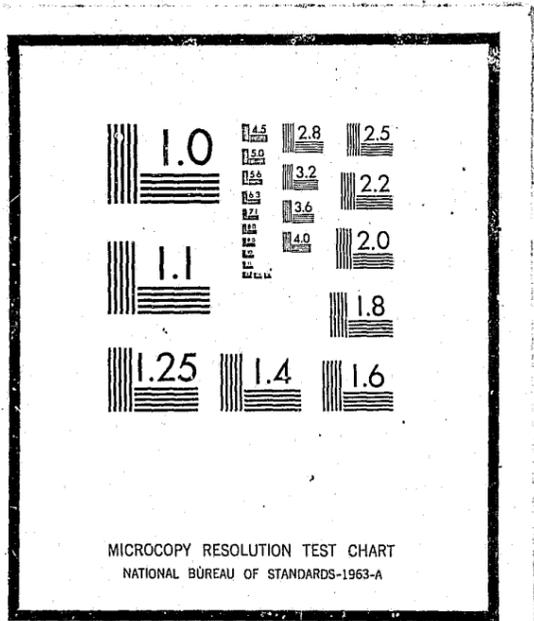


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British Columbia - Department of the
Attorney-General
A FIVE-YEAR PLAN
IN CORRECTIONS

Province of British Columbia
Department of the Attorney-General
Corrections Branch
Victoria, British Columbia
February 22, 1974

The Hon. Alex. B. Macdonald, Q.C.
Attorney-General

Planning Committee

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Deputy Minister-Corrections

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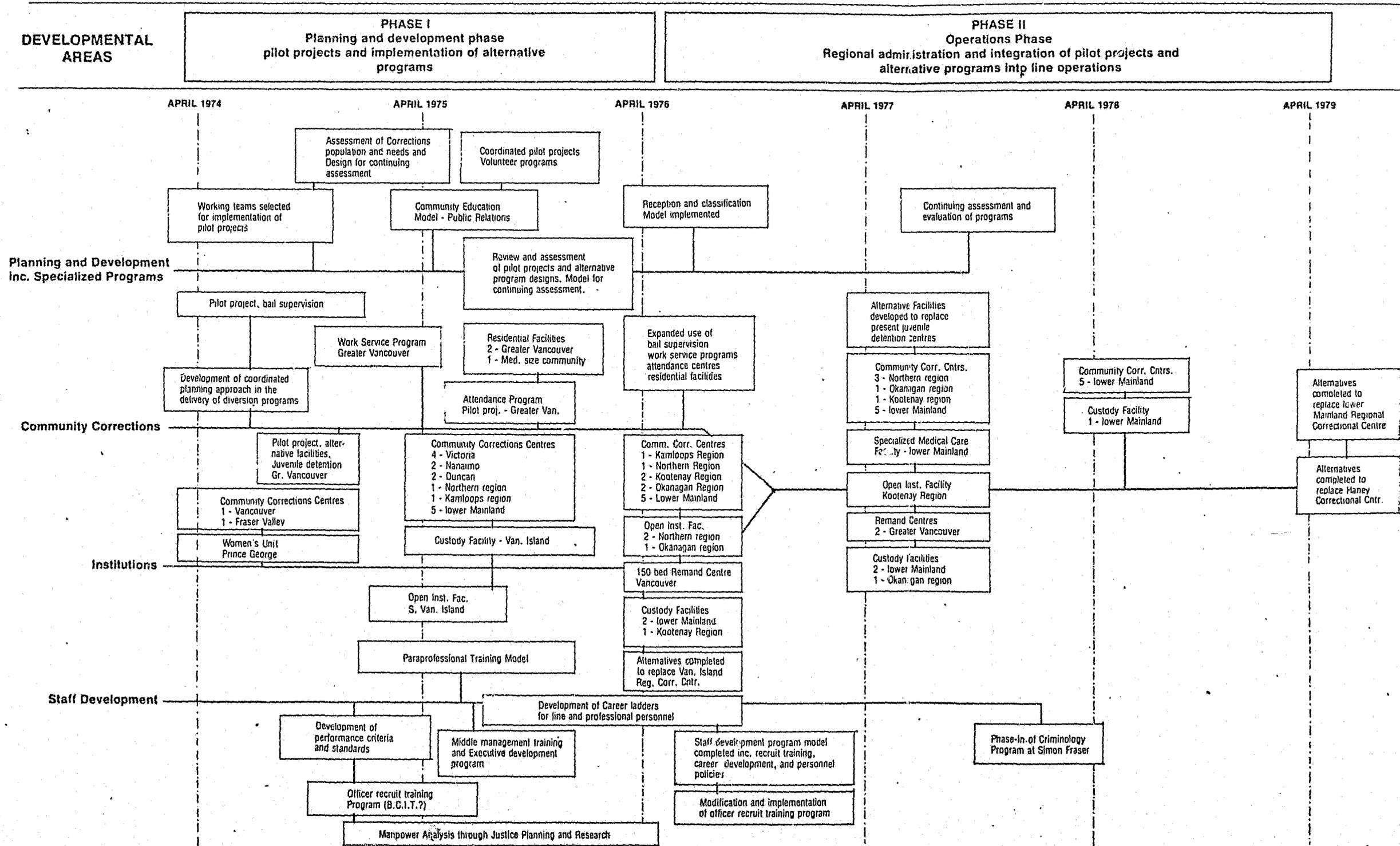
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FIVE YEAR PLAN (APRIL 1974 - MARCH 1979) CORRECTIONS BRANCH



