

British Columbia -
III

**Task Force
on Correctional
Services and
Facilities**

28 February 1973

TASK FORCE ON CORRECTIONAL SERVICES AND FACILITIES



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IMPLEMENTATION OF RECOMMENDATIONS

PROCEDURES AND BACKGROUND

The British Columbia Task Force on Corrections was established on 18 December 1972 by the Honourable Alexander Macdonald, Q.C., Attorney-General of British Columbia, in consultation with the Honourable Norman Levi, Minister of Rehabilitation and Social Improvement, and the Honourable Dennis Cocke, Minister of Health Services and Hospital Insurance.

TERMS OF REFERENCE

1. To examine the services now provided to persons found to be in conflict with the law and to make recommendations for the establishment of other facilities.
2. Specifically to examine the detention, remand and correctional facilities available for juvenile and adult offenders, both men and women.
3. To make, as may be deemed necessary, arrangements with the Consultation Centre of the Department of the Solicitor General for consultative services in specialized areas.
4. To examine the facilities available for children under 17 years of age who have been transferred to Adult Court and are serving sentences.
5. Generally to make recommendations, bearing in mind the needs of the community and of persons found to be in conflict with the law, for the future development of correctional services within British Columbia, both adult as well as juvenile, and to provide a "blue-print" for such development with special attention to drug dependency, alcoholism and sex offenders and other individuals needing Drug and/or Forensic Clinic services.
6. To consider which Department of Government is appropriate to operate the Correctional System.

The Task Force was composed of three members:

Chairman: Dr. M.A. Matheson,
Deputy Director of Correction,
B.C. Corrections Service,
Department of the Attorney-General,
Province of British Columbia.

Mr. John A. MacDonald,
Graduate Lawyer and Associate Professor,
School of Social Work,
University of British Columbia.

Mr. David J. Schultz,
Deputy Warden I,
Lower Mainland Regional Correctional
Centre,
B.C. Corrections Service,
Department of the Attorney-General,
Province of British Columbia.

The Task Force also had the assistance of a number of consultants representing varied disciplines related to Corrections.

The support of the Department of the Solicitor General Corrections Consultation Centre in making consultants available for this study is gratefully acknowledged.

The following report and its recommendations are the views of the Task Force and as such are not intended to represent a statement of government policy.

The Task Force was aided by Dr. Grant Hollingworth as Research Associate and Mrs. Jean Burnett as Secretary.

The Task Force also had the assistance of a number of Consultants representing varied disciplines related to Corrections:

Professor Robert Barrington,
School of Criminology,
University of Ottawa,
Ottawa, Ontario.

Chief Judge Lawrence C. Brahan,
Provincial Court of British Columbia,
Vancouver, B.C.

Graham Brawn and Associates Limited,
Architects and Consultants,
(under contract to the Department of
Public Works, Province of British Columbia),
Vancouver, B.C.

Mr. Edgar W. Epp,
Regional Administrator,
Adult Institutions (Northern),
Ministry of Correctional Services,
Toronto, Ontario.

Mr. Donald R. McComb,
Chief of Correctional Consultation Centre,
Department of the Solicitor General,
Ottawa, Ontario.

Mr. Frederic D. Moyer,
Director,
National Clearinghouse for Criminal Justice
Planning and Architecture,
Department of Architecture,
University of Illinois,
Urbana, Illinois.

Dr. E. K. Nelson,
Dean, School of Public Administration,
University of Southern California,
Los Angeles, California.

Mr. Bruce Rawson,
Chief Deputy Minister,
Department of Health and Welfare,
Edmonton, Alberta.

Mr. Abraham Rich,
Programme Supervisor,
Department of Health and Welfare,
Edmonton, Alberta.

Mr. Donald Sinclair,
Deputy Minister,
Ministry of Correctional Services,
Toronto, Ontario.

In addition, the following specialists contributed their valuable advice and expertise:

Mr. John Braithwaite,
Deputy Commissioner, (Inmate Programmes)
Canadian Penitentiary Service,
Department of the Solicitor General,
Ottawa, Ontario.

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Senior Medical Officer,
B.C. Corrections Service,
Department of the Attorney-General,
Province of British Columbia.

Mr. S. Hori,
Consul General for Japan in the Province
of British Columbia and Yukon Territory.

Dr. Gilbert D. Kennedy, Q.C.,
Deputy Attorney-General,
Province of British Columbia.

Dr. Edwin Lepinski,
Director of Student Health Services,
Simon Fraser University,
Burnaby, B.C.
(in his capacity as former head of the
Forensic Clinic, Vancouver, B.C.)

Mr. N.A. McDiarmid, Q.C.,
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Department of the Attorney-General,
Province of British Columbia.

Dr. Anthony M. Marcus,
Department of Forensic Psychiatry,
School of Psychiatry,
Faculty of Medicine,
University of British Columbia,
Vancouver, B.C.

Mr. Frank Matzco,
Director,
B.C. Legal Aid Society,
Vancouver, B.C.

Dr. Nobuo Motohashi,
Head,
Narcotic Division,
Pharmaceutical and Supply Bureau,
Ministry of Health & Welfare,
Tokyo, Japan.
(intercepted in Seattle en route from
Geneva to Tokyo)

Mr. S. Rocksborough Smith,
Director of Correction,
B.C. Corrections Service,
Department of the Attorney-General,
Province of British Columbia.

Dr. R.G.E. Richmond,
Coroner,
Municipality of Burnaby,
Burnaby, B.C.
(in his capacity as former Senior Medical
Officer, B.C. Corrections Service)

The Task Force was ably assisted by the following
Research Assistants:

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St. Paul's Hospital,
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Principal Matron and Psychiatric Nurse,
Twin Maples Unit,
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Central Classification,
Lower Mainland Regional Correctional
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B.C. Corrections Service.

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Supervisor, Research & Classification,
Headquarters,
B.C. Corrections Service.

Typist: Mrs. H.L. Dodge,
B.C. Corrections Service.

VISITS

Members of the Task Force and Research Team visited
the following Regional Correctional Centre and agencies:

Lower Mainland Regional Correctional
Centre,
Burnaby, B.C.

Women's Unit,
Lower Mainland Centre.

Kamloops Regional Correctional Centre
(including Rayleigh Camp).

Prince George Regional Correctional Centre.

Vancouver Island Regional Correctional
Centre.

and also facilities at:

Haney Correctional Centre,
Maple Ridge, B.C.

Alosette River Unit,
Maple Ridge, B.C.

New Haven Correctional Centre,
Burnaby, B.C.

Vancouver Interim Detox Unit,
(adjacent to Salvation Army Harbour Light
facilities)

Activator Society Half-way House,
Prince George, B.C.

Brannan Lake School,
Wellington, B.C.

"The Maples"
Youth Development Centre,
(ages 6 - 17 years),
Burnaby, B.C.

Greater Victoria Juvenile Detention Home.

Out-patient Narcotic Clinic,
(division of Parole and Probation)
Baltimore, Maryland.

Clark Institute,
Toronto, Ontario.

Queen's Street Health Unit,
(psychiatric catchment unit for
metro Toronto).

Toronto Jail,
(former Don Jail).

Addiction Research Foundation,
Toronto, Ontario.

Riverview Hospital,
Essondale, B.C.

Regional Medical Centre,
Department of the Solicitor General,
Abbotsford, B.C.
(formerly Matsqui Female Unit)

Vanier Institute for Women,
Brampton, Ontario.

E.G. Brown Centre,
Mimico, Ontario.

MEETINGS

In coordinated meetings, members also conferred with
representatives of provincial and federal governments,
private agencies, professional groups, related organizations,
as well as individuals, as follows:

Ex-offender Group,
Vancouver, B.C.

Big Brothers of B.C.

Union of B.C. Indian Chiefs.

Haney Correctional Centre Trainee
Advisory Council.

District Judges for the Provincial Court (16)

Parents Anonymous ("We Care"),
Vancouver, B.C.
(to stop the spread of soft and hard drugs
among young people)

Synod of the Diocese of New Westminster
(Anglican)

B.C. Board of Parole.

B.C. Government Employees' Union.

B.C. Corrections Association.

Vancouver Community Legal Aid Association
Society (community lawyer programme)

Vancouver Legal Aid Society.

Department of Rehabilitation and Social
Improvement.

Department of Health Services and
Hospital Insurance.

Department of Education.

Vancouver City and Provincial Probation
Services.

Vancouver Secondary Schools.

B.C. Association of Chiefs of Police (16)

Royal Canadian Mounted Police (E division)

R.C.M.P., City and Municipal Police.

Provincial Advisory Council on Education in
Criminology.

Forensic Clinic,
Vancouver General Hospital,
Vancouver, B.C.

Salvation Army Correctional Services,
Vancouver, B.C.

Provincial Court,
Family Division,
Vancouver, B.C.

Children's Aid Society,
Vancouver, B.C.

Family and Children's Services,
Victoria, B.C.

Elizabeth Fry Society.

B.C. Borstal Association.

John Howard Society.

M-2 Man to Man,
(Canadian Job Therapy),
British Columbia.

Probation Sponsor's Programme,
B.C. Corrections Service,
(North Vancouver Probation Office)

A Group of Ex-Drug Addicts,
Victoria, B.C.

Douglas College,
New Westminster, B.C.

Narcotic Addiction Foundation of
British Columbia.

Alcoholism Foundation of British Columbia.

Project Hope,
Victoria, B.C.

Ex-Offender Group,
Victoria, B.C.

INDIVIDUALS

Inspector E.N. Heywood,
Officer-in-charge,
North Vancouver R.C.M.P. Detachment,
(community-oriented law enforcement
approach)

Staff Sergeant T.R.M. Fullerton,
N.C.O. i/c,
Kamloops R.C.M.P. City Detachment,
(community-oriented law enforcement
approach)

Mr. Michael Jackson,
Assistant Professor,
Faculty of Law,
U.B.C.

