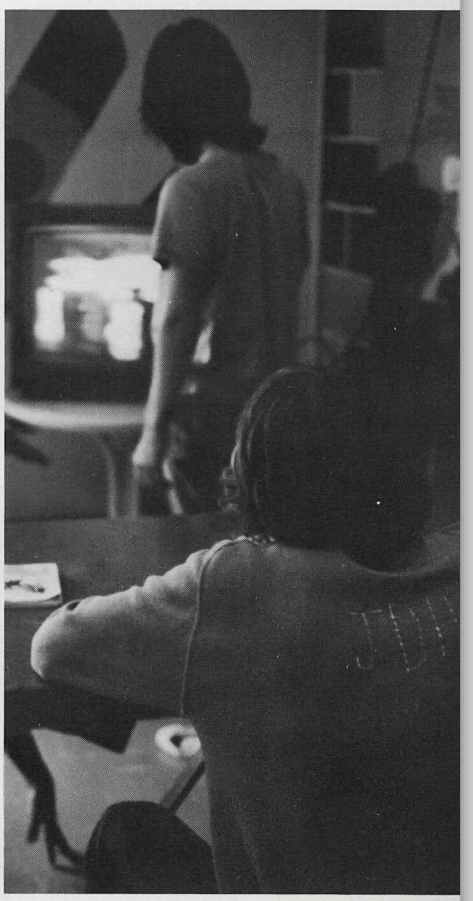


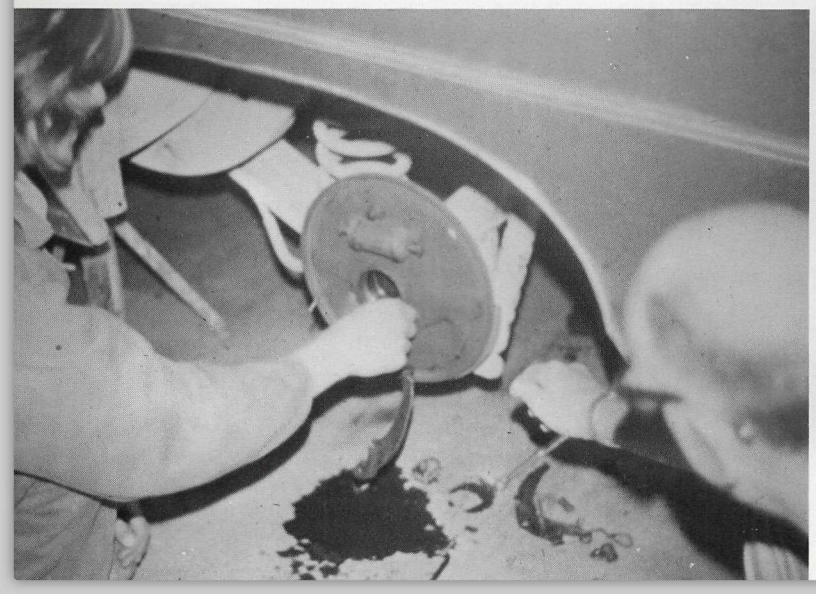


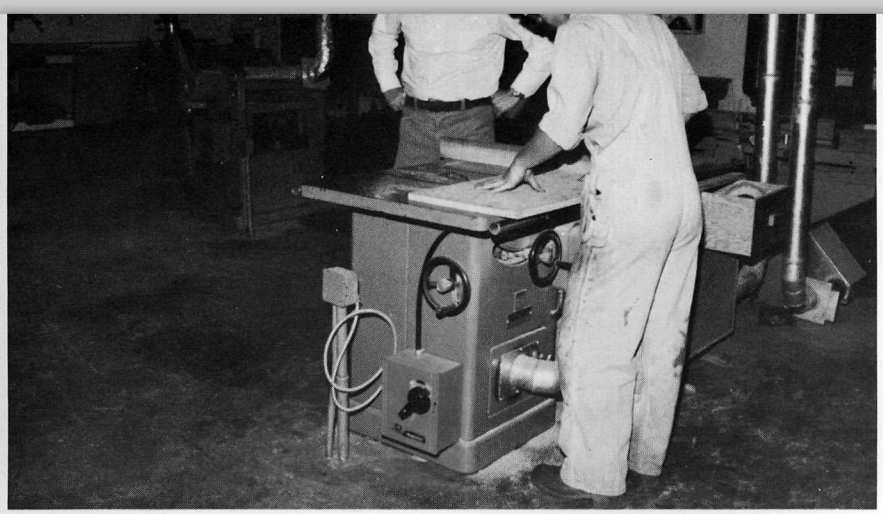


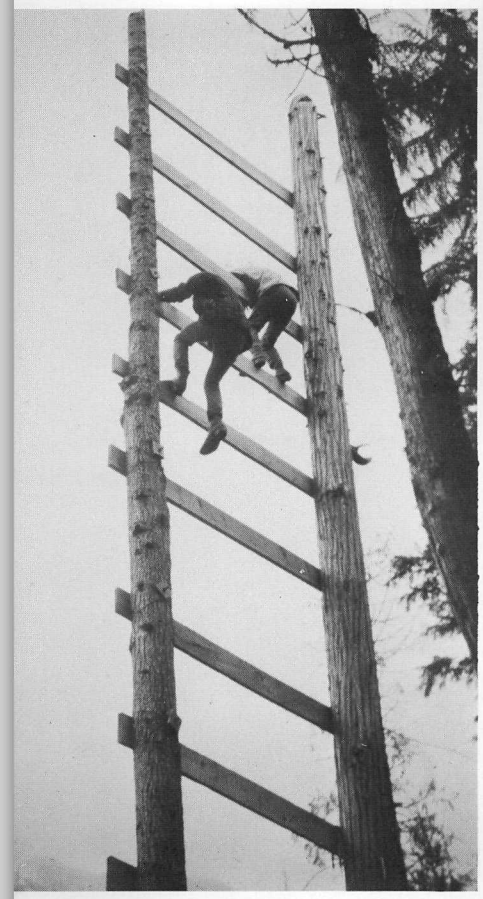


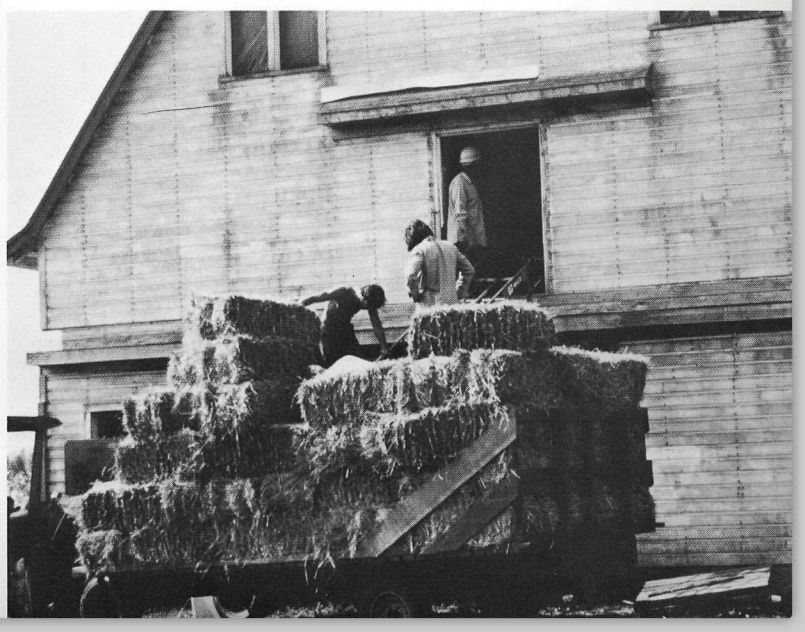


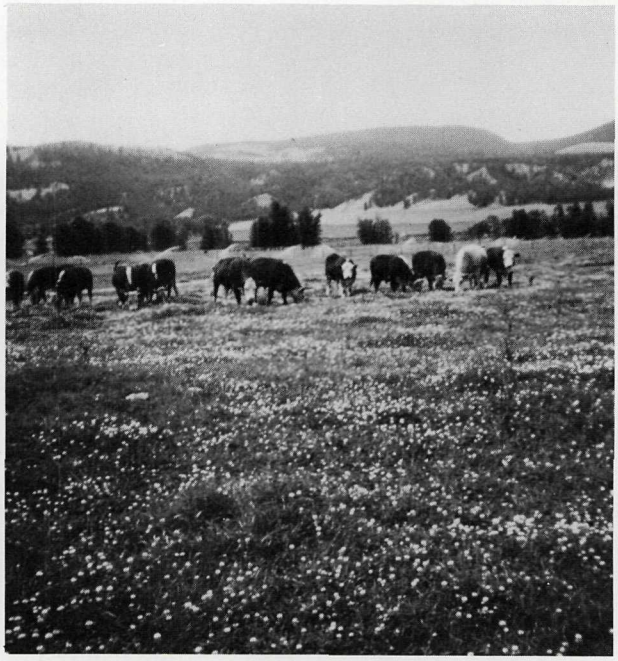












they handled approximately 40 cases in this way. In both areas, most of those diverted are referred to another agency for assistance, or undertake some community service activity.

Pre-trial Services—Increased involvement by probation officers as available resources to the court, to provide information to the court at the pre-trial stage, as well as at the sentencing stage, has continued to be an important part of the justice process in 1977. The court resource officer role is a relatively new one, but has been well received.

Most of the activities of the Corrections Branch in the pre-trial services area is with respect to the operation of bail supervision in Vancouver, Surrey, and Victoria with areas such as North and West Vancouver being serviced from the Vancouver office. Originally all managed from the Vancouver area, this service was regionalized effective April 1, 1977, with all of the other Corrections Branch programs.

Prior to the *Bail Reform Act* in 1972, it was customary for a person who had been charged with an offence to be released on either a promise to reappear by posting bail or to be remanded in custody, usually in maximum security remand facilities operated by the Corrections Branch. Indications were that a large number of those remanded into custody probably did not need to be incarcerated.

However, after the implementation of the *Bail Reform Act,* which allowed increased discretion to the police and courts in remand arrangements, there were a large number of abuses by persons who entered into an agreement to appear in court but who did not appear, or who committed further offences during the time when they were released on bail. This indicated that, for some offenders, a more organized method of pre-trial supervision was required. To that end in September of 1974 the Bail Supervision Pilot Project was implemented in the Provincial Courts of Vancouver. By the end of 1975 Bail Supervisors numbered eight in Vancouver, and expanded to supply services to Victoria and Surrey. During 1976, the staff in those areas each had an average case load of 50. During 1977, Vancouver and Surrey supervisors carried approximate average case loads of 80. In Victoria, with only two supervisors, that figure reached 110 each in December of 1977. It is clear from these figures that the courts view bail supervision as a worth-while service both to the courts, in ensuring that an alleged offender will meet commitments and appear for trial, and in terms of providing personal support to alleged offenders.

In April of 1976 the wider area of pre-trial volunteers program responsibilities was assumed by the Corrections Branch. This service involved 10 volunteers and one staff person (located in Oakalla District) who provided a direct service to remandees at the centre. The pre-trial services officer attempts to interview each person remanded into custody in order to assist them by providing information, by visiting them and making bail applications or in obtaining a lawyer, by contacting friends, and by dealing with any other personal loose ends which might have arisen as a result of a person's arrest, and subsequent remand into custody.

The extent of the resources of the Branch available to become more comprehensively involved in this aspect of pre-trial services is limited at the time of writing. It is a clear situation where citizen participation in conjunction with staff efforts can provide some very necessary human services to people who are undergoing the first shock of incarceration while awaiting trial.

Probation Services—The services provided by probation officers to the court emphasize court information to assist in the sentencing process and in community supervision. During 1977, probation officers completed 4,112 pre-sentence reports on adults, 1,093 verbal reports, 801 reports to the court with respect to an offender's ability to pay a fine, and 1,049 other kinds of reports.