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FIVE-YEAR PLAN
(April, 1974 - March, 1979)

INTRODUCTION

The Senior Administrative staff of the Corrections Branch have identified a number of priority areas for development in a five-year plan. This includes some projected target dates for the realization of specific planning objectives. There are a number of areas where specific objectives are known, but in most cases, target dates and places of implementation can only be generalized at this time.

Planning projections include the development of facilities and programs for both juveniles and adults. The addition of responsibility for juvenile detention centres is very recent, and planning related to this area of programming for juveniles has only recently begun.

THE PROCESS

The five year period, beginning April, 1974 and ending March, 1979 is divided into two major program phases.

The first is a planning and development phase which involves the identification and assessment of total program requirements, the implementation of alternative program structures and resources, and an evaluation related to the operation of those alternative programs. This phase ends March 31, 1976.

The second is an operations phase, which will begin in April, 1976 and end in March, 1979. This phase includes the merger of institutional and community corrections administrations under Regional Directors of Corrections. This represents a form of decentralization for purposes of creating a stronger autonomy in regional operations, and eliminating the split in the decision-making stream between institutions and community corrections.

The Corrections Branch has created a Planning and Development Division to provide resources, co-ordination and direction particularly in the planning and development phase of the five-year plan. This division will work with the Institutional and Community Corrections divisions to identify, implement and assess pilot projects and alternative program designs.

The Planning and Development Division will carry administrative responsibility for pilot projects and program experiments until such time as they are integrated into "line" operations. This division will also provide a core of resource advisors in areas of a specialized programs nature, related both to current operations and the development of pilot projects and alternative program designs.

The Planning and Development Division will assume overall responsibility for in-depth assessment of the total corrections population and projections related to that population. This assessment will involve the implementation of procedures involving intake, assessment and service delivery processes throughout the entire corrections system. These processes will be critical to the problem of matching client needs to expanding alternatives in programs and facilities. Basic to these processes is the establishment of procedures designed to involve the client most effectively in decision-making regarding the use of programs and facilities.

The involvement of community, corrections staff at all levels, inmates and probationers will be critical to the planning and development process. Mechanisms to encourage and include the involvement of these persons will be integrated into all phases of the five-year plan. Basic to all plans is a dramatic increase in the use of volunteers and the utilization of existing community resources.

THE PLAN IN COMMUNITY CORRECTIONS

Community Corrections Division planning involves the development of programs in three categories: juveniles, adults, and family relations.

Juvenile Programs

Although a child can be brought into Family Court and charged under the Juvenile Delinquents Act from the age of seven on, it is the general practice in this province to deal with virtually all children under the age of fourteen on an out of court referral to an appropriate agency. Corrections planning related to juveniles will involve an attempt to formalize this practice administratively, so that no child under the age of fourteen is charged in Family Court.