Miss Janet Currie,
Inside-out Prisoner Self-help Group.

Mr. N. Lyon,
Commissioner,
Province of British Columbia Law Reform
Commission.

Mr. K. Woodsworth,
Centre of Continuing Education,
U.B.C.

(streamlining law enforcement and
corrections education programmes)

Sergeant W.M. Chisholm,
Saanich Police Department,
(community-oriented drug education
programme--using the voluntary services
of ex-addicts)

Capt. B. Meakings,
Head Administrator,
House of Concord,
Langley, B.C.
(availability of Salvation Army juvenile
services at this modern centre)

Miss Margaret Klesner,
Educator,
(outlining implications of the
C.E.L.D.I.C. Report--the Commission of
Emotional and Learning Disorders
in Children)

Mr. Wilbur Campbell,
Native Indian Court Workers' Association.

Mr. Earl O. Allard,
Consultant for Native Programme,
Canadian Penitentiary Service,
Regional H.Q.,
Western Region.

Mr. D.G. Brown,
Professor,
Department of Philosophy,
Faculty of Arts,
University of British Columbia.

Dr. Peter Suedfeld,
Head,
Department of Psychology,
Faculty of Arts,
University of British Columbia,
(drugs and the problem of law abuse)

Mr. Russ Aruslan,
Deputy Regional Director,
Bureau of Narcotics and Dangerous Drugs,
U.S. Department of Justice,
Seattle, Washington.

Mr. Douglas Darbon,
President,
Prince George Receiving Home Society,
Prince George, B.C.

The Task Force was invited to attend three meetings which were open to the public, one sponsored by the B.C. Corrections Association, and two by the Association of Concerned Canadian Citizens. The latter group, concerned with drug abuse, brought together some 700 persons in Victoria, B.C.

BRIEFS

Supporting written material has been received by the Task Force from some previously named individuals and groups.

ACKNOWLEDGMENTS

The Chairman and members of the Task Force wish to acknowledge and extend their thanks to all those who contributed time and thought to the study. The overwhelming interest expressed, indicates a much needed focus on many aspects of wide social concern and it is hoped that in view of the scope of the terms of reference, and in relation to the time factor, opportunity will be made available in the near future for further study of principal problem areas.

The following report and its recommendations are the views of the Task Force and as such are not intended to represent a statement of government policy.

SECTION 1

Extent and Nature of Crime

A. IMPLICATIONS OF CRIME

Citizens of British Columbia are increasingly being threatened by the spectre of rising crime and violence. Offences against the person (crimes of violence) more than doubled in the period from 1962 - 1971 and this total doubled again in 1972. It is predominantly these crimes then that British Columbians are concerned with the most: their personal safety is affected — at home, at work, and in the streets.

Of significance as well, is that there is some personal danger involved in the property crimes — there is often a risk of confrontation between the offender and the owner of the property . . . property offences have also more than doubled in our province since 1962.

Contributing to the problems of understanding the growth of crime graphically presented in this report, is the fact that society has not yet found fully reliable methods for measuring the true volume of crime — the extent of crime is therefore undeniably greater than what has been illustrated.

Naturally, population growth is one of the significant contributing factors in the total amount of crime. The number of offences cleared by charge in British Columbia have more than doubled in the last decade: the population has doubled in the last two decades. Crime is increasing faster than the population growth. The risk of victimization to the individual citizen is therefore increasing.

More significant than the total population growth is the age composition of the population. The number of persons in the high-risk (crime-prone) age groups has greatly increased since 1962 and will continue to increase at the same rate for at least another decade.

Other factors which contribute to crime are urbanization, increasing affluence and unemployment.

The jobless rate in British Columbia remains consistently higher than average for the whole of Canada; for example, in December of 1972 it soared to 8.3% (the national rate was 6.8%).

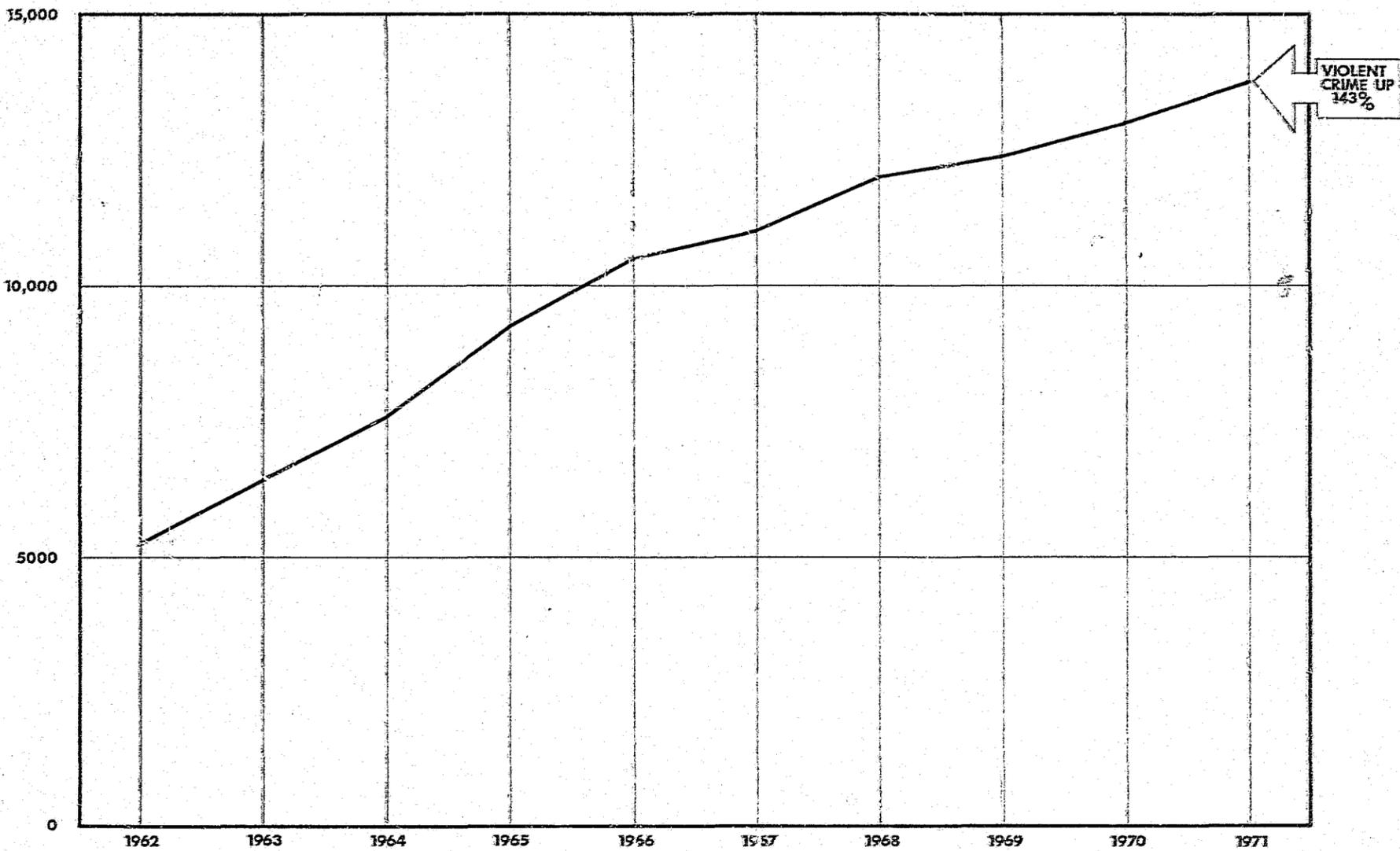
The divorce rate in the Province continues to be high; 17% of the divorces granted in Canada in 1970 were in British Columbia. Nearly 12.5% of the nation's illegitimate births occurred in this province in 1970. 15% of the suicides in 1968 occurred in British Columbia. These facts illustrate a high rate of social disorganization . . . a rate which is increasing and, albeit indirectly, tends to contribute to the increase in crime.

Despite all the above, we cannot say conclusively that individuals in British Columbia are more criminal than other Canadians. To answer this question it would be necessary to make comparisons between persons of the same age, sex, race, place of residence, and economic status. We can, however, unequivocally say that the volume of crime is increasing alarmingly and that is the issue which we must act upon.

Many of the basic social factors that tend to increase the amount of crime are complex and to a degree caused by changes outside of British Columbia. Our Province must, however, find new ways to create the conditions and inducements — social, environmental, and psychological -- that will bring about a greater commitment to law-abiding conduct and respect for the law.