Community supervision for adults has placed emphasis on the formal responsibilities of offenders, and virtually all such persons supervised by a probation

officer have come to him/her via the court, with specific conditions to be met. A wide range of community resources always have been utilized, but the major element of this supervision has been the formal reporting responsibility. The development of effective programs for adults under probation supervision, or under voluntary diversionary supervision, is still in its infancy. For instance, with the exception of one or two programs, for young adults, there are no attendance programs available for adults as there are for juveniles. Community Correctional Centre programs have been used in some instances for those who require residence in addition to regular community supervision and for whom there are no appropriate community resources.

There are two corrections programs which have been developed recently to fill the gap between supervision in the community and total incarceration for adults. These are the Community Service Order Program and Impaired Drivers' Courses.

Community Service Orders—The Community Service Order program has been described at some length above under Youth Services. More so than for juveniles, however, this program represents a true alternative to incarceration for many offenders, and for those who are unable to pay a fine where a fine would be considered. The tasks which might be performed are similar to those that juveniles might perform, but with a greater degree of responsibility. On a number of occasions, particularly in the case of young adults, the experience of assisting the elderly, the handicapped, or providing work for community service organizations has been beneficial and has resulted in continued involvement past the time of the end of probation.

Since the program's start in November 1974, a total of 2,576 Community Service Orders were made with respect to adults throughout the Province. The average number of hours per order has been almost 60, (almost double than for juveniles). As with juveniles, most of the hours were with respect to community work (90 per cent) as opposed to service to the victim. The percentage of orders successfully completed for 1977 for juveniles and adults averages 90. It might be noted that the total number of hours which have been utilized for community service since the commencement of the program in late 1974 is staggering and well over the hundreds of thousands.

There is no question that the community is in full support of this program, where it does not infringe upon the rights of persons to be employed. This has not been a problem. It should be noted that the operation of community service is part of the larger concern around fine option, which is the focus of a Ministerial and Branch initiative which will see completion in 1978.

Impaired Drivers' Courses—Impaired Drivers' Courses are designed as an informative and educational program for convicted impaired drivers, and its operation represents an important area of operations for the Corrections Branch. The program had its beginnings in 1973 and since that time has expanded to over 30 locations throughout the Province. Originally a joint effort of the Corrections Branch, The Alcohol and Drug Commission, Insurance Corporation of British Columbia, and the Motor-vehicle Branch, the Corrections Branch is now responsible for funding and co-ordinating this program which is attended by offenders as a condition of probation.

The program consists of a four evening, two and one-half hour per evening format which involves presentations by a number of persons in the community who are likely to be involved in the problem of drinking and driving, i.e., doctors, judges, crown counsel, coroners, ambulance drivers, alcoholism counsellors, Motor-vehicle Branch and Insurance Corporation of British Columbia representatives, and probation officers. A course moderator is hired for a small honourarium by the Corrections Branch. Impaired Drivers' Courses are unique in the justice system as they have sprung from, and only continue

as a result of, wide ranging community participation in a formalized sentencing option for the court.

The Branch has been concerned, however, that IDC is not a final solution to stem the tide of injury, death, property damage, and human grief which arises from this particular form of alcohol and driving abuse. In 1977 the Attorney-General spearheaded a comprehensive attack on the problems created by drinking drivers in British Columbia which is known as "Counterattack." Impaired Drivers' Courses are only one of a number of important initiatives taken to combat drinking and driving in British Columbia. The extent of this problem cannot be underestimated, with approximately 31 per cent of all probation cases comprised of drinking and driving offences and 13 per cent of locked admissions to Branch institutions in 1977. This is not counting the number of those incarcerated as a result of failing to pay some of the larger fines which are now imposed for this offence. (Over 40 per cent of all admissions to institutions for failure to pay a fine, are for defaulting on a fine imposed as a result of drinking and driving offences.)

Custody Services and Programs—Under the separation of federal/provincial jurisdiction relating to the imprisonment of convicted (adult) offenders specified in the *British North America Act,* the Corrections Branch in British Columbia is given the responsibility for providing appropriate facilities for five categories of individuals.

(1) All persons remanded into custody pending a resolution of their charges before the courts.

(2) All offenders being held in custody pending the appeal of their conviction and/or sentence (up to 30 days only where the sentence of imprisonment is for two years or more).

(3) Those offenders who have received sentences of two years or over and are awaiting transfer to a Federal penitentiary.

(4) Those offenders who have received a sentence of imprisonment of less than two years.

(5) Those offenders in Federal institutions who are transferred to the Province under the Federal/Provincial Exchange of Services Agreement.

Branch facilities are designated by the level of security they afford. A custody facility is described as maximum/medium security, and includes reception and remand centres. Reception and remand centres are areas within the major correctional centres which are separated from the sentenced inmate population for such purposes. Open (or minimum) security centres include forest camps, community correctional centres, and specialized facilities (for alcohol or drug dependency problems).

The incarceration of offenders has always been closely identified with Corrections and suffers the most intense form of public criticism, myths, and stereotypes. Few people would argue with the notion that some types of institutions will always be needed to isolate dangerous and predatory elements from the community. But in the past, people who were never a threat to public safety were put into maximum (or medium) security institutions because the courts had no alternatives. Even with the more liberal use of probation supervision for appropriate offenders, there is still a large percentage of our institutional population serving time for offences involving *Motor-vehicle Act* infractions, drunkenness, or the inability to pay a fine.

It is the position of the Corrections Branch that only persons requiring secure custody should be held in these settings. Based on extensive experience, and in consultation with the police, courts, a variety of community resource agencies, and interested citizens, Corrections follows the policy that sentence management which is community-oriented, and requires continued participation and a responsibility to the community, is the most appropriate and effective for many offenders.

Within the over-all frame work, increased emphasis has been placed on the following developments—more intensive programming at forest camps; more community correctional centres; increased use of community service activities carried out by inmates; temporary absence for work or education; and special impaired drivers' programs for those with alcohol or related problems. As outlined in the Overview portion of this Report, 1977 has seen continued development in each of these areas.

The types of programs offered at the various correctional facilities are circumscribed by the security needs and correctional goals of each offender. Over the years, camps have focused on bush work, slash and burning, road clearing, nursery work, land clearing, fire suppression, mill work, and so on, to provide inmates with a healthy and vigorous way to do their time, plus providing the opportunity to pick up some employable skills and work habits. In custody facilities the emphasis has been on shop work, carpentry, machining, tailoring, sewing, and so on, with farming available on a supervised gang basis.

Some of the results of that kind of work in 1977 on a Province-wide basis, are the following:

The four Branch saw mills shipped a total of 913,593 fbm and in addition, the forestry operations shipped such minor products as cordwood, posts, shakes, shingles, and stakes, making a grand total of wood products shipped worth $194,525. This represents approximately a 70 per cent increase in wood value shipped than in 1976. It should also be noted here that that tally does not include wood products produced. For instance, the Mount Thurston Security Unit produced over 158,000 split and paint dipped cedar stakes, which were not included in the foregoing figure as they were not shipped at the end of the Report period. As a further example, Hutda Lake Camp near Prince George produced 250,000 fbm, but only 115,874 of that lumber was actually shipped during the Report period. There is little doubt that these programs are an effective use of inmate energies.

In addition to the above work accomplished in the forest operations, 40,000 man-days (or 280,000 man-hours) were utilized in nursery pallet construction, tree planting, juvenile tree spacing, lake clean up, nurseries, access roads, and fire-fighting. This is a massive increase over the 1976 figure of 165,000 man-hours. Productivity in the camps was up in almost every instance and in a number of cases doubled.

Twin Maples tailor shop during 1977 turned out enough pants and shirts per month to approximately meet the estimated 6,000 pants and 6,000 shirts required by the Corrections Branch. During 1977 the tailor shop contracted with Government-supported teaching facilities to supply their barbering smocks, capes, uniforms, and towels.

Much of the work undertaken in custody facilities is of a maintenance nature, and inmates are assigned to provide them with reasonable activities during the day, while bearing in mind the needs for security. Except in special circumstances, as soon as it is appropriate, inmates are transferred to forest and other minimum security settings. The Branch has moved away from any focus on skills development in vocational training centres, but interested inmates will pick up a number of work skills when working with qualified staff.

Educational opportunities for interested inmates are provided through a number of avenues. Every attempt is made to make use of educational resources within the community, often through a placement of an inmate at a community correctional centre under the authority of the Temporary Absence Program (refer below to re-entry programs). For instance at Kamloops, the Community Correctional Centre has the availability of a certain number of seats at the local community

college. In the Lower Mainland area, a major educational program for inmates is carried out on a contract basis with the British Columbia Institute of Technology, a program called the Educational Counselling System (ECS).

Funded in 1974, and focusing at that time on Oakalla District, the purpose of the program has been to assist interested inmates in readjusting to the community through academic and vocational training. In addition to a generally low level of formal education and lack of job skills, many inmates have alcohol (or) drug problems. The service provided by ECS attempts to deal with these in conjunction with the formulation of short and long term goals for education or on-the-job training. The latter is often achieved under the temporary absence program, and also can be a significant factor in pre-release parole planning and application. During 1976 and 1977 the service expanded its operations to a wide number of correctional facilities in the greater Lower Mainland area.

Another major educational program, which is conducted within an institution, is that at Prince George Regional Correctional Centre, where the Ministry of Education has sponsored a full-time educational program in the institute. Inmates have been able to receive upgrading from qualified teaching staff and obtain entrance to the College of New Caledonia. One full-time and one part-time teacher was hired and the school opened in October. At the end of this report period four students had passed their GED examinations.

Other educational opportunities rely mainly on the availability of correspondence courses for any inmate who desires them and makes a request.

Community correctional centres and community-based residential centres form an important aspect of programs and facilities utilized by the Corrections Branch. A typical community correctional centre is a large house or converted motel. It is the home base of the residents and he/she must return to it immediately after work or school. Dinner is usually communal, and each person has assigned chores. After hours there is time for studying, hobbies, and social events. Some residents spend their evenings and weekends on a community service project, worth-while causes, and on volunteer work with local community organizations. Those earning an income are charged room and board at the centre. The rest of their money may go towards paying off debts, making restitution, supporting their family, or bank savings for the time when they are released. During 1977, as in 1976, almost $1,000,000 was earned by inmates on temporary absence for employment purposes, and the funds were utilized in the above manner acting as a significant cushion to assist offenders in final re-entry into the community.

Community-based residential centres offer essentially the same kind of service as community correctional centres but are not corrections staffed and are run by a myriad of private agencies offering a variety of different programs.

Inmates attend community correctional centres or community-based residential centres through the authority of the temporary absence program, which is dealt with in more detail in both descriptive and statistical form below under re-entry programs. At the time of writing, there are 10 community correctional centres operated by the Corrections Branch throughout the Province, and contracted services with approximately one dozen community-based residential centres.

In 1977, for the second year in a row the number of escapes and walkaways has decreased. In 1975, there had been an increase in the number of unlawful absences from correctional facilities. Although all unlawful absences directly from a centre are considered escapes, it is important to qualify the word by pointing out that the large number of these are in fact walkaways from open settings such as forest camps. With the increased use by the courts of probation supervision, and with the phase out of Haney Correctional Centre for young offenders, the camps are receiving a much more troublesome type of offender. Young offenders generally are more spontaneous, impulsive, have

more energy, and require a more intensive kind of programming than the older offender previously received by the camps. As a result of efforts directed to reducing escapes such as more screening and intensity of program, in 1976 escapes dropped 20 per cent, and in 1977 a further 25 per cent from 359 to 291.

Escapes or walkaways are usually individual, spontaneous actions and while they may be simply the expression of the desire to "get away," many times escapes occur as the result of an individual need to deal with something on the outside, such as a family problem. Sensitive staff can often pick up on feelings of anxiety of an inmate and provide that person with the assistance required to overcome the problem without adding the problem of having escaped. Sometimes a referral for counselling or medical services is indicated.

The Branch has one full-time senior psychologist who is responsible for the delivery of all psychological services throughout the Corrections Branch. These include direct service to adults and juveniles within the Lower Mainland area as well as ensuring that psychological services are available to other Branch regions via local psychologists employed either in other Government agencies or by the Branch on a fee for service or contractual basis.