Five areas have been identified for planning and development related to juveniles:

1. Diversion Programs - Programs will be developed to increase the capacity of the probation officer to provide effective intervention for juveniles prior to a charge being laid. Planning in this area involves increasing the capacity for a) attaching persons to appropriate referral agencies and b) engaging the probation officer in short-term intervention processes with a child and his/her family.
2. Supervision in the Community - In those cases where an element of supervision is necessary, the matter is referred to Court, first for adjudication and secondly for court ordered supervision. The probation officer's responsibility to the court, the juvenile and his family is to assist the juvenile to integrate successfully into his/her local community.

The juvenile is encouraged to use the appropriate resources that are available to all young people in the community. This requires a close liaison between the probation officer and other government departments, particularly the Departments of Education, Human Resources, Recreation and Mental Health.

The Corrections Branch and the Department of Human Resources have recently issued a joint communique on the development of resources for children who come to the attention of both probation officers and social workers. This is a first step

in an effort to increase the co-operation between government departments relative to juveniles. Corrections planning for the next two years will involve an increased emphasis on the development of resources for juveniles in co-operation with other government departments.

3. Probation Supervision Using Correctional Programs - In those cases where the community and other agencies are unable to supply support services, the Corrections Branch will assume the responsibility for developing appropriate programs. These programs will fall under the general classification of "attendance centres," to which juveniles may be committed by the court as a condition of probation. These programs will fall into three main categories:

- a) Daily Attendance Programs (such as the present program operated in Victoria)
- b) Weekend Attendance Programs (such as the Porteau Cove Camp and the Ruskin Farm programs)
- c) Full Residential Programs (such as the House of Concord and Centre Creek Camp)

These programs will offer courts the option of imposing a designated period of supervision in a structured setting, for those persons unable to respond immediately to supervision in the community. These programs will be operated primarily under the auspices of the Corrections Branch, but a close relationship with school programs, child welfare services, mental health programs, etc. will be maintained.

4. Juvenile Detention Centres - The Corrections Branch will assume responsibility for the detention and remand of juveniles as of April 1, 1974. The present detention homes operated by the city of Vancouver and the city of Victoria provide limited opportunity for effective intervention with juveniles at the time of arrest.

Corrections Branch is committed to developing effective alternatives involving all ranges of security. This will necessitate the development of small resource centres on an experimental basis to assess a) the need for juvenile detention and b) the effectiveness of different program approaches including methods for holding children who may be severely disturbed, chronically addicted to drugs, or dangerous to themselves or the public. It is planned to phase out the detention homes in Vancouver and Victoria by December, 1976.

5. Prevention - The probation officer has a responsibility to encourage other government departments and the community, to develop programs that will reduce the probability of children coming into conflict with the law. This will focus on increased involvement with schools, particularly at the junior high level, in contributing to the planning of appropriate programs to keep children involved in school and pro-social activities.

As a first step in planning, probation officers will be meeting with the Department of Education and the Department of Human Resources in April, 1974 to study the development of alternative school programs.

As it is important not to identify children as delinquent or criminal, the primary emphasis will be on contracting services to private societies or other agencies. The Branch will establish programs only when no other alternative can be found.

Adult Programs

1. Diversion - These are programs geared to prevent persons from coming before the courts. This includes intervention on the part of probation officers to achieve reconciliation between offender and offended by alternative means.

There is clearly a need for the co-ordination of diversion programs involving the police, lawyers, court administrators, private agencies, and probation officers. This is an area of intense interest at the present. The development of co-ordinated planning processes is an immediate priority.

2. Bail Supervision - Bail supervision programs will be developed to reduce the number of persons remanded in custody and to reduce the number of persons remanded in custody and to reduce the number of persons failing to appear in Court when released on their own recognizance. Planning is already underway to implement a major pilot project as a first step in this direction.
3. Court Service Programs - It is planned that the role of the probation officer will include more emphasis on working with the court system to assist in the administration of justice. The purpose is to provide a more satisfactory input related to the behavioral aspects of the court process, so that the offender's relationship with the court becomes a more complete learning experience for the offender in addition to satisfying legal requirements.