CRIMES OF VIOLENCE

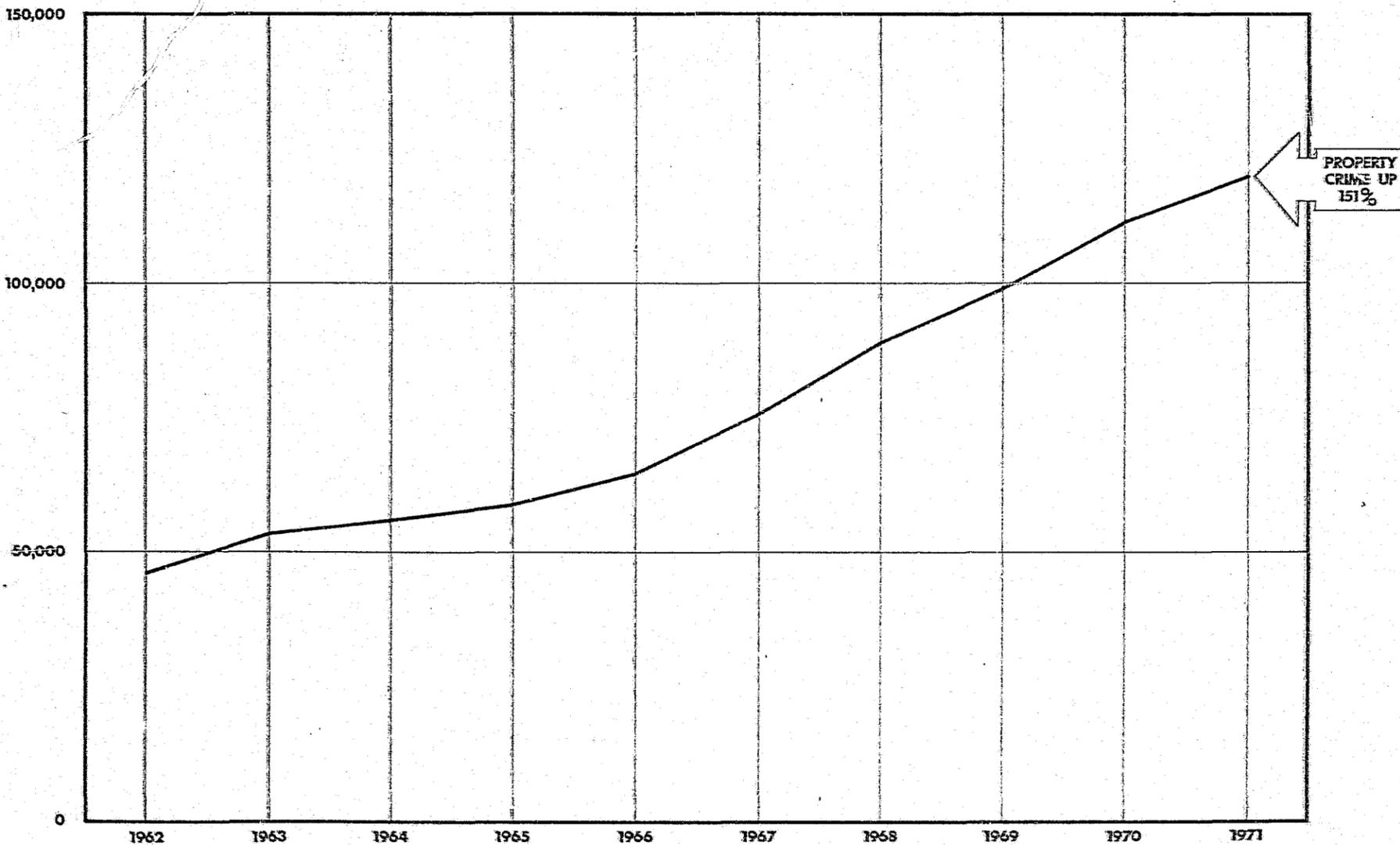
MURDER, ATTEMPTED MURDER, MANSLAUGHTER, RAPE, SEXUAL OFFENCES, WOUNDING, and ASSAULTS
BRITISH COLUMBIA 1962-1971



SOURCE: STATISTICS CANADA CRIME STATISTICS CATALOGUES 1962-1970 & UNPUBLISHED POLICE STATISTICS FOR 1971.

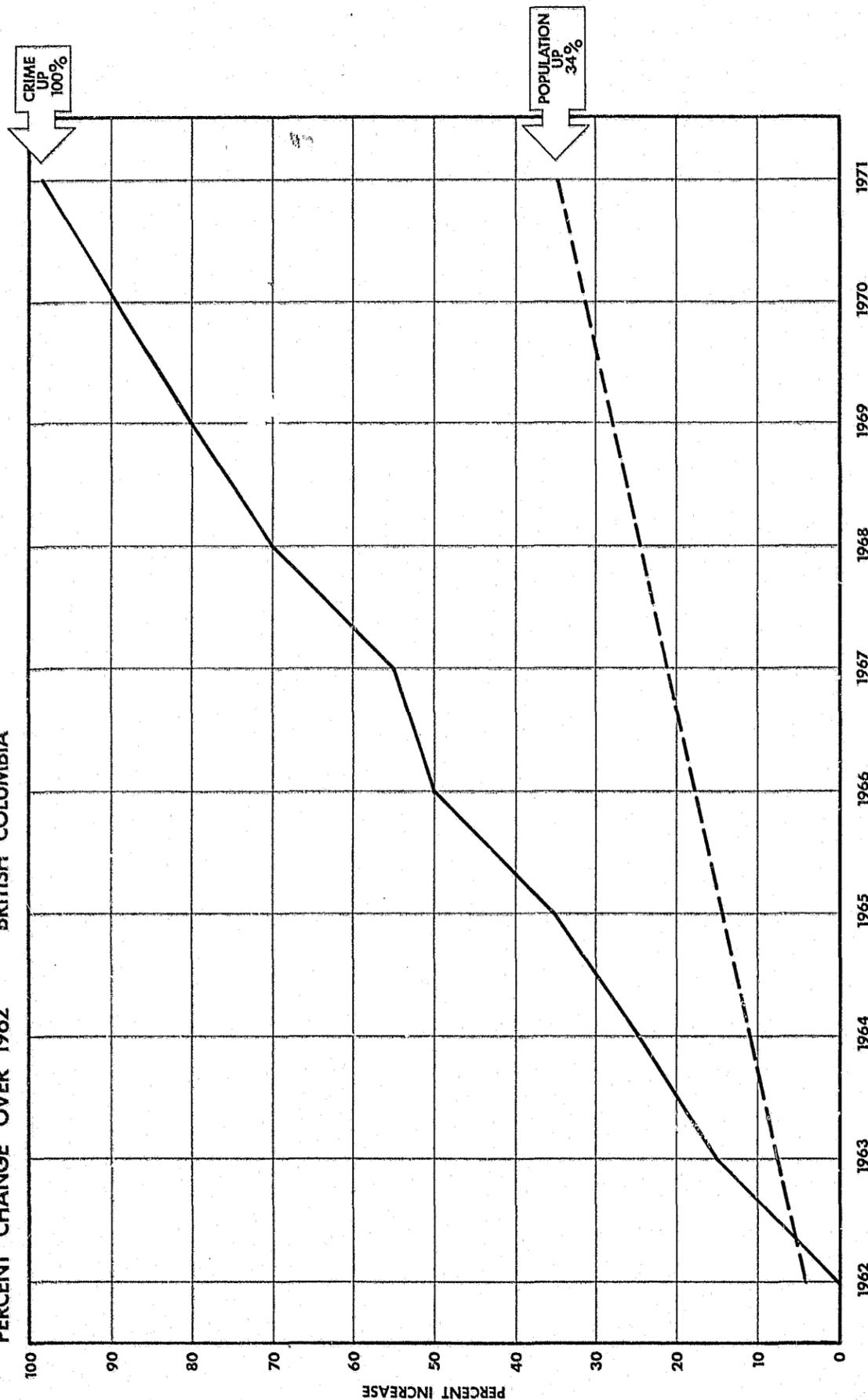
CRIMES AGAINST PROPERTY

BREAK & ENTER, AUTO THEFT, THEFT, FRAUD, & POSSESSION OF STOLEN GOODS
BRITISH COLUMBIA 1962-1971



SOURCE: STATISTICS CANADA CRIME STATISTICS CATALOGUES 1962-1970 & UNPUBLISHED POLICE STATISTICS FOR 1971.

CRIME & POPULATION
CRIMINAL CODE, FEDERAL, and PROVINCIAL STATUTE OFFENCES
PERCENT CHANGE OVER 1962
BRITISH COLUMBIA



SOURCE: STATISTICS CANADA, CRIME STATISTICS CATALOGUE 1962 TO 1971.

B. EXTENT OF CRIME

Figure 1 represents the number of offences which are designated as actually having been committed (as opposed to the number reported). As can be seen, Criminal Code offences particularly contribute to this continuing increase having more than doubled in number in the eight years from 1962 - 1970. Provincial Statute offences in 1971 were only slightly higher than in 1962, having decreased in number following the change in legislation dealing with alcoholics.

1. Criminal Code Offences 1962 - 1972

The continuing large increase in Criminal Code offences results from a sharp increase in all offence categories with the largest proportion of offences being those against property. This can be seen in Figure 2 which separates these offences into those a) against person; b) against property; and c) all other criminal code offences. The shaded areas of the histogram represent the number of offences in each category against which a charge was laid. (The data for 1972 is only complete for eleven months and projections have been made to complete the twelve month period).

a) Against Person

Offences against the person more than doubled in the period from 1962 - 1971. This number doubled again in 1972 alone. We have been unable to account for this sudden increase.

b) Against Property

More than two and one half times as many property offences were committed in 1972 than in 1962.

c) Other Criminal Code

The remaining Criminal Code offences are increasing in number as well, also having more than doubled since 1962.

A further breakdown of the Criminal Code offence categories into their component parts is shown in Figure 3 for the years 1962 - 1971. In the offences against the person, it can be seen that the incidences of attempted murder have increased more than 100% in ten years; rape offences have nearly tripled, as have "other sexual offences"; assaults are more than doubled and incidences of robbery have more than tripled.

Property offences have all more than doubled, with "Theft over \$50" offences having tripled. Other Criminal Code offences, other than "Gaming and Betting" have all increased at least 100%.

2. British Columbia Compared to National Crime Rates

Figure 4 provides a total breakdown of the "actual" offences committed in the Province during 1970. As well, this Figure provides a comparison of the British Columbia and the National Crime Rates.

British Columbia had a significantly higher crime rate (the number of offences per 10,000 population aged seven years and over) than the national average (as it has been consistently over the years) in every offence category other than "Gaming and Betting", "Attempted Murder and Wounding"; the latter two offence rates being the same for the Province as the Canadian rate.

Especially significant is the difference in rates for Opiate Drugs with the provincial rate being more than five times the national rate.