The major approach in providing psychological services to the Branch continues to be in developing community resources. To further this, two new programs were initiated in 1977. One is a credit course in forensic psychology at The University of British Columbia. This course focuses on the issues which psychologists should be aware of when, for example, providing service to those on community supervision. The course has proved to be very popular with students in clinical psychology, who will eventually be employed in the community. Negotiations are currently underway with the Psychology Department at Simon Fraser University to provide their students with a similar exposure to forensic issues.

A second program introduced in 1977 was the establishment of a continuing education program aimed at psychologists who are currently employed in agencies such as the Community Mental Health Centres which are located throughout the Province. This program has been established as a continuing psychology-and-the-law workshop which now forms part of the annual meeting of the B.C. Psychological Association. This has proved to be a highly successful way of informing practising psychologists of the current issues and concerns involved in their working with people who may be on probation, parole, and so on.

An important activity which was commenced in 1977 within the Corrections Branch was the establishment of a clinical research committee consisting of one member of each of Psychological Services, Medical Services, and Program Evaluation and Data Systems of the Corrections Branch. This Committee is responsible for reviewing clinical and related research proposals that are initiated from within or outside of the Branch. A major work of this Committee in 1977 was the establishment of the initial independent program evaluations of the youth containment program. This program evaluation is jointly financed by the Branch and Vancouver Foundation.

Medical services throughout the Branch are co-ordinated by the full-time Senior Medical Officer. Each correctional complex has the availability of local doctors and dentists who visit the facilities at regular intervals. Where security is not an issue, and hospital services are required, inmates use community facilities. Where security is an issue, Corrections has the availability of limited hospital capacities at Oakalla District, and Alouette River Correctional Centre. Oakalla District hospital has a capacity of 40, and one full-time and one half-time doctor, and trained staff. The Alouette River Correctional Centre hospital has trained staff and is visited by a doctor. It has a capacity of approximately 10. In addition, the Corrections Branch has the availability of a specially designated ward

in the Vancouver General Hospital. Ninety per cent of all medical problems are handled locally.

An analysis of the statistical information on medical services indicated that during 1977 there were fewer psychiatric examinations carried out at correctional institutions in the Lower Mainland. This is explained by an increase in court referrals to the Forensic Psychiatric Service Commission for examination, rather than to the Corrections Branch. This trend is welcomed, and it is hoped that it will continue in the future.

During 1977, for the first time in British Columbia, correctional physicians held a joint meeting with correctional chaplains. A combination of formal sessions and informal gatherings of the two groups was an interesting experience for all concerned, in which a great number of common concerns were shared. Representatives from both Federal and Provincial services were involved.

Another activity which will have long-term benefits for the operation of medical services for the Corrections Branch is the formation of the Prison Care Committee of the Health Planning Counsel of the B.C. Medical Association. The formation of this Committee is a formal admission by the B.C. Medical Association of the concern and importance of medical care in correctional institutions throughout the Province, both Federal and Provincial. The Committee is made up of physicians and para-medical personnel in both jurisdictions. The Committee gives correctional physicians an avenue of input into medical programs outside the institutions which are related to or which may affect the medical care of incarcerated persons. It also gives interested physicians in the Province an official avenue of inquiry regarding medical care in correctional institutions. The results of this kind of involvement are looked forward to in 1978.

It should be apparent that the operation of adult facilities is a complex and multi-faceted one with virtually every aspect potentially emerging as an issue of quality of services. A major portion of operational budget is spent on food and it is only in the last three years that positions have come available for qualified food service officers for each complex, and some upgrading of kitchens has occurred.

But basic issues with respect to medical and health services, program availability, facility renovation and replacement, all focus on the need for operational capital moneys.

As noted previously in this report, the Corrections Branch has made a series of proposals to remedy the facility situation. In 1977, a major replacement was completed at New Haven Correctional Centre, at the cost of $500,000 for a new dormitory to replace that destroyed by fire in 1971. It is anticipated that in 1978 the two camps, at Clearwater and Kamloops, will be replaced, with additional development to institutions approved to partially replace the remand capacity at Oakalla District.

SUMMARY SHEET

FACILITIES AND CAPACITIES

CUSTODY FACILITIES

1. Lower Mainland Regional Correctional Centre		567
2. Oakalla Women's Correctional Centre		103
3. Vancouver Island Regional Correctional Centre		60
4. Kamloops Regional Correctional Centre		86
5. Prince George Regional Correctional Centre	(male)	113
	(female)	26
6. Chilliwack Security Unit		30

FOREST AND FARM OPERATIONS

1. Pine Ridge Camp (Haney)	60
2. Stave Lake Camp (Haney)	48
3. Cedar Lake Camp (Haney)	41
4. Jordan River Camp (Vancouver Island)	48
5. Rayleigh Camp (Kamloops)	30
6. Clearwater Camp (Kamloops)	30
7. Hutda Lake Camp (Prince George)	60
8. Ford Mountain Camp (Chilliwack)	60
9. Mount Thurston Camp (Chilliwack)	60

SPECIALIZED FACILITIES

1. Boulder Bay Camp (Haney)	51
2. New Haven Correctional Centre (Burnaby)	40
3. Alouette River Correctional Centre (Haney)	151
4. Twin Maples Correctional Centre (Haney)	60

COMMUNITY CORRECTIONAL CENTRES

1.	Marpole (Vancouver)	20
2.	Burnaby	14
3.	Southview (Burnaby)	8
4.	Lynda Williams (Vancouver)	10
5.	Victoria (No. 1)	25
6.	Graham St. House (Victoria)	4
7.	Snowdon (Campbell River)	30
8.	Chilliwack	18
9.	Kamloops	20
10.	Terrace	21

Provincial Classification—Provincial Classification provides services to all Regional Correctional Centres (reception) for sentenced inmates. At admission, each inmate is seen by a classification officer for classification either to one of the satellite programs of the particular centre, or for transfer to another institutional complex in the Province. All decisions regarding such transfer are made by one of the Provincial classification officers.

The classification of an inmate is an important first step in an over-all case management plan for the individual inmate, and is made out of an assessment of the information available (pre-sentence reports, previous institutional records, police reports, interviews) and with the participation of the inmate. The classification officer then places him/her in an available Branch facility best suited to assist in working through the plan. Where security and control are indicated, placement is made accordingly. Provincial Classification was integrally involved in the development of the case management system which has been referenced in previous sections of this report. Effective and ongoing case management in institutions, however, is a difficult problem, and will require continued involvement of Provincial Classification staff and Branch staff in institutions in order to ensure that the positive results of this method are seen in 1978.

In 1976 the number of classifications undertaken by staff showed a 20 per cent increase from 1975, which in turn had been a 51 per cent increase from 1974. During 1977, however, the work load levelled off showing only a slight increase over the previous year. (Please refer to Table XII for a breakdown of classifications by institutions.)

The major problem facing Provincial Classification staff continues to be the lack of differential resources. Real security resources exist only in Burnaby and Prince George. Any inmate from any other part of the Province who requires security consequently has to serve his sentence far away from the community resources which may be available to him. The Branch still has no facility to focus upon the treatment of drug addicts, though this is a recognized need. There is no facility at all in the Kootenays, and inmates are normally transported to the Lower Mainland area.

The major needs identified by Provincial Classification, as are indicated to them through their perception of the needs of individual inmates, are as follows, and should be seen in context with remarks made in the previous section of this report, and in the Major Issues section in the beginning of this report.

(1) Lack of security facilities for sentenced offenders in the following areas: Vancouver Island, Kamloops/Okanagan, Kootenays.

(2) Lack of minimum security institutions (nontemporary absence) in the following areas: Metro Vancouver area, Kootenays, Central Vancouver Island (Nanaimo/Duncan vicinity).

(3) Lack of community correctional centre facilities in the following areas: Kootenays, Okanagan, and Central Vancouver Island.

(4) Special program facilities in the Province for drug (particularly heroin) addition treatment, security program for young offenders whose sole reason for security is their inability or unwillingness to stay put; programs for protective custody cases.

(5) Recreation of meaningful activities for offenders in high security areas, especially Oakalla District.

(Potential use of Island Youth Centre referenced previously in this report for

a multi-program correctional facility in Nanaimo, will provide the necessary facilities in that area. There are a number of internal options which the Branch is studying to make optimum use of the present resources given the changing nature of inmates, program needs, and so on. Many of these needs have been referenced in previous annual reports.)

Provincial Classification processes all applications with respect to the Corrections Branch and the Federal/Provincial Exchange of Service Agreement, whereby inmates receiving sentences for either jurisdiction may apply to spend their sentence in the alternate jurisdiction. Table XIII shows a two-year comparison between 1976 and 1977, and it can be noted that the total applications processed from Federal to Provincial jurisdiction more than doubled, with the number of approvals almost tripling in 1977 those of 1976. For those inmates going from Provincial to Federal jurisdiction, these figures also doubled from 1976 to 1977. Of the 14 returned to the federal jurisdiction from the Corrections Branch, five were for escape or unlawfully at large; the balance proved unsuitable for Provincial programs.

With the regionalization of the Corrections Branch effective April 1, 1977, there has been increasing examination

Table XII—Initial and Reclassifications, Calendar Year 1977, With Comparative Totals for 1976

Institutions	1977		1976	
	Total	Per Cent	Total	Per Cent
Vancouver Island Regional Correctional Centre	543	7.7	417	6.0
Jordan River Camp	350	4.9	394	5.7
Victoria Community Correctional Centre	209	3.0	186	2.7
Snowdon Community Correctional Centre	250	3.5	260	3.7
Lower Mainland Regional Correctional Centre (male)	1,894	26.8	1,811	26.0
Oakalla Women's Correctional Centre	149	2.1	137	2.0
Marpole Community Correctional Centre	517	7.3	565	8.0
Chilliwack Forest Camps	600	8.5	614	8.8
Security Unit	215	3.0	212	3.0
Chilliwack Community Correctional Centre	21	0.3	30	0.4
Alouette River Correctional Centre	917	13.0	890	12.8
Twin Maples Correctional Centre	154	2.2	133	1.9
Boulder Bay Camp	159	2.2	183	2.6
Cedar Lake Camp	181	2.6	157	2.3
Pine Ridge Camp } Stave Lake Camp }	585	8.3[1]	604	8.7
New Haven Correctional Centre	82	1.1	86	1.2
Kamloops Regional Correctional Centre	121	1.7	115	1.6
Prince George Regional Correctional Centre (male)	119	1.7	159	2.3
Prince George Regional Correctional Centre (female)	8	0.1	19	0.3
Totals	7,074	100.0	6,972	100.0

[1] Pine Ridge Camp, 5.0; Stave Lake Camp, 3.3.

Table XIII—Federal/Provincial Exchange of Prisoners, Calendar Year 1977

	Federal to Provincial		1977 Total	1976 Total	Provincial to Federal		1977 Total	1976 Total
	Males	Females			Males	Females		
Approved	28	12	40	15	11	0	11	5
Not approved	25	4	29	18	7	1	8	6
Total processed	53	16	69	33	18	1	19	11
Returned to Federal system	11	3	14	----	----	—	----	----

of the concept of each region developing its own range of resources. These are long-term goals, and in the meantime, administrative regionalization has not disrupted the optimal use of all resources of the Corrections Branch, whether the inmate is admitted in the North or in the Vancouver area. However, the task of "filling in the gaps" in geographical areas where there are no facilities will continue to be an urgent priority.

Re-entry Programs—There are two major types of re-entry programs for an offender given an institutional sentence. These are temporary absence, and parole supervision. A period of incarceration plus probation is not considered in the same context, though often a period of parole is available to an inmate during the institutional portion of his sentence, and this supervision flows naturally into probation at the end of the institutional portion.

All parole decisions are either made by the B.C. Parole Board of the Ministry of the Attorney-General, with respect to definite indeterminate sentences (which will be terminated with the proclamation of Federal Bill C-51 in 1978) or the National Parole Board with regard to all other definite sentences, whether the sentences are served in a Federal institution or a Provincial one.

Probation officers of the Corrections Branch undertake parole supervision, where there are no Federal officers available. In addition, probation officers often prepare community investigations on offenders who have applied for parole, so that this information can be available to the paroling authority in order to assist them in their decision-making process. During 1977, probation officers prepared 564 such investigations and other parole reports.