4. Community Resources - Several different types of programs are being developed within community corrections to fill the gap between supervision in the community and total incarceration. These programs may be identified as follows:

a) Work Service Programs - These programs would provide opportunity for certain persons to spend a designated number of hours in community service work as an alternative penalty to fine or imprisonment.

b) Attendance Programs - These programs are established to provide supervision in a structured environment for designated hours during the day, or for an established number of days or weeks in a residential setting. These programs provide opportunity for the client to be engaged in intensive personal and social development activities, as well as activities related to skill development and the use of leisure time. They fall into three main categories:

- i) Daily Attendance Programs
- ii) Weekend Attendance Programs
- iii) Full Residential Programs

The court has the alternative of directing a person to attend a designated program as a condition of probation rather than imposing a term of imprisonment.

c) Residential Facilities - These will be established as places of residence for persons under probation supervision. The Corrections Branch plans to provide such facilities for those who have no suitable homes and who do not fit into an available community resource. Wherever possible, these facilities will be developed by contractual arrangement with community resource agencies.

5. Prevention Programs - The development of programs related to prevention has been identified by the Corrections Branch as a critical area for emphasis in the five-year plan. Our current planning direction is based on the view that corrections is a total community problem and that emphasis on prevention is the best investment related to the goals and objectives of the Corrections Branch and the larger community.

Planning in this area includes involvement by Corrections Branch in community education programs, co-operative programs with schools, the increased use of volunteers, and work with persons self-referred or referred by other agencies.

Corrections Branch will develop mechanisms to provide more effective feedback regarding methods for improving the programs of other social institutions, in an effort to reduce the numbers who enter the corrections system.

There will be increased emphasis, within community corrections planning, to work co-operatively with other public and private agencies in order that services may be most effective and to avoid duplication. This reflects a change in emphasis in the role of the probation officer from a client-centered counselling role, to a case management role.

The capacity of the probation officer to co-ordinate available resources for Corrections clients will increase and, for example, will involve the probation officer as a resource person to the Community Resource Boards which are presently being established.

Family Relations Act

Corrections Branch currently employs persons who work exclusively on family relations matters, in some areas of the province. Some municipalities have provided this service through municipal employees. It is assumed that, come April 1, Corrections Branch will envelope these municipal employees to ensure continuity of services in those municipalities.

It can be expected that those Family Courts which are not now receiving this service will soon demand same, and that others will ask for an expansion of the service already received.

A considerable shift in emphasis has occurred since this service was instituted some years ago. Interviewers have progressed quickly from simple paper processing to seeing their role as advisors and helpers. A formalized training program and a clear role description will be developed soon, as will expertise relative to making appropriate referrals to existing agencies, for those specialized counselling and other services that are not provided by the Interviewer (e.g. Human Resources, Mental Health, etc.).

The question has been raised as to whether this service should be offered through Corrections Branch or the Department of Human Resources. A pilot project and subsequent report by the Royal Commission on Family and Children's Law, is expected to provide answers to that administrative question.

It is the considered opinion of Corrections Branch that, in order to provide this necessary service in the interim, the Branch should retain responsibility for such intake until the Report of the Commission becomes available.

Major Target Dates Related to the Development of Alternative Programs and Facilities in Community Corrections

By April, 1974

- Conference of police, lawyers, court administrators, private agencies and probation officers to develop a co-ordinated approach to diversion programs.
- Implementation of pilot project on bail supervision.
- Conference involving the Corrections Branch, the Department of Education and the Department of Human Resources to study the development of alternative school programs.

By September, 1974

- Pilot project on the development of a work service program in the Greater Vancouver area.

By January, 1975

- Implementation of an attendance program, Greater Vancouver area.
- Pilot project for the development of residential facilities (2 in the Greater Vancouver area, 1 in a medium-sized community). These residential facilities to house small numbers only.

By December, 1976

- Alternative facilities developed to replace present juvenile detention centres.

THE PLAN IN INSTITUTIONAL CORRECTIONS

NOTE: This section speaks to adult programs only, as such facilities are considered inappropriate for juveniles.

Five specific areas in the development of alternative facilities have been identified by the Institutional Corrections Division. Planning emphasis will concentrate on the creation of alternative facilities to replace the large regional centres which currently exist. The five types of alternative facilities have been identified as follows:

1. Community Correctional Centres - These are community residential facilities where program activities are centered in the community rather than in the institution. These facilities will vary in size from 10 to 20 beds. It is projected that approximately 50 such facilities will be developed over the five year period.