3. Offences Cleared by Charge

a) Against Person

Offences Cleared by Charge, although doubled for 1972 as compared to 1962, now represent only 20% of the total reported offences as compared to 50% in 1962 - greater use of "otherwise" is noted here.

b) Against Property

In 1962, 20% of Offences were Cleared by Charge, by 1972 this had dropped to 15%. The number of Offences Cleared by Charge has slightly more than doubled in the reporting period 1962 - 1972.

c) Other Criminal Code

There were twice the number Cleared by Charge in 1972 as compared to 1962 although the rate has dropped from 30% to 20%.

d) Cleared Otherwise

Of the total number of offences committed, besides those Cleared by Charge, a large increasing proportion of offences are being cleared by the police authorities without charges being laid. For instance, since 1967 nearly half of the offences against the person have been cleared "otherwise"; and slightly less than one third of the property and other Criminal Code offences are likewise disposed of.

e) Total Cleared

The clearance rate for all Criminal Code offences in 1970, by charge or otherwise, was 33.8%, almost exactly one third.

FIGURE 1
NUMBER of OFFENCES
 CRIMINAL CODE, PROVINCIAL & FEDERAL STATUTES
 BRITISH COLUMBIA 1962 - 1971

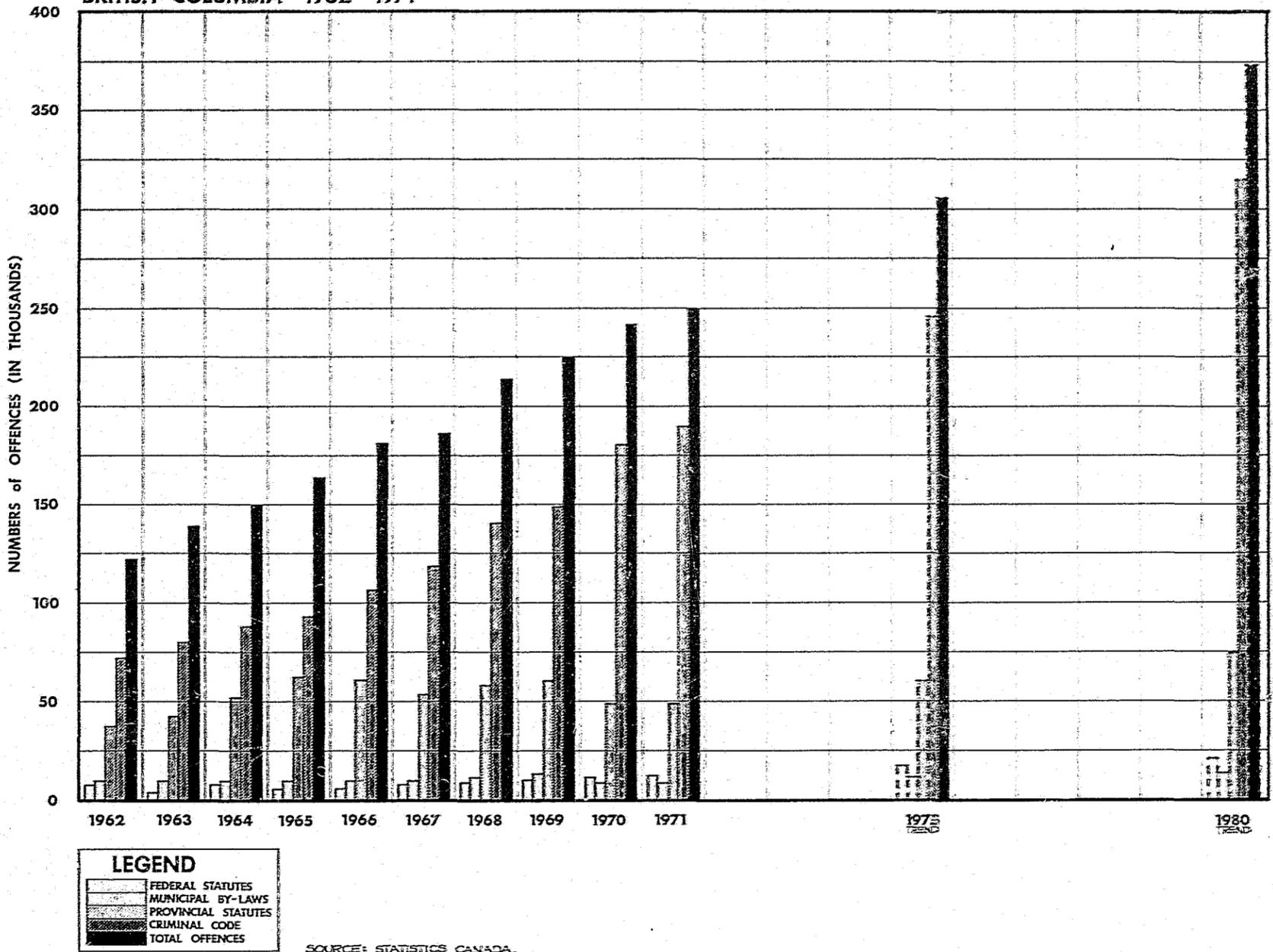


FIGURE 2
NUMBER of CRIMINAL CODE OFFENCES
 AGAINST PERSON & PROPERTY & OTHER CRIMINAL CODE: NUMBER of OFFENCES CLEARED by CHARGE
 BRITISH COLUMBIA 1962-1972

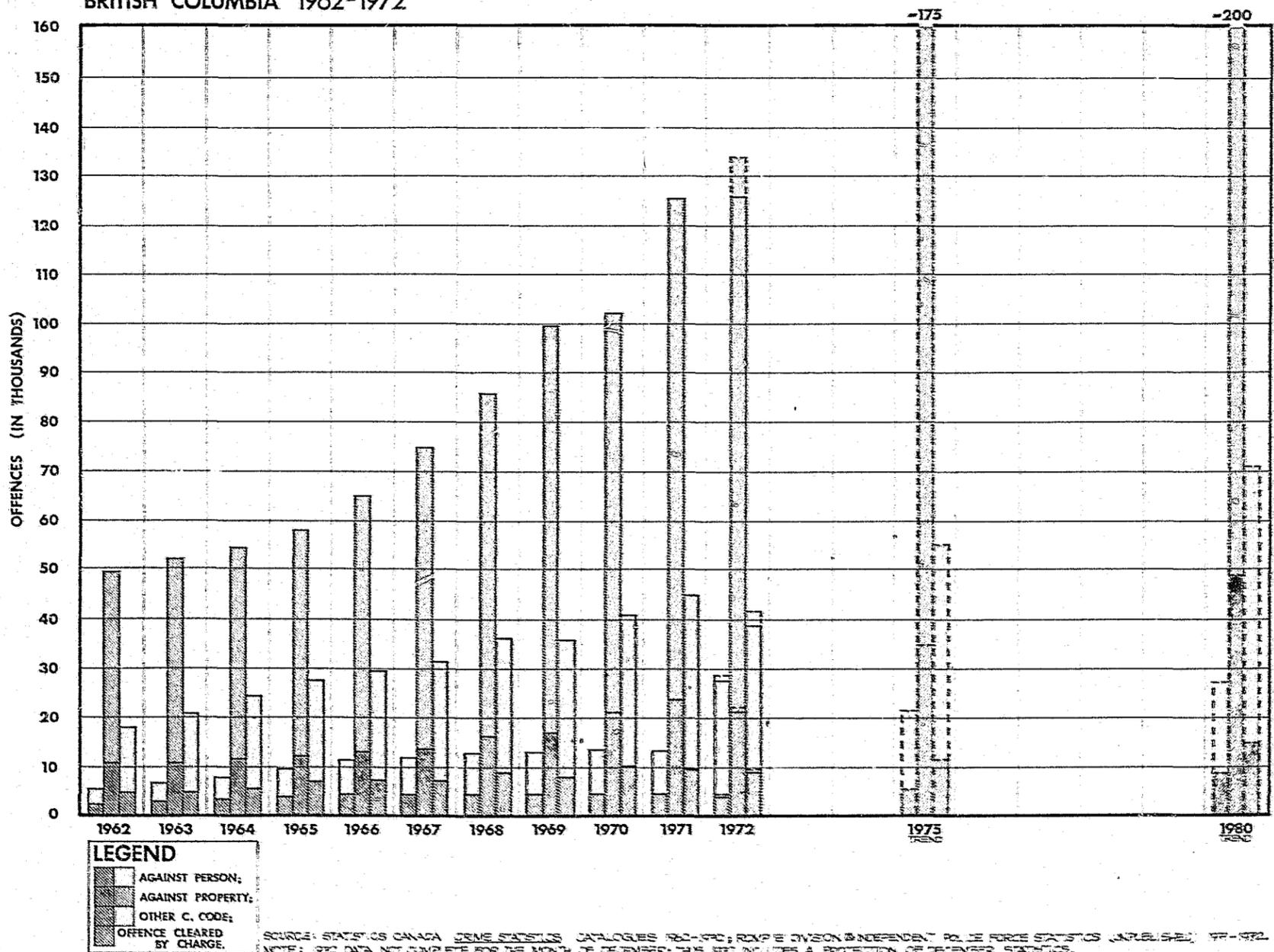


FIGURE 3
NUMBER OF ACTUAL CRIMINAL CODE OFFENCES
BRITISH COLUMBIA 1962 - 1971

	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
CRIMINAL CODE OFFENCES AGAINST PERSON										
Capital Murder	28	20	21	35	45	38	59	44	68	51
Non-Capital Murder	20	8	10	18						
Attempted Murder	15	12	21	16	15	26	14	18	27	33
Manslaughter	7	7	1	5	3	9	14	4	10	10
Rape	80	73	125	116	96	123	152	179	211	233
Other Sexual Offences	450	438	620	648	936	1,100	1,204	1,120	1,060	1,103
Wounding	75	61	99	85	96	106	133	136	165	152
Assaults	4,866	5,974	6,880	8,035	9,436	9,750	10,640	11,244	11,841	11,885
Robbery	484	568	747	732	822	974	996	1,163	1,815	1,660
AGAINST PROPERTY										
Breaking and Entering	12,409	13,036	12,253	13,720	14,477	16,997	21,292	25,464	28,772	30,284
Theft-Motor Vehicle	3,967	3,959	4,617	4,517	5,413	6,175	6,831	7,970	8,626	9,247
Theft over \$50	7,723	8,013	8,366	8,665	10,011	11,568	13,514	16,983	23,665	27,374
Theft \$50 and under	19,543	21,416	22,970	24,205	26,814	30,510	35,484	37,552	45,232	45,046
Have Stolen Goods	655	806	805	788	865	1,055	1,402	1,630	1,982	2,005
Frauds	4,527	4,796	5,039	5,288	6,678	7,423	8,358	9,353	11,363	11,601
OTHER CRIMINAL CODE										
Prostitution	157	188	312	277	357	400	383	248	239	303
Gaming and Betting	91	149	139	124	79	98	65	57	62	51
Offensive Weapons	360	376	478	530	519	623	795	932	970	998
Other Criminal Code	17,044	19,962	23,149	25,789	28,800	30,483	34,773	34,781	39,671	38,980

Source: Statistics Canada *Crime Statistics* catalogues for the years 1962 to 1970; R.C.M.P. 'E' Division Headquarters and Independent Police Forces statistics (unpublished) for 1971.