The major re-entry program which comes under the jurisdiction of the Corrections Branch, through the Corrections Act, is the temporary absence program. Temporary absences are granted for three distinct purposes:

(1) Short term—For leave from a correctional centre for a specific period of time up to a maximum of 15 days. These are granted for maintaining contact with the family, or the event of a death of a family member, for other socialization purposes, and for other defined reasons.

(2) Employment/education—the authority by which an inmate resides in a community correctional centre or a community-based residential centre while taking work, education, or training.

(3) Medical—absences granted for the purpose of obtaining medical attention in community hospitals when it is not available within correctional centres.

The crucial factor in the temporary absence program is that the program activity which the applicant plans to pursue in the community must be as likely to benefit him/her and the community as would any program offered within the centre. The inmate must pose no threat to the community and be unlikely to go unlawfully at large. Apart from the community involvement made possible for the inmate, the program avoids wasting the community's own resources and avoids costly duplication of resources in institutions.

Although the over-all total of the number of temporary absences granted in 1977 was slightly below that of 1976, the employment/education program, which is the backbone of the program, saw an increase in absences granted from 1,423 in 1976 to 1,518 in 1977. On the average, 18.1 per cent of the sentenced population in 1977 partook of temporary absence programs. The number of revocations increased in 1977, but that large increase was due entirely to people being withdrawn from the community centre program as a result of misbehaviour within the program. The number of those going unlawfully at large decreased from 101 in 1976 to 93 in 1977, and those committing further criminal offences while on temporary absences decreased drastically from 28 in 1976 to 13 in 1977. These statistics are a reflection that the screening process

for inmates is flexible to allow for the appropriate use of this program, while ensuring adequate staff support to ensure that the community itself remains protected.

A major constructive aspect of the temporary absence program is the employment program. As in 1976, almost $1,000,000 was earned by inmates on temporary absences while residing at a community correctional centre or a community-based residential centre. The sum of $19,491 of that money went toward restitution and fines paid; $74,233 went toward room and board to the Corrections Branch; $63,712 went toward debts and $198,842 went toward income tax. The largest amount of these moneys, however, went toward the supporting of families of inmates—$242,904 during 1977.

The total amount of moneys paid out in these various ways represents almost 50 per cent of the total earnings. The other 50 per cent goes toward savings for the inmate upon release, and can be important for the inmate getting off to a good start.

As in the case of parole, probation officers and temporary absence officers are involved in the preparation of community investigations before any major temporary absence decision is taken. This decision is made by a screening panel, which may include representatives from police and community. The degree of communications which this interchange of information between a number of components working in the justice system represents, is an important aspect of the temporary absence program.

On a final note, with the proclamation of Federal Bill C-51 some time in 1978, the B.C. Provincial Parole Board will be phased out when the legislation terminates the use of definite-indeterminate sentences. Proposals have gone before the Ministry from the Corrections Branch to suggest that a reconstituted Provincial Parole Board should be formed, to have jurisdiction over all parole decisions in relation to Provincial institutions. Presently the National Parole Board has jurisdiction in these areas. Some thought had been given to placing all re-entry authority in the hands of the new Parole Board, including temporary absence, but Branch Management have recommended that the temporary absence program provides a degree of flexibility at the local level which is desirable. A resolution to the structure of re-entry programs should be complete in 1978.

Religious Programs—In December of 1975 the Senior Chaplain of the Branch was named the Director of Religious Programs, and this function became a separate autonomous section of the Branch consisting of full- and part-time Protestant and Catholic chaplains and the Director. The establishment of one senior position with overall responsibility for all chaplains in functions and programs, instead of the services being broken up as part of each correctional centre, has been beneficial in terms of consistency and comprehensiveness of policy, efficiency in administrative matters, more effective relationships inter and intragovernmental branches and ministries, and with the churches. It is a reinforcement of the spirit of ecumenical co-operation which is evident in the way in which the chaplains function within the various centres. As a result, when all other Corrections Branch programs regionalized effective April 1, 1977, the Director of Religious Programs continued to have on-going responsibilities.

Religious Programs has played an ever-increasing and wider role in the emphasis of the Corrections Branch in involving the community in the correctional process. Chaplains are taking individual clients and groups of clients into the community for religious and social functions at an ever increasing rate, and have engaged community church groups in the development of various volunteer sponsor programs. Chaplains also have assisted in job placement, locating accommodation, and contacting community resources for the inmate who is re-entering the community. One chaplain has placed more emphasis on aftercare and has continued contact with inmates once they are released from an institution. The chaplains continue to emphasize taking a strong role in treatment

program decisions, to give recognition to their extensive involvement with inmates. This is particularly important in matters pertaining to temporary absence or parole release decisions. The number of chaplains has recently increased, in reflection of this extensive involvement, and now number 18. Five chaplains including the Director, are full time, with the others providing services on a part-time basis.

During 1977 the chaplains were involved in two important workshops. The first was held in March at Westminster Abbey. Its comprehensive agenda included a report on "family visiting," regionalization, community education programs, common law relationships, principles of adult education and crisis intervention. In relation to the resolutions passed with respect to "family visiting," the Corrections Branch undertook a complete examination of the subject, and management accepted in principle the notion of providing the facilities for such family visits. That will be concluded at the ministerial level in 1978.

Another major workshop was held in November of 1977 in conjunction with physicians working in Corrections, and the B.C. Psychological Association's Annual Meeting. This workshop was referenced earlier under Custody Services and Programs, as it reflects an important sharing of information between these two aspects of ministry to the needs of inmates.

The variety of involvement of chaplains within the community, within community churches, and within the Branch cannot be adequately covered in this Annual Report. However, chaplains, more than many other program staff of the Corrections Branch, can provide a very vital link between resources in the community and inmates. The following are a sample of excerpts from the activities of chaplains in Branch Correctional centres.

> "Opportunities for worship for all residents are almost exclusively in community churches—on 42 Sundays, 312 residents from this centre went to nine churches for worship, under escort of the chaplain or a correctional officer. . . Ten community volunteer sponsors took 81 residents to Sunday worship in the local area under the authority of temporary absence . . . Several courses were held by the chaplain throughout the year, including marriage dynamics, communications, life skills, and an alcoholism workshop (a total of 61 residents and 25 volunteers participated in these courses) . . . There were several requests from married couples for counselling for the purpose of resolving family conflict . . . Three different choir groups were taken to the camps for hymn sings on Sundays on eight different occasions . . . The main thrust this year has been on counselling inmates on family difficulties, future plans and spiritual problems . . . The chaplain reports that he had an increasing number of contacts with young offenders and says 'though many of these young people have had little exposure with organized religious groups, I find them responsive and receptive to spiritual counselling in their need for better direction and content in their personal life' . . . A five-week bible study series initiated on the request of one trainee saw four attend . . ."

Counselling to staff in institutions has increased over the last year, and in one area has mostly focused around break up of the family. Whenever morale of staff fluctuates, chaplains are available to be supportive, independent and nonbiased listener for staff concerns.

It cannot be overstated that chaplains form an important contribution to effective corrections operations throughout the Province, help persons within an institutional setting, and therefore can offer some constructive guidance to inmates who may not accept such direction from regular staff. As a result of their wide ranging involvement with both staff and offenders, chaplains have continued through 1977 to require of themselves a high level of energy and dedication.

Citizen Participation—The Corrections Branch has encouraged two types of citizen participation—development of a direct service role to offenders, and providing

citizen input to administrative and policy decisions of the Corrections Branch.

The range of one to one sponsorship and involvement of citizens with individual offenders or with groups of adult offenders is similar to that described previously under Youth Services.

An additional step was taken in 1977 with the appointment of a full-time co-ordinator for the Chilliwack Forest Camps. The impact of already existing volunteer agencies such as the Elizabeth Fry, W2, M2, in the provision of volunteers in institutions is significant, but requires co-ordination and augmentation throughout the Province, to build on a basis of community involvement in institutional corrections. Since the appointment of the Co-ordinator in early 1977, 924 volunteers were involved with inmates at the Chilliwack Forest Camps either working inside the institution with an offender or with groups of offenders, or taking inmates out. The Volunteer Co-ordinator at Chilliwack is also involved in the supervision of inmates doing volunteer work in the community, as a form of reciprocation of services.

In summary, volunteers involved in a direct service role during 1977 were active in Bail Supervision projects, the operation of pre-trial services (without whose services this program would be seriously constrained), with probationers and those on parole, for those on temporary absence, and were integral to such Branch programs as Impaired Driver's Courses and the Community Service Order Programs. It must be stated that statistics alone are inadequate to convey the personal aspects of the services provided by volunteers working in corrections in the adult area.

The other major form of citizen participation in corrections is in the area of community advisory boards, and a major step forward was undertaken in 1977 with the establishment of a pilot project in the Vancouver area. Over the last decade and a half, increased activity, involvement, and influence of public interest groups and citizen organizations have become one of the most distinctive features of North American government administrations, and in particular in the area of corrections. A general assumption has been that broadened participation is desirable because it increases the representativeness and responsiveness of our administrative and political institutions, and most importantly, it heightens citizens' sense of social problems and the inherent dilemmas of operating correctional services. The Community Advisory Board in Vancouver was formed late in the year, and there is no report available for the end of this annual report. However, initial feedback indicates that both the Vancouver administration, particularly the Regional Director of Corrections, and the citizens and other representatives comprising the Board, have come to a greater understanding of each other's positions and problems, and have provided valuable input to policy decisions taken by the Regional Management.

Comment—The administration of corrections with respect to adults, particularly in the area of institutional services, reflects the greatest number of paradoxes and dilemmas for the Branch. Corrections attempts to provide for inmates the greatest opportunity to enhance their likelihood for a successful return to the community without becoming a repeat offender. At the same time, the Branch is concerned about protecting society, and sometimes inmates themselves, from some of the more dangerous and predatory offenders who are in the system, and from those other offenders whose behaviour tends to cause the community grave concern with respect to personal property.

The solution to this problem requires an offender's continued participation and accountability to the community through such programs as temporary absence, community service, increased education, or employment in support of family while under a prison sentence. It requires the increased use of community-based programs and facilities such as community correctional centres and community-based residential centres, and the fullest use of the more normal environment possible at a forest or farm camp. Corrections

Branch policies and plans for expansion reflect an attempt at balancing this dilemma. This requires a broad understanding within the justice system and within the community of what is essentially a community problem.

FAMILY AND CHILDREN'S SERVICES

In December 1973 a Royal Commission on Family and Children's Law was established to inquire into and make recommendations with respect to all aspects of Family and Children's Law enforced in British Columbia, the administration of justice relative to such laws, and ancillary services to courts in Family Law matters. The Commission was not only given a mandate to recommend changes in the law relating to families and children, but also was authorized to undertake projects and to implement and test proposals for reform.

As a result, the Commission established pilot projects to test the concept of a unified family court. In addition, the Commission produced 13 reports which recommended both structural reform of the courts operating in the Family Law field and major changes in substantive Family and Children's Law.

The Commission's fourth report entitled "The Family, The Courts, and the Community" dealt with the expansion of the unified family court concept throughout the Province, the delivery of family and juvenile court counselling services, and in particular the delivery of services to young people in conflict with the law—one specific focus of the Corrections Branch. In late June 1975, the Provincial Cabinet accepted the recommendations of the fourth report in principle. On July 7, 1975, an implementation team was appointed to bring about phased implementation throughout the Province of the recommendations.

During 1975 the Branch continued to maintain *Family Relations Act* services in most other areas of the Province. The end of 1975 saw the issuance of a jointly prepared policy statement of respective responsibilities of the Corrections Branch and the implementation team. As a result of a further Government decision in early 1976, it was decided that effective April 1, 1976, the Corrections Branch would assume full responsibility for the Unified Family Court Projects and for further development of services in the Family Court area throughout the Province, in order to locate such services under one umbrella organization. The existing Unified Family Court projects were to be transferred to the Corrections Branch and phased into regular operations. The complete phasing in of these operations was complete in March 31, 1977.