As many of these facilities as possible will be developed by contractual arrangement with community resource agencies. Where this is not possible, the Corrections Branch will purchase or lease appropriate facilities for development.
2. Open Institutional Facilities - These are facilities which are self-contained and where the focus of program activity is primarily within the institution itself. This type of facility would include the various camps with structured programs, such as forestry programs and "Outward Bound"-type programs. It is estimated that five additional facilities of this nature will be developed over the five year period.
3. Custody Facilities - Facilities will be maintained for those persons who constitute a danger to themselves, other inmates, staff or the community. These shall be kept as small as possible, but no more than 40 bed capacity. It is estimated that ten such facilities will be developed over the five year period, including two such facilities for women.
4. Remand Facilities - These are custody facilities used to hold persons awaiting trial. Part of current Corrections planning is to reduce the number of persons held in this manner, through the development of bail supervision or community remand supervision programs.

It is also planned that the remand facility will include provision for initial reception and classification of those sentenced into the corrections system. It is estimated that five such facilities will be developed over the five year period. In some cases, these will be attached to custody facilities as defined in 3. above.

5. Specialized Facilities - These are facilities for the seriously emotionally disturbed, persons with severe drug and/or alcohol problems, persons requiring intensive medical care, etc. Wherever possible, community resources will be used to meet the needs of persons requiring this type of specialized care. Where Corrections Branch finds it necessary to develop and maintain this type of specialized facility, the planning will involve appropriate public and private resource agencies.

Corrections Branch is currently involved with representatives from Mental Health and community resource agencies on a Forensic Services Commission to develop co-operative programs related to persons requiring this type of specialized resource. Planning in this area also includes joint involvement with the Mental Health Branch to develop facilities for persons with severe mental health problems.

It is the intention of the Corrections Branch, related to the development of facilities, that all offenders, except those requiring placement in custody facilities or those requiring admission to specialized facilities, shall be given the opportunity and be encouraged to seek employment or enrollment in community education programs upon admission. The entire plan is focused on increasing dramatically the number of sentenced persons using community resources as opposed to resources developed primarily within the Corrections Branch.

Major Target Dates Related to the Development of Alternative Programs and Facilities in Institutional Corrections

By April, 1974

- Opening of a Women's Unit (25 bed capacity) at the Prince George Regional Correctional Centre.
- Establishment of a Community Correctional Centre in Marpole (maximum capacity 15 beds) for temporary absence participants.

- Establishment of a Community Correctional Centre in Chilliwack (maximum capacity 20 beds) for temporary absence participants.

By April, 1975

- Alternative programs and facilities developed to replace Vancouver Island Regional Correctional Centre.

By April, 1976

- One 150-bed remand facility completed in Vancouver.

By April, 1977

- Two 75-bed remand facilities completed in Greater Vancouver.
- Medical care facility completed, Greater Vancouver.

By April, 1979

- Alternative programs and facilities developed to replace Haney Correctional Centre.
- Alternative programs and facilities developed to replace Lower Mainland Regional Correctional Centre.

SPECIALIZED PROGRAMS

During the planning and development phase of the five-year plan, a number of specialized programs will be developed and integrated into the areas of planning outlined under community and institutional corrections. This will include the development of community education programs, programs for native persons, programs involving the church community, public relations and information-communication programs, volunteer programs, employment programs, personal and social development programs, and addiction programs. The organization and involvement of citizens advisory groups will be a part of the specialized programs emphasis.

Corrections Branch will employ a number of persons with skills in these specialized areas to act as resource persons for line staff in the development, assessment and operation of line programs. These resource persons will also work closely with community resource agencies and other interested individuals and groups from the community, to provide for the most effective involvement and co-operation between Corrections Branch programs and the community at large.

STAFF DEVELOPMENT

A staff development model relating to the training and deployment of staff will be a major emphasis in the planning and development phase of the five-year plan. This will involve career planning and in-service training related to changes in facilities and programs. The development of procedures which assist staff to cope effectively with changes over the five year period, has been identified as an immediate priority in planning. Staff Development procedures will be integrated into alternative program designs during the planning and development phase.

The following are areas which have been defined as central to planning in the staff development area:

1. To provide a man-power analysis, using the resources of the Justice Planning and Research Unit.
2. To develop clear performance criteria and standards.
3. To implement a training program for beginning correctional officers.
4. To develop a para-professional program.
5. To develop a middle-management training and executive development program.
6. To develop career ladders for line and professional personnel.
7. To establish close liaison and involvement with university and community college programs which provide or could develop courses of study related to Corrections.

END