FIGURE 4
INCIDENCE OF CRIME; OFFENCES CLEARED BY CHARGE AND OTHERWISE;
PERSONS CHARGED IN BRITISH COLUMBIA WITH A CRIME RATE COMPARISON WITH CANADA FOR 1970

Offence - Infraction	Actual Numbers				Offences Cleared		Persons Charged			
	Canada		British Columbia		By Charge	Other-Wise	Adults		Juveniles	
	No.	Rate	No.	Rate			Male	Female	Boys	Girls
Murder	430	2.3	68	3.6	56	5	47	5	3	—
Attempted Murder	260	1.4	27	1.4	26	—	27	3	—	—
Manslaughter	34	0.2	10	0.5	10	—	9	—	1	1
Rape	1,079	5.8	211	11.2	70	52	69	—	20	—
Other Sexual Offences	9,946	53.4	1,060	56.5	276	189	240	1	31	—
Wounding	1,641	8.8	165	8.8	88	36	69	15	4	2
Assaults (not indecent)	77,338	415.6	11,841	630.7	3,560	5,894	3,628	205	234	14
Robbery	11,630	62.5	1,815	96.7	447	67	465	31	92	12
Breaking and Entering	117,712	954.9	28,772	1,532.5	4,452	1,503	1,814	46	2,363	82
Theft - Motor Vehicle	62,805	337.5	8,626	459.5	1,373	462	613	14	758	15
Theft Over \$50.00	150,010	806.1	23,665	1,260.5	1,844	1,020	1,241	212	533	53
Theft \$50.00 and under	278,765	1,497.9	45,232	2,409.3	6,501	4,614	3,826	1,717	1,534	548
Have Stolen Goods	11,956	64.2	1,982	105.6	1,643	175	1,185	75	509	31
Frauds	67,271	361.5	11,363	605.3	5,513	1,211	2,673	421	104	31
Prostitution	1,887	10.1	239	12.7	229	1	12	213	—	4
Gaming and Betting	1,838	9.9	62	3.3	46	6	53	1	—	—
Offensive Weapons	6,440	34.6	970	51.7	743	131	630	36	73	3
Other Criminal Code	246,407	1,324.0	39,671	2,094.5	9,000	8,194	8,480	777	817	139
Federal Statutes	36,494	196.1	4,885	260.2	2,799	1,426	2,527	78	28	18
Addicting Opiate Like Drugs	1,017	5.5	561	29.9	342	52	343	84	10	10
Cannabis (Marihuana)	13,054	70.1	2,924	155.7	1,923	334	1,645	211	267	33
Controlled Drugs	1,007	5.4	143	7.6	59	31	54	5	3	1
L.S.D.	3,711	19.9	687	36.6	444	92	339	39	97	6
Provincial Statutes	335,788	1,804.3	45,203	2,407.7	7,149	35,288	6,159	321	662	205

C. OFFENDERS

1. Persons Involved in Crime

The continually increasing number of adults and juveniles, both male and female, being charged with Criminal Code offences is graphically shown in Figure 5.

a) Juveniles

The most significant factor, which the analysis of Figure 5 highlights, is that juveniles — male and female — tend to be charged with one third of the total number of "actual" offences committed against property. Juveniles are charged with less than ten percent of offences against the person and only slightly more for other Criminal Code offences.

b) Males

For all three categories of Criminal Code offences the number of males — adult and juvenile — charged has nearly doubled in the ten years from 1962 - 1971.

c) Females

The number of juvenile females charged with property offences has tripled. The same has held true for adult females charged with offences against the person. For other Criminal Code offences the total has doubled while juvenile females charged with these offences has not increased significantly.

2. Offences Against Narcotic Control Act and Food and Drug Act

Figure 6 and associated Figure 7 depict the increase in offences against the Narcotic Control Act and the Food and Drug Act. Offences against the Narcotic Control Act have increased by nearly 350%, and offences against the Food and Drug Act have increased by nearly 1,000% in the five years from 1967 - 1971.

In the three years since offences against the Narcotic Control Act have been separated into "Opiate-Like Drugs" and "Cannabis Drugs", offences against the use of Cannabis

drugs has doubled while offences against the use of Opiate drugs has more than doubled.

Likewise in three years, the incidence of Food and Drug Act offences have doubled — both L.S.D. and Controlled Drugs.

Comparatively, the number of offences cleared by charge for Opiate Drugs has increased 118% in three years while the increase of offences cleared by charge against Cannabis is only 90%. Charges against the use of controlled drugs has increased over 300% in the same period and 150% for the use of L.S.D.

a) Drug Charges

The number of adults charged for offences against the Narcotic Control Act increased by nearly 300% during the period from 1967 - 1971, while the number of juveniles charged increased by nearly 500%. The large proportion of these increases has been attributed to male offenders, although the number of juvenile females charged has increased by nearly 300% (the actual number, however, being comparatively small compared to the males).

The number of adult males charged for offences against "opiate-type" drugs from 1969 - 1971 increased by 141%, while the female increase is insignificant. The percentage increase for juveniles charged for offences against "opiates" is large (300%) but the actual numbers are insignificant compared to the adults.

The number of adult males charged for offences against "cannabis" has more than doubled in three years; females charged have nearly doubled. The increase for juveniles is insignificant compared with the adult increase.

The number of adults charged for Food and Drug Act offences has increased significantly — more than 200% since 1969. The increase for juveniles has been only 40% during this period. The increases from 1967 - 1969 however, were extremely large proportionally for both adults and juveniles.

FIGURE 5

ADULTS & JUVENILES (MALE & FEMALE) CHARGED with C.C. OFFENCES AGAINST PERSON, AGAINST PROPERTY, & OTHER CRIMINAL CODE BRITISH COLUMBIA 1962 - 1971