The services provided by the Branch in the area of Family Relations are as follows:

- Short term marriage and family counselling.
- The screening of referrals to appropriate agencies for long-term marital counselling or other services.
- Assistance in negotiating the terms of separation agreements in matters of financial maintenance, child custody and child access.
- Individual counselling pertaining to the problems of separation.
- Administrative enforcement of court orders in the matters of maintenance payments, child custody and child access.
- Custody and Access Reports for the court.
- The provision of general information on Family Court procedures.

It is the stated position of the Branch that unification of the courts where possible should continue to be undertaken. Priority given to *Family Relations Act* services has been raised in the Branch and the over-all objective is the provision of full services throughout the Province sometime in the future. One aspect of the phasing in of the UFC project has been to define and utilize the innovative procedures and practices implemented in the project, and to take advantage of these with respect to the rest of the Province. A major aspect of this was a

handbook on *Family Relations Act* services for field staff which was distributed in early 1977.

The major issues now, as noted previously in this report, are with respect to expansion of the services at a time of general government fiscal restraint. At present, all new probation officers as part of their training are given training in Family Court Counselling techniques and related Family Law and procedures in order that eventually, through additional in-service training, officers throughout the Province are in a position to provide Family Court Counselling Services when designated. In the 1978/79 fiscal year, virtually all staff requests in the community services area are for Family Counsellor positions. Family Counsellors are probation officers who are given particular training in this area.

MANAGEMENT AND OPERATIONAL SERVICES

With the administrative re-organization of the Corrections Branch which was effective April 1, 1977, a number of management and operational services were maintained as the Commissioner's Office, and these are described below.

Some of these sections (Inspection and Standards, Staff Development, Provincial Classification, Information Services) provide a clear operational function, as well as providing policy input for issues which arise from across the Province. Provincial Classification is described previously under Adult Services, however, since its function is intertwined inextricably with the operations of institutions, and is included in that context.

The Management Services Group (Program Evaluation and Data Systems, Program Analysis, Resource Analysis) provide support for field initiatives, provide a Provincial prospective around specific or generalized programs and services, and provide important support for senior management with respect to issues arising from other jurisdictions. The intention is to provide a team approach to management issues.

Inspection and Standards—In the fall of 1973 the office of the Director of Inspection and standards was established, with two Inspectors appointed in July of 1974 to work under his direction. Several of the responsibilities of this specialized unit were incorporated into the *Corrections Act* through the *Corrections Amendment Act, 1977*. The legislated responsibilities are

(1) to inspect all correctional centres, youth containment centres, remand facilities, and other facilities established under the Act;

(2) to investigate any matter on the written request of the Minister or Commissioner, including escapes, suicides, and staff misconduct;

(3) to investigate complaints received from inmates, youths in containment or remand, probationers or parolees, youths on conditional release, and parents of youths under Corrections Branch supervision.

The legislation provided the Director, Inspection and Standards, with the powers, privileges, and protections of a commissioner under sections 7, 10, and 11 of the *Public Inquiries Act*.

In addition to the legislated responsibilities, the Division is responsible

(1) to co-ordinate the development of standards for all Corrections Branch activities;

(2) to maintain the Manuals of Operation for adult institutional services and youth correctional programs;

(3) to act as the Branch Safety Representative.

The Manual of Operations, Institutional Services, was distributed in early 1977 after a lengthy preparation period. Work on this manual is continuing in order that standards and procedures are developed for adult Correctional Centres.

In December 1977, the Manual of Operations, Youth Correctional Programs, was distributed after 12 months of preparation. The Program and Policy Analysis Section of the Corrections Branch

provided a major contribution to this manual. The Division has assumed responsibility for maintaining this manual.

Throughout 1977 the revision of Gaol Rules and Regulations continued, and it is expected that this task will be completed in early 1978. The regulations for the Youth Containment Program were completed during 1977.

The Director continues as Chairman of the Standards Committee for High-risk Wilderness Programs which has been established to evaluate such programs either operated or funded by the Ministries of the Attorney-General or Human Resources. The Ministries of the Provincial Secretary and Travel Industry, Recreation and Conservation, and Forests are also represented on the Committee. Members of the Committee investigate the programs upon request and provide recommendations and guidance to program operators and Government officials.

The Division receives reports regularly from Correctional Centres on staff accidents, safety and health committee meetings, inmate accidents, boards of inquiry, statements of punishment, and escapes. There was a 25 per cent decrease in the number of escapes and walkaways this year. Staff were involved in 110 accidents, which represents a 10-per-cent increase in the number from 1976. There were 447 accidents concerning inmates, which is a slight increase over the year. Eleven Boards of Inquiry were held relative to these accidents.

During 1976 the Division completed work commenced in 1975 of fire arms selection, standardization, and redistribution in the Branch. In 1977, all rifles were replaced by the M-1 carbine, and all older firearms were recalled. This exercise was carried out with the co-operation of Corrections staff, B.C. Police College members, and the RCMP Ballistics Section members.

Verbal or written grievances were received during 1977 from, or on behalf of, 227 inmates listing 242 complaints. This represents a slight increase over 1976. The demand for this service has increased each year since the creation of the Division. During 1977, there has been a major effort toward encouraging inmates to discuss their grievances with staff within the Correctional Centres prior to writing to the Director, Inspection and Standards. In addition, a number of grievances were referred to the management of the Correctional Centres for local resolution.

A total of 30 investigations was carried out during 1977—special investigations, investigations of accidents, fires, escapes, staff misconduct, assault, and suicide. One investigation was a joint RCMP-Inspection and Standards investigation.

During 1977, a total of five inspections of various Corrections Branch facilities was carried out in order to monitor health standards, facility standards, and to establish capacity figures.

In 1978, it is anticipated that there will be an increase in the demand for services from this Division with the proclamation of Part IV of the *Corrections Act* which provides for the operation of the youth containment program. In addition, there will be a major initiative in the development of standards for all Corrections Branch activities with the creation of a Provincial Standards Committee, chaired by the Director, Inspection and Standards. Each Corrections Branch region will be represented on this committee, and it is expected that the work of the committee will continue for several years.

One area of concern is that the number of inspections carried out on Corrections Branch facilities has been reducing each year in response to increased demands in the other areas. With the legislated responsibility for the periodic inspections, it is planned to eventually establish a schedule of annual inspections of all Corrections Branch facilities. Additional time must be found within the Division in order to carry out this responsibility.

Staff Development—The Staff Development Section has continued to play an active role in the Branch during 1977, and has offered a wide variety of

training programs. In addition, major efforts have been taken in the area of policy development and setting of standards for the training of all levels of staff.

Major revisions were made to the Recruit Training programs for both security officers and probation officers. Prior to implementation of new training formats, a period of extensive consultation was carried out with field staff. Visits were made to all institutions in the Province and to most probation offices and district offices. Supervisors in the institutions were involved in a series of two-day workshops set up to explain the new Recruit Training System and the training role of supervisors.

On-the-job training journals were developed for all institutions, in consultation with institutional staff, and on-the-job training journals were also developed for probation officer recruit training in consultation with probation field staff.

Flowing from this over-all process, a series of benchmark policies relating to training standards were adopted by Branch management:

(1) All new employees must complete required training before the end of their six-month probationary period.

(2) All staff must complete basic training prior to promotion.

(3) All staff who have completed basic training must participate in advanced or refresher training at least every three years.

(4) All new or supervisory management staff must complete basic management training either prior to promotion or within six months of promotion.

(5) All experienced management staff must participate in advanced training at least every three years.

(6) All staff transferring from one functional area of Corrections to another must complete required on-the-job training within 30 days of transfer.

With the adoption of these policies it is anticipated that through timely and regular training of all levels of staff, the quality of service provided by the Branch will be enhanced and employee job satisfaction will be increased.

During 1977, the Staff Development Section played a major role in the transition from a divisional to a regional management structure of the Branch, and in the early part of the year the comprehensive training program for Regional Directors of Corrections was successfully completed.

As a result of the change in organization structure, the Staff Development Section was moved from the former Planning and Development Division to the Commissioner's Office Staff, reporting directly to the Deputy Commissioner of Corrections. Further changes involve the placement of full-time Regional Staff Development Officers in each of the Corrections Regions, reporting directly to each Regional Director of Corrections, but maintaining close communication with the Central Staff Development Section. While the Central Staff Development Section has responsibility for the planning and co-ordination of the over-all training system, the Regional Staff Development Officers have responsibilities for co-ordinating on-the-job training, and planning and implementing short seminars and workshops at the local level. It is intended that the Regional Officers will be able to relate more directly to the Regional training needs while ensuring that Provincial standards are maintained.

The full range of off-the-job training programs provided by Staff Development during 1977 involved over 650 staff in a total of 1,630 man-weeks of training. Courses carried out during the year include the following:

Security Officer Recruit Training (2 courses of 4 weeks duration, 42 participants).

Security Officer Backlog Training (8 courses of 2 weeks duration, 120 participants).

Correctional Officer Development Courses (6 courses of 2 weeks duration, 119 participants).

Probation Officer Recruit Training (1 course of 4 months, 20 participants).

Probation Interviewer Training (1 course of 4 weeks duration, 12 participants).

Community Correctional Centre Staff Training (2 courses of 4 weeks duration, 12 participants).

Introductory Management Training (2 courses of 1 week duration, 17 participants).

Institutional Supervisors' Workshops (11 workshops of 2 days duration, 115 participants).

Family Relations Act and Custody and Access Training Courses (5 courses of 1 week duration, 87 participants).

Regional Directors of Corrections Training Program (3 months duration, 10 participants).

Juvenile Containment Training Programs (4 courses of 3 weeks duration, 76 participants).

In addition to the above, Staff Development Section was responsible for co-ordinating and assisting in the development of a variety of training events and courses outside the Branch including training programs for supervisors at Capilano College (71 participants); a Symposium on Family Violence (33 participants); the 1977 World Congress on Mental Health (26 participants); the Canadian Congress of Corrections (20 participants); and numerous individually funded training programs. A total of 365 Branch staff was provided financial assistance totalling $19,037 for a variety of individual training programs, with two-thirds of the funding being drawn from the Public Service Commission's Staff Development Appropriation Fund.

During the year five Branch employees were granted Educational Leave with 75 per cent pay to pursue graduate training in related academic fields.

The Staff Development Section administered the allocation of 20 training relief positions which were made available to institutions in order to free up staff to attend training programs. During the year a further six training relief positions were added to the Staff Development Establishment in order to provide training for new probation officers prior to placement on the job. Additional training relief positions have been included in the 1978/79 budget estimates to ensure that replacement staff are available while all levels of staff are attending training programs.

In 1977, the responsibility for the development and maintenance of the Corrections Branch Staff Library at 5501 Kingsway in Vancouver was transferred to the Staff Development Section and arrangements were made to hire a full-time librarian from May through December to develop a more comprehensive library service. The staffing and development of the Corrections Branch library is seen as a high priority during 1978.

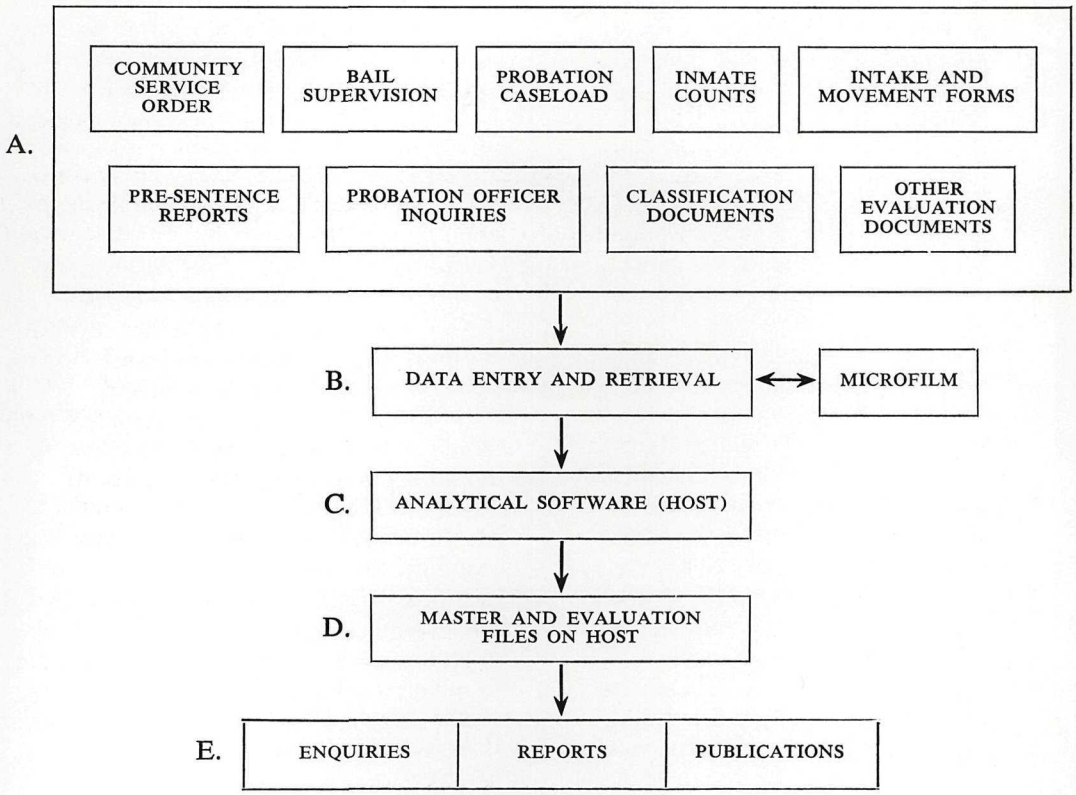
During 1977 further planning was carried out toward the development of a Justice Institute; however, no concrete plans were completed. The need for more adequate training facilities will be required to carry out the Corrections Branch training mandate for the coming year.

Program Evaluation and Data Systems—This section of the Commissioner's Office consists of two aspects: program evaluation and data systems. Both of these aspects are focussed around development of a fully operational information base, and reflect the need for the development of a system which actively supports and provides information for ongoing management decisions in the area of resource allocation, and the evaluation of programs.

Chart on page 63 is the structure of information flow within the Corrections Branch which is the basis for all of the activities for this section.

A. *Field Data Capture*

These documents are produced through intake and client reporting interviews, case analyses and summaries, and closing case evaluations. The accuracy of this information is dependent on the skills of the collectors, who are field staff. This process is key to the collection of information on corrections.



B. *Data Entry and Retrieval*

Program Evaluation and Data Systems is responsible for the entry and correction of data received from the field. The present mode of processing information at this stage utilizes a mini-computer that supports eight data entry terminals. The information is temporarily stored on this computer and periodically transmitted to the host computer (presently at Simon Fraser University) for future evaluation. The information is then retrieved from the host computer and printed on site at a Corrections location.

C. *Analytical Software (Host)*

In order to analyse information in a manner that will achieve the objectives of the evaluation design, computer programs are written and stored on the host computer. Some of the software which is utilized is part of packaged, statistical programs available to all users of the host (e.g., the statistical package for the social sciences (SPSS)). Some of the software has been custom-designed specifically for Corrections' purposes, such as citing the most serious offences.

D. *Master and Evaluation Files on Host*

Corrections' master file presently contains histories on approximately 100,000 individuals. In addition, there are evaluation files on individuals who have entered specific programs of interest to the Branch (e.g., community service order, bail supervision, etc.).

E. *Output: Inquiries, Reports, Publications*

The output of the above activities roughly takes three forms:

(1) Inquiries—the rapid production of specific information on individuals or programs that does not require

interpretation beyond the presentation of hard data. These are most usually termed "On Demand Requests."

(2) Reports—these are similar to inquiries and may require several runs of the data through the computer in order to achieve a meaningful pattern of description of activities. Analyses of the data are included, where needed and when possible.

(3) Publications—these are formal evaluative research reports that demand full explanation of all terms and techniques. They are targeted for individuals inside and outside the Branch and are usually published by the Queen's Printer. Examples of recent publications are native studies, community service order analyses, etc.

A major development in the data systems area during 1977 was the creation of a centralized, governmental computing organization—British Columbia Systems Corporation (BCSC). This organization is responsible for all Government computing and information systems development.

In conjunction with the Corrections Branch, BCSC has carried on work primarily in areas of A and B (*see* foregoing). New forms have been developed for probation offices and family courts. They are currently being used in selected pilot locations.

A mini-computer was acquired to replace the less efficient keypunch mode of entering and transmitting data to the host computer. The new hardware and software speeds up the entry of data (giving us a more current file) and reduces the number of entry errors. Furthermore, it allows for the printing of information at an on-site correctional location.

During 1977 the detailed plan for an automated information system covering the entire Branch was completed. The plan is chiefly aimed at the operational needs of the Branch. The structure proposed in the design is for a "distributed" system with data entry and retrieval taking place at the source of the activity. In other words, data entry terminals would be located in probation offices, correctional centres and courts throughout the Province. Data would be entered and retrieved directly from these locations.

Corrections, courts, and police are presently involved in joint planning in an attempt to meet a long-term objective—an integrated data system. The initial phase of this planning has led to a decision to centralize the present data entry groups for these three systems in Victoria under one roof. This first phase is consistent with both the Corrections design for a distributed network and the longer term goal of an integrated data system.

In December 1977, the Branch Management Committee gave its approval to a Policy Proposal regarding the issue of the security and privacy of Corrections information. This was a major step in the development of a coherent and rational position on the protection of individual rights and the security of information within Corrections and the Ministry.

Lastly, the host computer for the correctional system is being changed from Simon Fraser University to the new BCSC host computer which is presently located on the University of Victoria campus. One of the goals of BCSC is to replace the use of external computer facilities with facilities which are within the government service.

The Program Evaluation aspect of the section has carried on work mainly in the areas C, D, and E (*see* chart). During 1977 the structure of the master file was completely redesigned. The objective of this effort was to increase the analytic and reporting capability of the system. The Branch is now capable of monitoring the flow of clients from all courts through all correctional facilities and programs.

Using this expanded system, the Section has embarked on a number of planning and evaluation projects. It has been involved with the planning of new correctional and court facilities and has supplied planning information for depart-

ments and agencies external to the Attorney-General's Ministry. Economic Development, Indian Affairs (Ministry of Labour), Ministry of Health, and Ministry of Human Resources have all requested and made use of Corrections information by this Section in 1977.

In addition to the restructuring of the master file, a number of files have been created for the purpose of evaluating specific programs. Examples are the Bail Supervision evaluation file and the Community Service Order evaluation file. Files such as these provide an in-depth picture of the process in question.

In terms of report generation, this section responded to on-demand (inquiries) requests too numerous to detail in this overview. A number of "reports" were produced such as the "Analysis of Heroin/Methadone Users in the B.C. Correctional System." As well, two major works were published—*Native Indians in the B.C. Correctional System* and *The Community Service Order Program: The British Columbia Experience.*

During 1977 the section has been involved in two other important undertakings: the development of a working relationship with the Criminology Department at the Simon Fraser University, and the co-ordination and funding support of three external evaluation projects focusing on juvenile containment. In the first instance, the Corrections Branch will supply a research file to the Criminology Department in order to support the generation of academic research information on current criminological issues. In the second instance, the information produced by these three university evaluation teams will become directly usable by all Corrections Branch personnel. These moves support the intention to bring together in a constructive and useful way, the areas of practice and theory in criminology in order to better support future directions of corrections in British Columbia.

In 1978 Program Evaluation and Data Systems Section will commence in collaboration with Information Services a quarterly publication entitled *B.C. Corrections Branch Research Report.* These reports will be collections of research summaries focusing on central issues and programs within the correctional field. These reports will act as a vehicle for the distribution of research information, produced by both academic and evaluative researchers, back to the original data source—the field and field administration.

Resource Analysis—This section of the Commissioner's Office was created effective April 1, 1977, with Branch reorganization, to bring together Provincial expertise from each of the previously existing operations around issues of manpower and fiscal allocations. This includes capacities in relation to construction and maintenance, and specialized food services expertise.

During 1977, this section was responsible for Provincial compilation of quarterly fiscal reports, consultation and processes with regard to Treasury Board and Cabinet submissions for resources, liaising as a Provincial group with the Government Employees Relation Bureau and Personnel Services over manpower issues, maintaining a Provincial set of books on Corrections operations in liaison with regional resource/business managers, preparation of Branch submission for estimates 1978/79, and ongoing consultation and advice to senior management with respect to manpower and budget issues, and in particular, with regard to use of contracts for services.

The importance of these activities can not be overstated and in no small measure contribute to the Branch's relative effectiveness in achieving the appropriate resources to adequately run programs and facilities.

Program Analysis—As with Resource Analysis, this group was created effective April 1, 1977, as a result of the Corrections Branch reorganization, to include a variety of program and analyst expertise which existed in the previous operational organizations. The analysts in this section undertake on demand from management a variety of analytical, data gathering, and

consultative functions. They act as resources to field managers on specific issues, and to management as a whole with regard to general directions, issues, and so on which require policy decision.

The analysts each specialize in one of the following areas: Family Services, Adult Services, Juvenile Services, Pre-trial and Court Services, and Community Liaison Services.

In each area, the analyst is accountable for drafting Provincial policy, standards, and procedures; contributing to the drafting of legislation and regulations and co-ordinating inter-ministerial activities relative to the development and implementation of the various programs and services falling under the general rubric.

Some of the work undertaken during 1977 by this section is as follows:

- Obtaining feed-back on Bill 69 (the amendment to the *Family Relations Act*).
- Assisting in the development of policy for the enforcement of maintenance.
- Involvement in the drafting of the manual of operational procedures for Youth Containment Centres in British Columbia.
- Ongoing co-ordination of Corrections Branch interest relative to the development of two remand centres in Vancouver.
- Representing Corrections Branch in the Ministerial Committee studying the question of intermittent sentences and lock-up.
- Co-ordination of information relating to liaison with Corrections Branch and the Forest Service with respect to Forest Camp programs.

The position of analyst, Community Liaison Services, has not been available to the Branch as a result of secondment to a Ministerial program. The position of analyst, Juvenile Services was vacant for several months in 1977, as a result of promotion of the incumbent.

It is anticipated that the section will be at full strength in 1978, and its services provide a capability for the Branch to examine in depth the many issues which require clarification and decision.

Information Services—In May of 1975 a Director of Information Services was permanently appointed within the Branch. Information Services became responsible for the design and direct implementation of a progressive communications function for the Corrections Branch, with specific responsibilities and accountability in the following areas—internal staff information, formal publications of the Branch, public information and education materials, and finally to provide initiative, direction, and expertise in the whole area of staff information, news media relations, and public information and education for all Branch personnel.

Day to day and periodic tasks of this section are many and diverse from preparing the annual report of the Corrections Branch and a semi-monthly Newsletter of the Corrections Branch, briefing material on behalf of the Commissioner, to speaking at public functions, schools, assisting with career days, providing information to the media, working closely with the Information Services of the Ministry (which was commenced in early 1977), consulting with management and staff at all levels of the Branch and acting on a number of committees (such as the Corrections Personnel Classification Project—*see* below) in order to assist in the information flow and communication process.

A major function of this section during 1977 was the development of a complete policy framework in relation to information sharing, the production of a complete basic set of printed publications, an audio-visual presentation, and a set of information binders for staff. The policy was approved in May 1977, by Branch Management, making Corrections one of the only divisions of Government to have such a wide ranging document. In early 1978, the complete information package will be available for distribution to the general public, schools, other justice system agencies and related Government ministries, and so on.

The year 1978 should see the continuation of this two-phased plan of development, in which it is anticipated that each region

will begin to develop its own public information and education program plan, in consultation with Information Services.

Corrections Personnel Classification Project—During 1977, a significant effort was made to attempt to grapple with issues of anomalies and inconsistencies with respect to classifications of personnel within the Corrections Branch, and the lack of any real career planning structure within the Branch. The following is a brief explanation of this very significant undertaking.