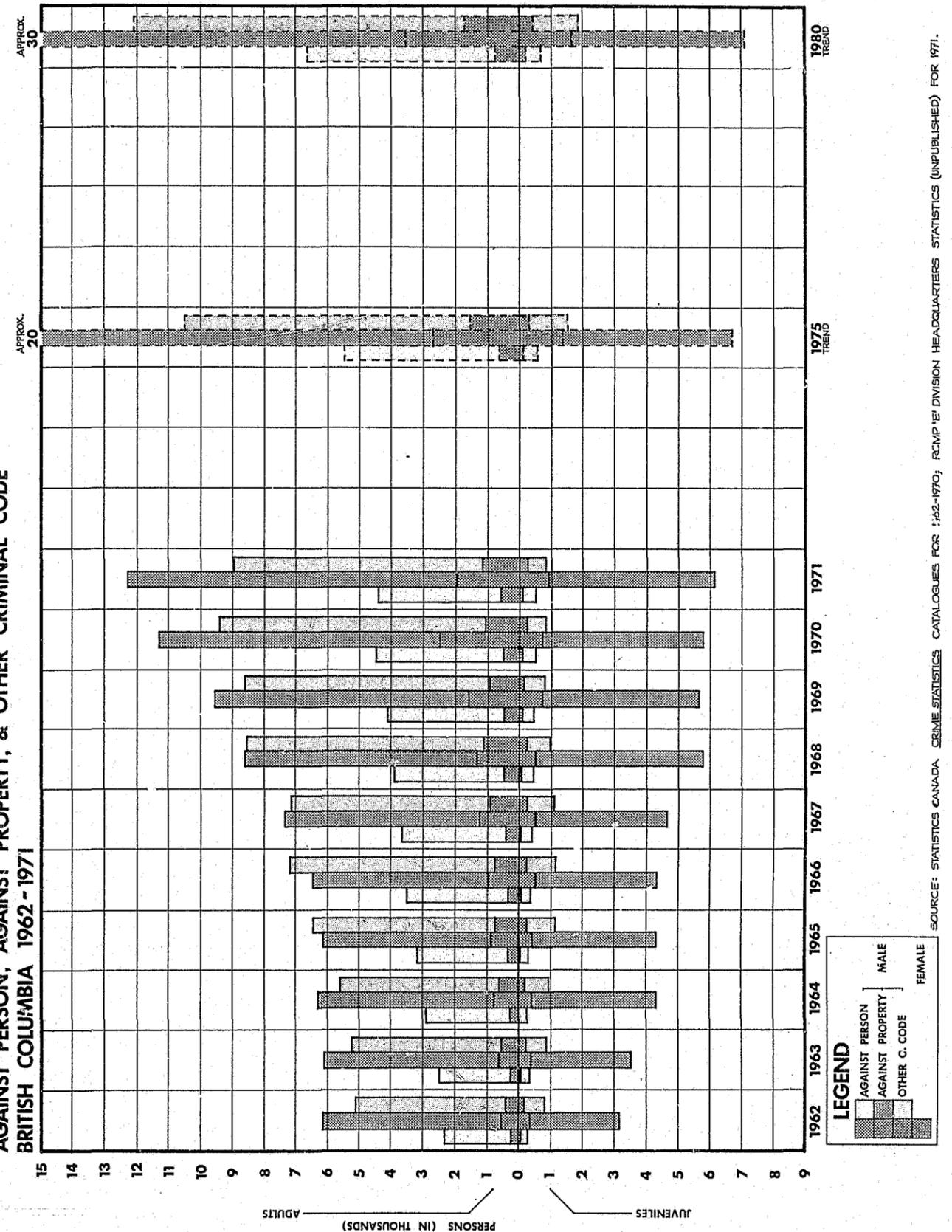


FIGURE 6

ACTUAL OFFENCES AGAINST N.C.A. & F.D.A.
BRITISH COLUMBIA 1967-1971

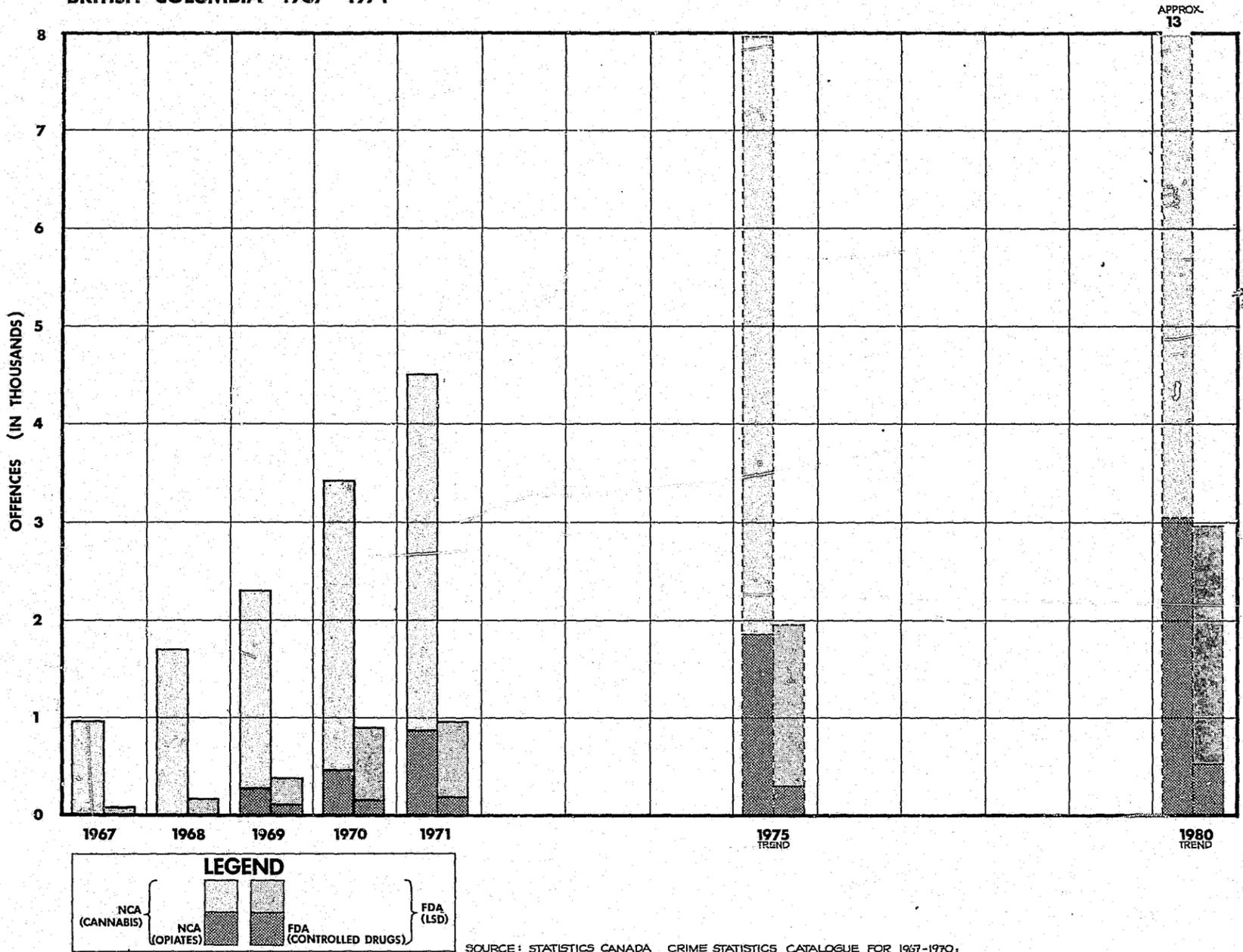


FIGURE 7
ACTUAL DRUG OFFENCES CLEARED BY CHARGE AND PERSONS CHARGED
BRITISH COLUMBIA 1967 TO 1971

YEAR	N.C.A. & F.D.A. DRUGS	ACTUAL	CLEARED BY CHARGE	ADULTS		JUVENILES	
				M	F	M	F
1967	N.C.A.	981	547	597	191	48	14
	F.D.A.	66	15	14	1	2	1
1968	N.C.A.	1,635	823	870	172	145	16
	F.D.A.	163	57	53	6	9	-
1969	TOTAL N.C.A.	2,351	1,489	1,144	234	284	43
	- Opiate	386	267	240	108	6	2
	- Cannabis (Mari.)	1,965	1,222	904	126	278	41
	TOTAL F.D.A.	489	222	167	16	53	7
	- L.S.D.	401	197	19	3	5	1
1970	TOTAL N.C.A.	3,485	2,265	1,988	295	277	43
	- Opiate	561	342	300	84	10	10
	- Cannabis (Mari.)	2,924	1,923	1,645	211	267	33
	TOTAL F.D.A.	830	503	393	44	100	7
	- L.S.D.	687	444	54	5	3	1
1971	TOTAL N.C.A.	4,445	2,906	2,532	360	352	54
	- Opiate	913	584	586	141	20	12
	- Cannabis (Mari.)	3,532	2,322	1,946	219	332	42
	TOTAL F.D.A.	956	608	515	61	92	8
	- L.S.D.	775	503	87	21	7	1
				428	40	85	7

Source: Statistics Canada, Crime Statistics Catalogue for 1967 to 1970; R.C.M.P. 'E' Division Headquarters. Statistics (unpublished) for 1971.

3. Regional Analysis of Persons Charged Under Criminal Code Plus Federal and Provincial Statutes

The following maps illustrate the degree to which persons charged with offences are spread about the Province.

This spread follows closely the distribution of British Columbia's population. For example, the lower mainland and Greater Vancouver area which has 54% of the Province's population also has half the number of persons charged.

There seemed to be some area differentiation in offence types. The north reflected more offences against person and reputation. In the Okanagan/Kootenay area offences against property were most common. The Island seemed to have some sexual offences, as well as quite a few in on charges of possession of narcotics. Centres of population with a large number of these possession charges were Campbell River, Duncan, Nanaimo, Victoria, Chilliwack, Kamloops, Kelowna, Prince George, and Prince Rupert.

4. Persons Convicted for Indictable Offences

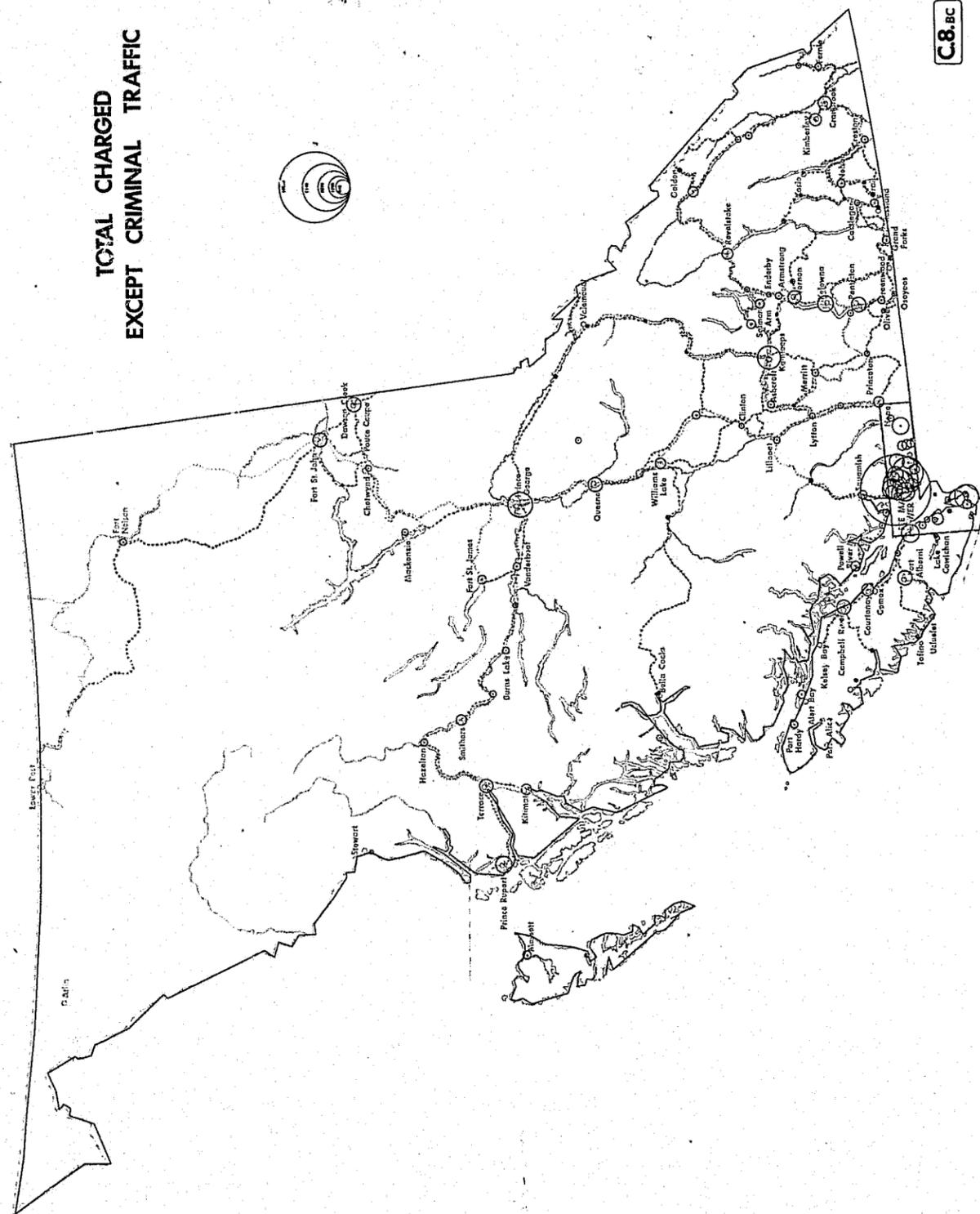
Figure 8 graphically shows that the number of males convicted for indictable (serious) offences has only increased by 35% during the period 1962 - 1970. On the other hand, the number of females convicted has increased by 200%.