As an organization, the Corrections Branch had originally been two virtually autonomous and non-relating correctional streams, i.e., probation services and institutional services. In 1973, these divisions were joined by a planning and development capacity, in order to attempt to focus the intent of the Branch to develop an acceptable continuum of correctional services in the Province, as has already been outlined in the previous section of this report entitled Branch Reorganization. The results of these considerable developments had been a blurring of traditional roles, with a number of new roles emerging, such as bail supervisors, temporary absence officers, community service officers, and staff support roles.

In September of 1976, a Correctional Manpower Development Committee was struck by the senior staff of the Branch. It was given the task of designing a career stream classification model for an integrated correctional system. The Committee was to start the task conceptually from a clean slate, but, was to develop a practical system which would effectively rationalize all existing roles into one classification series, into which new and developing roles could easily be accommodated. The new system should rationalize equitably the classification level for the role being performed; it should spell out criteria by which people could move up as well as laterally to change "streams." It should allow career planning and spell out staff straining and development needs for individuals and for groups. The Committee was made up of representatives from the Corrections Branch, Personnel Services of the Attorney-General's Ministry, and the Public Service Commission.

After a number of efforts to grapple with the complexity and size of the task at hand, the Committee recommended to senior management that the endeavour required full time co-ordination and staff, with the part-time availability of central agency personnel, such as Public Service Commission, Government Employee Relations Bureau, and Personnel Services of the Attorney-General's Ministry. These appointments were made in May of 1977, and the first phase of a six-month feasibility study was undertaken.

During the first stage, the project team concurrently examined four possible options for the creation of an improved classification system for the Corrections Branch. The examination required an extensive field consultation and review of existing literature. The option which emerged as the most appropriate one was built on a theoretical model which received approval by Branch Management in December of 1977. The model has three basic elements and considerable detail associated with each one:

(1) An integrated classifications series,
(2) based on factor/point analysis as,
(3) applied to functional areas of corrections work.

Phase II, which will be commenced in 1978, will be directed toward refining and testing the model and producing a more thoroughly defined working framework.

A COMMON CONCERN

The justice system is guided by, and at the same time sets out, standards of acceptable behaviour in our modern, complex society. Every branch of the justice system—the police, the courts, legal services, and the Corrections Branch—must share in the responsibility of finding effective responses to those people who do not meet society's standards—people involved in contravention of the laws of the land.

But it has been shown throughout this report, that the Corrections Branch is committed to emphasizing community based programs as constructive alternatives to imprisonment, as it is committed to increasing prevention programs in conjunction with police and court initiatives, because the real solutions to justice problems lie within the community where they arise. Resolving justice issues is a responsibility not only for the justice system, but for the community at large.

Appendix A: Goals, Strategies, and Beliefs, Corrections Branch, 1977

PART I—INTRODUCTION

Many forms of resolving social conflict exist in society. The family, church, and school are well-known institutions which, among other functions, attempt to mediate and deal with various types of social conflict. Governmental interventions (such as social welfare) and privately operated programs are also aimed at the resolution of various forms of social conflict. The justice system, on both the civil and criminal side, has been used to deal with more serious forms of social conflict and to act as a "back-up" to those institutions and agencies previously mentioned.

In essence then, the justice system has been used to mediate, resolve, or otherwise respond to those forms of social conflict which have been defined, by legislative process, as unacceptable; the conflict stemming from behaviour which violates the rights of others and cannot be tolerated without some form of formalized state intervention.

Although general and wide acceptance is lacking, the basic purpose of the justice system in Canada is to protect social institutions and individuals in society, including the offender himself, by preventing crime and delinquency, by reducing the negative effects of crime and delinquency, and by fairly and humanely dealing with social conflict which comes within the context of law.

Thus, the purpose of the Corrections Branch is to provide a range of services which vary in level of supervision, control, and security, and which collectively contribute to the achievement of the justice system purpose. In working toward this purpose the Corrections Branch has establish as principles

(i) a statement of goals and objectives (*see* Part II) which outlines *what* it is we want to attain;

(ii) a statement of strategies and activities (*see* Part III) which indicates the *means* employed in reaching those goals and objectives; and

(iii) a statement of beliefs (*see* Part IV) which serves as guidelines in determining *how* we implement those strategies and guidelines.

Corrections is an integral part of the justice system, initiating a number of programs which, it is hoped, will contribute to the over-all purpose of the justice system and thus serve society by playing a significant role in the protection of society and the mediation and resolution of social conflict.

Corrections must then be seen as an integral and essential part of a co-ordinated and interdependent justice system. Thus, it has a relationship and interdependence with police, courts, prosecution, and legal services as well as numerous community agencies contributing their services and advice in the justice area. Actions taken by police frequently result in required Corrections involvement. To a great extent, the courts dictate the level of Corrections involvement in custodial and community programs. And conversely, actions taken in the Corrections area have substantial impact on police, courts and, indeed, society itself.

In summary, Corrections is part of a justice system, has a purpose and goals compatible with the larger system, provides a continuum of services which collectively contribute to the achievement of the purpose of the justice system, and the results of correctional programs affect the basic protection of society.

PART II—STATEMENT OF GOALS AND OBJECTIVES

Goal A

In co-operation with personnel in all components of the justice system, to participate actively in promoting reform throughout the justice system.

Objectives:

A1. Increased awareness and understanding of police, courts, legal and corrections personnel of the present state of correctional knowledge and the effectiveness (results) of existing correctional programs.

A2. Increased public awareness and understanding of the state of correctional knowledge and the effectiveness of correctional programs.

A3. Devise and implement specific strategies of reform within contemporary correctional theory, practice, and legislation.

A4. Identify possible strategies of system-wide reform, e.g., decriminalization, depenalization, and diversion, and communicate these to appropriate decision-makers.

Goal B

To assist the family in resolving those disputes in which direct court intervention is being considered.

Objectives:

B1. Provide counselling and referral services to the family in response to applications for assistance in resolving, without direct court intervention if possible, disputes involving family and child maintenance, custody, and access arising from marital separation.

B2. Provide opportunities for out-of-court resolutions of family-related criminal matters, e.g., assault, threat, and nonsupport.

B3. Provide information when requested by the Family Court to assist in making a finding on maintenance, custody of, and access to children.

B4. Assist in the administration of orders made by the Family Court in the above disputes, as provided for by statute or court directive.

Goal C

To provide information which will assist the court in determining disposition.

Objectives:

C1. Advise the court on available and suitable dispositional alternatives and resources, both within and outside the Corrections Branch.

C2. Supply the court with relevant information on the offender, as provided for by statute or court directive.

Goal D

To administer those dispositions and orders imposed by the court which fall within the jurisdiction of the Corrections Branch.

Objectives:

D1. Identify, develop, and maintain a wide range of correctional programs and facilities which provide graduated levels of control, supervision, and security.

D2. Provide to offenders opportunities which are conducive to active, self-determined participation.

D3. Provide opportunities for offenders to exercise responsible decision-making.

D4. Assist the offender in understanding that the imposed sanction is a result of his infringement upon the rights of others.

D5. Encourage the court to specify the purpose and intent of the sanction imposed.

Goal E

To increase community and individual awareness of joint responsibility in preventing crime, delinquency, victimization, and family breakdown.

Objectives:

E1. Provide information on social conditions contributing to crime, delinquency, victimization, and family breakdown.

E2. Encourage and participate in the development of programs which contribute to improvement in those social conditions.

E3. Encourage the reduction of opportunities for criminal behaviour, e.g., Neighbourhood Watch.

E4. Encourage the development of effective mechanism for community mediation and resolution of social conflicts/disputes without necessitating referral to, or intervention of, the justice system.

Goal F

To encourage effective co-operation among justice system components.

Objectives:

F1. Identify and recommend to police and (or) Crown counsel appropriate alternatives to court action.

F2. Increased communication and information sharing among justice system personnel at all levels.

F3. Ensure that goals and objectives of each justice system component are mutually compatible and complementary.

F4. Participate in joint planning for more effective service delivery.

NOTE—Goals do not necessarily appear in order of priority.

PART III—STATEMENT OF STRATEGIES AND ACTIVITIES

Strategy 1

Investigating and reporting.

Activities:

1A. Provide information as required by the court.

1B. Provide prosecutor and (or) police with information on persons referred for possible diversion or screening before court action.

1C. Provide information to institutions and parole boards on incarcerated offenders before their re-entering the community.

1D. Provide relevant information and (or) reports to other related agencies as appropriate and with due regard for the confidentiality of the information.

Strategy 2

Mediation and conciliation.

Activities:

2A. Where appropriate and in co-operation with other agencies, attempt to mediate mutually acceptable resolutions of conflict as an alternative to court resolution.

2B. Identify situations and make referrals for intervention by social agencies other than those of the justice system.

2C. Collaborate with police, Crown counsel, and court administration to develop guidelines for determining which conflicts should be resolved through outside mediation.

Strategy 3

Imprisonment.

Activities:

3A. Provide a range of custodial facilities to
- (1) separate dangerous and hard-core offenders from the community;
- (2) provide graduated levels of control for those serving sentences of denunciation and sentences resulting from wilful noncompliance with a previously imposed court order;
- (3) provide separate containment for juvenile offenders; and
- (4) provide graduated levels of control for those remanded in custody.

3B. Provide standards and procedures for gradual re-entry and supervision of offenders released from custody.

3C. Provide a classification process to determine the level of control required for each offender sentenced to a period of incarceration.

3D. Provide programs and activities in which the inmate is encouraged to exercise personal decision-making skills in areas of work, recreation, spiritual development, education, and life skills.

3E. Ensure that rights and responsibilities of staff, inmates, and the community as a whole are upheld and that the respective responsibilities of each are identified and communicated.

3F. Ensure the availability of suitable medical, dental, and psychiatric services to those incarcerated.

Strategy 4

Community supervision and control.

Activities:

4A. Provide supervision, counselling, and (or) referrel to other agencies, thus ensuring that the spirit and intent of the disposition is achieved.

4B. Provide a range of community-based residential and nonresidential attendance facilities and programs.

4C. Develop and maintain mechanisms for communication and information-sharing with justice and social agencies concerned with surveillance and control.

Strategy 5

Alternatives to imprisonment.

Activities:

5A. For some offenders, where sentences or orders of imprisonment have traditionally been indicated, to recommend alternatives to imprisonment such as the following:
- (1) good conduct order;
- (2) reporting order;
- (3) residence order;
- (4) performance contract order;
- (5) community service order;
- (6) counselling order;
- (7) restitution and compensation order;
- (8) absolute discharge;
- (9) conditional discharge;
- (10) day fines;
- (11) bail and remand supervision.

5B. Co-operate with other agencies in the search for other alternatives to imprisonment by providing incentive and opportunity for innovative demonstration projects.

Strategy 6

Legislative review.

Activities:

6A. Review legislation and recommend appropriate revisions in order that laws remain consistent with, and responsive to, changing standards and values in society.

6B. Interpret existing legislation in view of the goals and objectives of the Branch.

6C. Develop and communicate rationale for existing legislation and for possible changes.

6D. Support system-wide research to study society's views on different crimes and to assess appropriateness of existing sanctions provided for in legislation.

6E. Assess social costs of criminal activity and trends to identify those offences that need not be processed through the justice system.

6F. Where appropriate, develop and communicate to the Minister Branch positions on selected controversial issues related to justice.

6G. Provide opportunities for joint criminal justice personnel training, development, and education concerning issues of legislative change.

Strategy 7

Community involvement and public awareness.

Activities:

7A. Communicate information on Corrections Branch activities generally, including those which are unrelated to criminal behaviour, such as services to families and individuals.

7B. Communicate information and statistics on type of offenders, offences, sentences, expenditures, expectations, and results achieved.

7C. Co-operate with and encourage public and social service agencies to assist offenders.

7D. Encourage and provide opportunities for voluntary participation of citizens and community groups in correctional programs.

7E. Provide resources to community and private agencies which assist in the achievement of Corrections Branch goals and objectives.

7F. Provide training opportunities for Corrections staff to equip them to work with community organizations.

7G. Use existing community organizations, e.g., Justice Councils and Family Division Committees, in promoting and facilitating public awareness and communication.

Strategy 8

Staff management.

Activities:

8A. Provide adequate compensation and benefits consistent with the level and complexity of responsibilities assigned.

8B. Ensure that staff are provided with adequate support services to effectively carry out their assigned duties.

8C. Maximize opportunities for personal and professional growth and development through education and training.

8D. Provide opportunities for job rotation, lateral and vertical career mobility, job enrichment, and improved working environment.

8E. Periodically review and clarify job roles and relationship to organizational goals.

8F. Provide consistent standards of performance and policy guidelines.

8G. Encourage staff participation in professional associations.

8H. Promote an atmosphere in which staff feel free to evaluate current correctional and personnel practices.

8I. Consistent with good labour management practice, encourage co-operation between management and union components to more effectively achieve the common purpose.

Strategy 9

Management of resources.

Activities:

9A. Reduce the fragmentation and duplication represented by the current division of correctional responsibilities between the Federal and Provincial Governments.

9B. Provide an information system which will ensure monitoring and evaluation of correctional programs.

9C. Determine the need for resources, secure adequate resources, and establish a set of priorities (Provincial, regional, and local) to ensure the most effective use of those resources.

9D. Integrate resource management and delegate decision-making to the lowest appropriate level.

9E. Develop and maintain appropriate correctional standards and policies.

NOTE—Strategies do not necessarily appear in order of priority. Any strategy may relate to the achievement of one or more goals. Thus, there is no simple one-to-one relationship implied.

PART IV—STATEMENT OF VALUES AND BELIEFS

Society has an interest in upholding values and has developed many forums for the resolution of social disputes arising from a conflict of values. The justice system exists as a "back-up" to deal with the more serious forms of conflict which have not been or cannot be resolved in other forums.

Correctional services exist as an essential part of a co-ordinated and interdependent justice system. Corrections Branch activities contribute to the realization of the goals of the justice system generally.

Personnel of the Corrections Branch bring to the performance of their duties a set of values which predisposes them to carry out their mandate within a certain framework of beliefs. These beliefs, which include the following, serve as guidelines in determining how we, as correctional personnel, implement strategies and activities and work toward our goals:

1. Offenders must be held accountable for their acts.

2. All offenders, regardless of their offence, remain members of society, are to be treated with the basic respect and dignity accorded all members, and should not be subjected to cruel and unusual forms of treatment.

3. Within the limitation of the court-imposed sanction and considering the risks for the community, the offender has a right to exercise self determination and personal decision making.

4. Although a minority reflect a consistent pattern of criminal behaviour, offenders are capable of responsible decision-making and of changing their behaviour. Therefore, some correctional programs ought to be designed to allow for, and indeed, encourage behavioural change.

5. The majority of offenders, with the exception of the commission of a specific act, function daily within acceptable societal norms, and therefore should be subject to only simple sanction and not to programs designed for behavioural change.

6. Every opportunity should be provided for offenders to "make amends" to society generally and (or) to the victim.

7. Offenders should not receive greater opportunities or rights than those generally available to other members of society.

8. The term "offender" is reserved for those persons who become identified through the lock-step process of being observed, reported, apprehended, charged, tried, convicted, and sentenced for committing an act which is defined as illegal. The term is not applied for those persons who commit a similar act and are not processed through the justice system; thus offenders within the justice system represent an unknown percentage of those persons engaged in any given illegal activity.

9. Society must accept responsibility for those conditions which contribute to criminal activity and must work toward their improvement.

10. Social institutions and individual members of the community have a right to protection from victimization by an offender.

11. While the justice system is charged with the responsibility of upholding certain values through the imposition of sanction, we believe that law should generally reflect current values held by the community, though at times legislators in their role as "law makers" should lead in the formulation of community values.

12. Sanctions imposed by the court should be influenced by the total circumstances leading to the commission of the offence.

13. While the offender retains many of the rights of other citizens, he does forfeit certain rights as dictated by the explicit "limitation of freedom" imposed by the court and the implicit limitations dictated by the conditions and degree of custody, security, and supervision.

14. The Branch has a responsibility to hold in secure custody those offenders so sanctioned until the expiration of sentence, or until such time as there are reasonable indicators that the risk they present to the community has been reduced to the degree that less secure, community-based programs can be made available to them.

15. Since the community is the natural environment and the environment to which offenders will eventually return, as many Correctional Branch programs as possible should operate in the community in order to increase the effectiveness of those programs.

16. We recognize that members of society are entitled to a basic level of subsistence (food, shelter, and care), and we recognize that we do not have the right to force people to work or participate in correctional programs, but we also believe that offenders must be helped to understand the consequences which resulted from their action, and how their behaviour resulted in the violation of the rights of others.

17. There must be a perceived balance of rights, responsibilities, and respect between the offender, the community, the victim, and the staff responsible for administering the sentence of the court.

18. Some conflicts are best resolved through mediation and conciliation of the conflict with referral to the court only when other attempts at resolution fail.

19. In attempting to meet its objectives, the justice system should avoid excessive and unnecessary intervention in the lives of members of the public generally and specifically in the lives of offenders.

20. Within the justice system, due regard for confidentiality of information is essential.

Appendix B: Regional Operations

As explained elsewhere in this Annual Report (Reorganization of the Branch), each region is administratively responsible for the full range of Correctional services within its geographical area as illustrated in Appendix C. The following is a breakdown of the operational units reporting relationships throughout the Province.

VANCOUVER REGION

Vancouver East District

- North East Adult Office
- South East Adult Office
- South Juvenile/Family Office
- East Juvenile/Family Office
- North Juvenile/Family Office
- Burnaby Community Correctional Centre
- Vancouver Juvenile Services Intake
- Vancouver Family Services Intake
- DARE

Vancouver West District

- South West Adult Office
- West End Adult Office
- Vancouver Court Team Adult Office
- Vancouver Bail Supervision
- Burrard Juvenile/Family Office
- West Juvenile/Family Office
- Marpole Community Correctional Centre
- Lynda Williams Community Correctional Centre

North Shore District

- North Vancouver Adult Office
- West Vancouver Office
- Porteau Cove Camp
- Sechelt Office
- Squamish Office
- North Vancouver Juvenile/Family Office
- Powell River Office

Oakalla District

- South Wing
- West Wing
- East Wing
- West Gate B
- Hospital
- Central Control
- Support Services
- Oakalla Women's Unit

Youth Containment

- Youth Detention Centre

SOUTH FRASER REGION

Chilliwack Forest Camps

- Thurston
- Ford Mountain
- Security Unit

East District

- DASH (Pierce Creek)
- Chilliwack Community Correctional Centre
- Abbotsford Probation and Family Services
- Chilliwack Probation and Family Services
- Hope Probation and Family Services
- Mission Probation and Family Services

West District

- Delta Probation and Family Services
- House of Concord
- Langley Probation and Family Services
- Richmond Unified Family Court
- Richmond Adult Probation and Family Services
- Surrey Unified Family Court
- Surrey Adult Probation and Family Services
- Surrey Bail Supervision
- White Rock Probation and Family Services
- Surrey Community-based Residential Centre

Juvenile Containment Program

- Centre Creek Camp

Support Services

NORTH FRASER REGION

District 1

- New Haven Correctional Centre
- Burnaby Central Probation Office
- Burnaby North Probation Office
- Burnaby South Juvenile and Family Services
- New Westminster Probation Office

District 2

- Twin Maples Correctional Centre
- Farms Program
- Maple Ridge Probation Office
- Coquitlam Juvenile and Family Services
- Port Coquitlam Adult Probation Office

District 3

- Haney Forest Camps
  - Stave Lake Camp
  - Boulder Bay Camp
  - Cedar Lake Camp
  - Pine Ridge Camp

District 4

- Alouette River Correctional Centre

INTERIOR REGION

Kamloops District

Ashcroft Probation Office
Kamloops Adult Probation Office
Kamloops Family Probation Office
Lillooet Probation Office
Merritt Probation Office
100 Mile House Probation Office
Williams Lake Probation Office

Okanagan District

Oliver (Grand Forks and Princeton)
Penticton
Kelowna
Vernon
Salmon Arm
Revelstoke

Kootenay District

Castlegar
Cranbrook
Creston
Fernie
Golden
Kimberley
Nelson
Trail

Institutions

Kamloops Regional Correctional Centre
Rayleigh Camp
Clearwater Forest Camp
Kamloops Community Correctional Centre

NORTHERN REGION

West Coast District

Terrace Community Correctional Centre
Queen Charlotte Island Probation Office
Prince Rupert Probation Office
Terrace Probation Office
Kitimat Probation Office
Smithers Probation Office

Institutions

Prince George Regional Correctional Centre
Hutda Lake Camp
Activators Community-based Residential Centre

North Central District

Dawson Creek Probation Office
Fort St. John Probation Office
Fort Nelson Probation Office
McKenzie Probation Office
Prince George Probation Office Adult Juvenile and Family Services
Vanderhoof Probation Office
Quesnel Probation Office

VANCOUVER ISLAND REGION

South District 1

Vancouver Island Regional Correctional Centre
Community Correctional Centre No. 1 (Wilkinson Road)
Victoria Adult Probation Office
Combined Services Unit (Volunteers/Bail Supervision/James Bay Project)
Case Management Unit (Administration)
Attendance General (Administration)

South Island 2

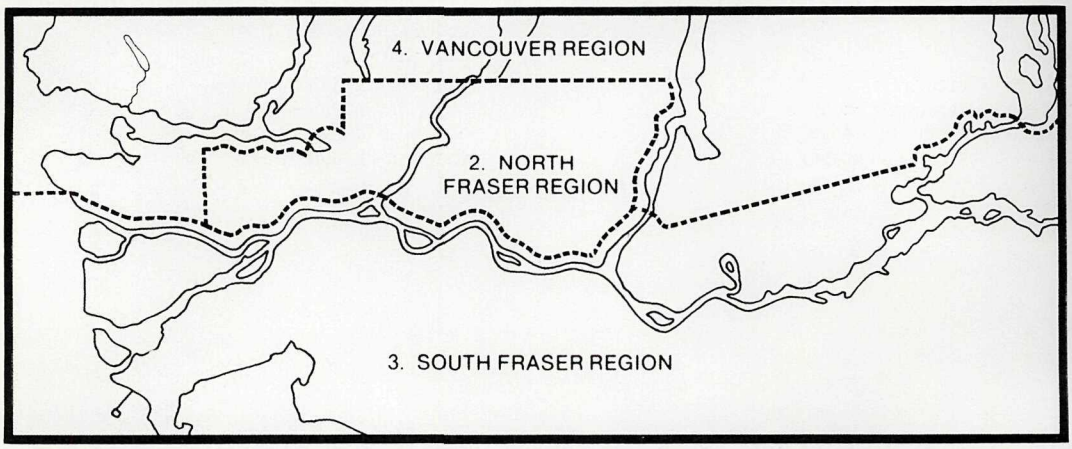
Jordan River Camp
Youth Detention Centre
Duncan Probation Office
Court Services (Victoria)
Metchosin Camp
Family Court Probation Office (Victoria)
New Directions Program
Sidney Probation Office
Graham House (1978)

North Island District

Snowdon Community Correctional Centre
Lake View Youth Containment Camp (1978)
Port Hardy Probation Office
Campbell River Probation Office
Courtenay Probation Office
Port Alberni Probation Office
Parksville Probation Office
Nanaimo Probation Office

APPENDIX C

REGIONAL HEADQUARTERS: CORRECTIONS BRANCH



1. Vancouver Island Regional Office
209-2951 Tillicum Road
Victoria. B.C.
V9A 2A6

2. North Fraser Regional Office
11965 Fraser Street
P.O. Box 67
Maple Ridge, B.C.
V2X 3C3

3. South Fraser Regional Office.
c/o Room 200 · 33384 South Fraser Way
Abbotsford. B.C.
V2S 2B5

4. Vancouver Regional Office
Ste. 400 · 805 West Broadway
Vancouver. B.C.
V5Z 1K1

5. Interior Regional Office
Room 350 · 546 St. Paul Street
Kamloops. B.C.
V2C 5T1

6. Northern Regional Office
3rd Floor
444 Victoria Street
Prince George, B.C.
V2L 2J7

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