5. Sentencing for Indictable Offences

The results of the proceedings of the persons charged and subsequently convicted for indictable offences for 1970 is illustrated in Figure 9.

Despite the overall increase in the number of persons placed on probation in the Province (see Figure of Section II), there is still a large percentage (42%) of persons convicted for indictable offences which are committed to correctional institutions, most for short sentences.

**TOTAL CHARGED
EXCEPT CRIMINAL TRAFFIC**



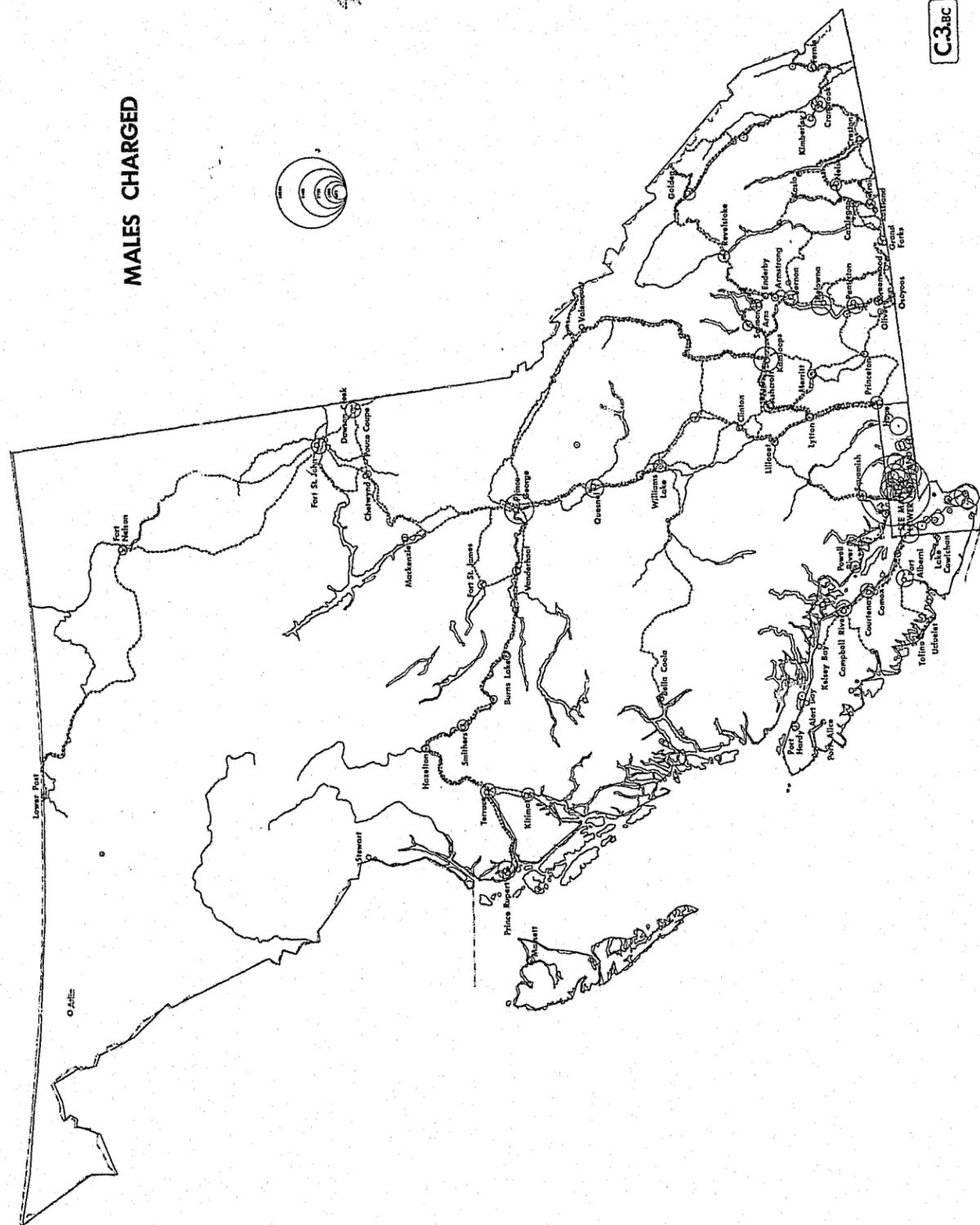
C.8 TOTAL CHARGED EXCEPT CRIMINAL TRAFFIC

Number of persons charged with Criminal Code offences; Federal, Provincial or Municipal statutes; Food and Drug Act and Narcotics Control Act violations for the periods April 1, 1971 to March 31, 1972 (RCMP) or January to December 31, 1972 (Municipal Police Forces)

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0103	GIBSON'S LANDING	171	0337	MIDWAY	75	0505	BELLA COOLA	50
0104	LADNER	3	0339	NAKUSP	75	0506	BURNS LAKE	166
0105	PEMBERTON	63	0341	NELSON	230	0507	CASSIAR	70
0107	POWELL RIVER	314	0342	NEW DENVER	37	0508	CHEWYND	125
0108	SECHLT	129	0344	OLIVER	158	0509	DAWSON CREEK	627
0109	SQUAMISH	254	0345	OSOYOOS	86	0512	FORT NELSON	157
0201	ABBOTSFORD	219	0347	PENTICTON	647	0513	FORT ST. JAMES	241
0202	AGASSIZ	127	0348	PRINCETON	92	0514	FORT ST. JOHN	593
0203	BOSTON BAR	117	0349	RADIUM	115	0515	FRASER LAKE	89
0204	CHILLIWACK	815	0350	REVELSTOKE	383	0516	HAZELTON	175
0208	HOPE	355	0351	ROSSLAND	52	0517	HOUSTON	143
0211	MATSOUI	307	0353	SALMO	43	0518	HUDSON HOPE	23
0212	MISSION	271	0354	SALMON ARM	279	0520	KITIMAT	350
0215	PORT MOODY	283	0356	SICAMOUS	92	0522	MACKENZIE	143
0216	SUMAS	39	0362	SPARWOOD	97	0523	MCBRIDE	57
0217	WHITE ROCK	312	0363	SPENCES BRIDGE	33	0524	MASSET	242
0301	ARMSTRONG	168	0364	SUMMERLAND	130	0525	OCEAN FALLS	122
0302	ASHCROFT	175	0366	TRAIL	213	0526	100 MILE HOUSE	213
0303	BARRIERE	24	0368	VERNON	517	0530	PRINCE GEORGE RCC	1659
0305	BLUE RIVER	42	0380	CRESCENT VALLEY	39	0531	PRINCE RUPERT	788
0308	C TLEGAR	106	0401	ALERT BAY	232	0532	QUEEN CHARLOTTE	66
0310	CH. SE	257	0403	CAMPBELL RIVER	606	0533	QUEENSL	616
0311	CLINTON	95	0404	CHEMAINUS	115	0536	STEWART	65
0312	CLEARWATER	42	0407	COURTENAY	447	0539	TERRACE	537
0313	CRANBROOK	557	0409	DUNCAN	426	0540	VALEMOUNT	47
0314	CRESTON	167	0411	GOLD RIVER	60	0541	VANDERHOOF	201
0315	ENDERBY	79	0412	GULF ISLANDS	40	0543	WELLS	123
0316	FALKLAND	35	0413	LADYSMITH	171	0544	WILLIAMS LAKE	346
0317	FERNIE	161	0414	LAKE COWICHAN	66	0545	SMITHERS	344
0318	FIELD	64	0416	NANAIMO	914	1101	BURNABY	2305
0319	FRUITVALE	63	0417	N. COWICHAN	85	1102	COQUITLAM	713
0320	GOLDEN	338	0418	PARKSVILLE	104	1103	DELTA	544
0321	GRAND FORKS	222	0419	PORT ALBERNI	629	1104	HANLEY	662
0324	INVERMERE	162	0420	PORT ALICE	35	1105	LANGLEY	445
0325	KAMLOOPS	1425	0421	PORT HARDY	173	1107	NEW WESTMINSTER	1069
0326	KASLO	36	0424	QUALICUM	42	1108	NORTH VANCOUVER	1117
0327	KELOWNA	743	0426	SHAWNIGAN LAKE	64	1109	RICHMOND	946
0328	KEROMOS	72	0427	SIDNEY	120	1110	SURREY	2447
0329	KIMBERLEY	456	0428	SOOKE	78	1111	VANOUVER	10279
0331	LILLOOET	151	0429	TAHSIS	47	1112	WEST VANCOUVER	471
0332	LUMBY	75	0430	TOFINO	52	1117	ALRPOR	24
0333	LYTTON	119	0431	UCLUELET	83	1118	UBC	187
0334	MERRITT	161	0502	ALEXIS CREEK	62	1201	COLWOOD	285
0335	MICA CREEK	16	0503	ATLIN	2	1204	OAK BAY	107
						1205	SAANICH	739
						1208	VICTORIA	1555

01	SUNSHINE COAST/SQUAMISH	934
02	LOWER MAINLAND	2,845
11	GREATER VANCOUVER	21,209
04	VANCOUVER ISLAND	4,680
12	GREATER VICTORIA	2,686
03	OKANAGAN/KOOTENAY	9,414
05	NORTHERN B.C.	8,442
TOTAL		50,210

MALES CHARGED



C-3 BC

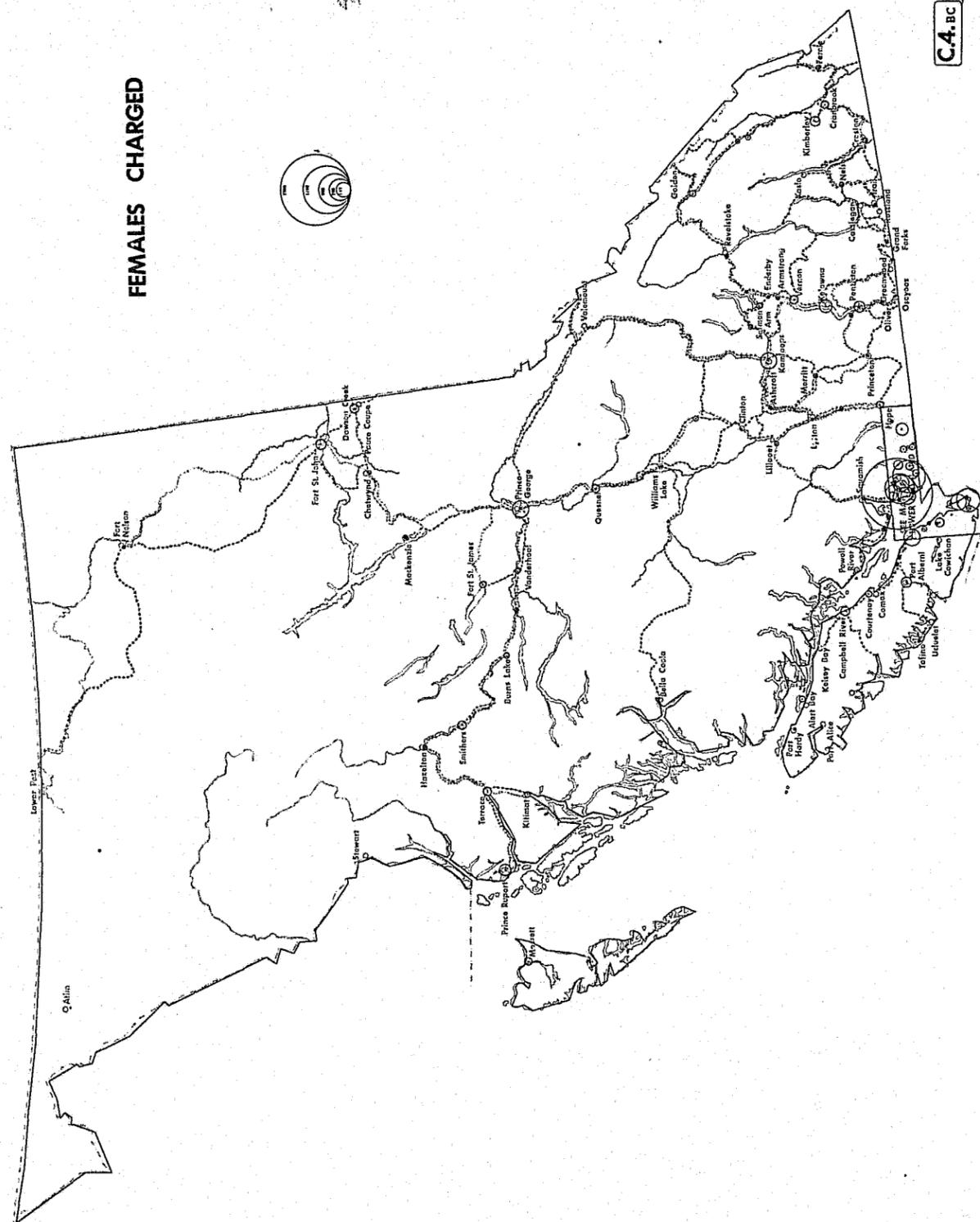
C.3 MALES CHARGED

Males charged with Criminal Code Offences; Federal, Provincial or Municipal statutes; Food and Drug Act and Narcotics Control Act Violations; and Criminal Traffic offences for the periods April 1, 1971 to March 31, 1972 (R.C.M.P.) or January 1 to December 31, 1972 (Municipal Police Forces).

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0103	GIBSONS LANDING	206	0337	MIDWAY	82	0505	BELLA COOLA	74
0104	LADNER	227	0339	NAKUSP	87	0506	BURNS LAKE	258
0105	PEMBERTON	74	0341	NELSON	449	0507	CASSIAR	75
0107	POWELL RIVER	423	0342	NEW DENVER	40	0508	CHETWYND	129
0108	SECHELT	175	0344	OLIVER	249	0509	DAWSON CREEK	752
0109	SQUAMISH	355	0345	OSOYOOS	121	0512	FORT NELSON	283
0201	ABBOTSFORD	327	0347	PENTICTON	840	0513	FORT ST. JAMES	251
0202	AGASSIZ	272	0348	PRINCETON	154	0514	FORT ST. JOHN	748
0203	BOSTON BAR	138	0349	RADIUM	126	0515	FRASER LAKE	113
0204	CHILLIWACK	937	0350	REVELSTOKE	455	0516	HAZELTON	212
0208	HOPE	524	0351	ROSSLAND	75	0517	HOUSTON	181
0211	MATSQUI	456	0353	SALMO	69	0518	HUDSON HOPE	34
0212	MISSION	333	0354	SALMON ARM	448	0520	KITIMAT	528
0215	PORT MOODY	469	0356	SICAMOUS	104	0522	HACKENZIE	149
0216	SUMAS	219	0362	SPARWOOD	164	0523	MCBRIDE	77
0217	WHITE ROCK	347	0363	SPENCES BRIDGE	54	0524	MASSET	245
0301	ARMSTRONG	189	0364	SUMMERLAND	182	0525	OCEAN FALLS	106
0302	ASHCROFT	367	0366	TRAIL	319	0526	100 MILE HOUSE	316
0303	BARRIERE	34	0368	VERNON	707	0530	PRINCE GEORGE RCC	2320
0305	BLUE RIVER	46	0380	CRESCENT VALLEY	774	0531	PRINCE RUPERT	938
0308	CASTLEGAR	168	0401	ALERT BAY	226	0532	QUEEN CHARLOTTE	87
0310	CHASE	351	0403	CAMPBELL RIVER	788	0533	QUESNEL	1011
0311	CLINTON	131	0404	CHEMAINUS	171	0536	STEWART	65
0312	CLEARWATER	71	0407	COURTENAY	648	0539	TERRACE	717
0313	CRANBROOK	751	0409	DUNCAN	520	0540	VALEMOUNT	76
0314	CRESTON	200	0411	GOLD RIVER	85	0541	VANDERHOOF	250
0315	ENDERBY	137	0412	GULF ISLANDS	46	0543	WELLS	122
0316	FALKLAND	38	0413	LADYSMITH	294	0544	WILLIAMS LAKE	536
0317	FERNIE	288	0414	LAKE COWICHAN	97	0545	SMITHERS	440
0318	FIELD	65	0416	NANAIMO	1016	1101	BURNABY	2663
0319	FRUITVALE	95	0417	N. COWICHAN	127	1102	COQUITLAM	1390
0320	GOLDEN	453	0418	PARKSVILLE	169	1103	DELTA	644
0321	GRANDFORKS	312	0419	PORT ALBERNI	879	1104	HANEY	830
0324	INVERMERE	242	0420	PORT ALICE	36	1105	LANGLEY	590
0325	KAMLOOPS	1726	0421	PORT HARDY	227	1107	NEW WESTMINSTER	1213
0326	KASLO	46	0424	QUALICUM	46	1108	NORTH VANCOUVER	1386
0327	KELOWNA	1181	0426	SHAWNIGAN LAKE	100	1109	RICHMOND	1460
0328	KEROMEUS	122	0427	SIDNEY	180	1110	SURREY	2416
0329	KIMBERLEY	510	0428	SOOKE	108	1111	VANOUVER	10930
0331	LILLOOET	209	0429	TAHSIS	47	1112	WEST VANCOUVER	527
0332	LUMBY	93	0430	TOFINO	46	1117	AIRPORT	28
0333	LYTTON	214	0431	UCLUELET	95	1118	UBC	202
0334	MERRITT	282	0502	ALEXIS CREEK	61	1201	COLWOOD	452
0335	MICA CREEK	21	0503	ATLIN	2	1204	OAK BAY	150
						1205	SAANICH	796
						1208	VICTORIA	1688

01	SUNSHINE COAST/SQUAMISH	1,460
02	LOWER MAINLAND	4,022
11	GREATER VANCOUVER	24,279
04	VANCOUVER ISLAND	5,951
12	GREATER VICTORIA	3,086
03	OKANAGAN/KOOTENAY	13,141
05	NORTHERN B.C.	11,192
	TOTAL	63,131

FEMALES CHARGED



C.4 FEMALES CHARGED

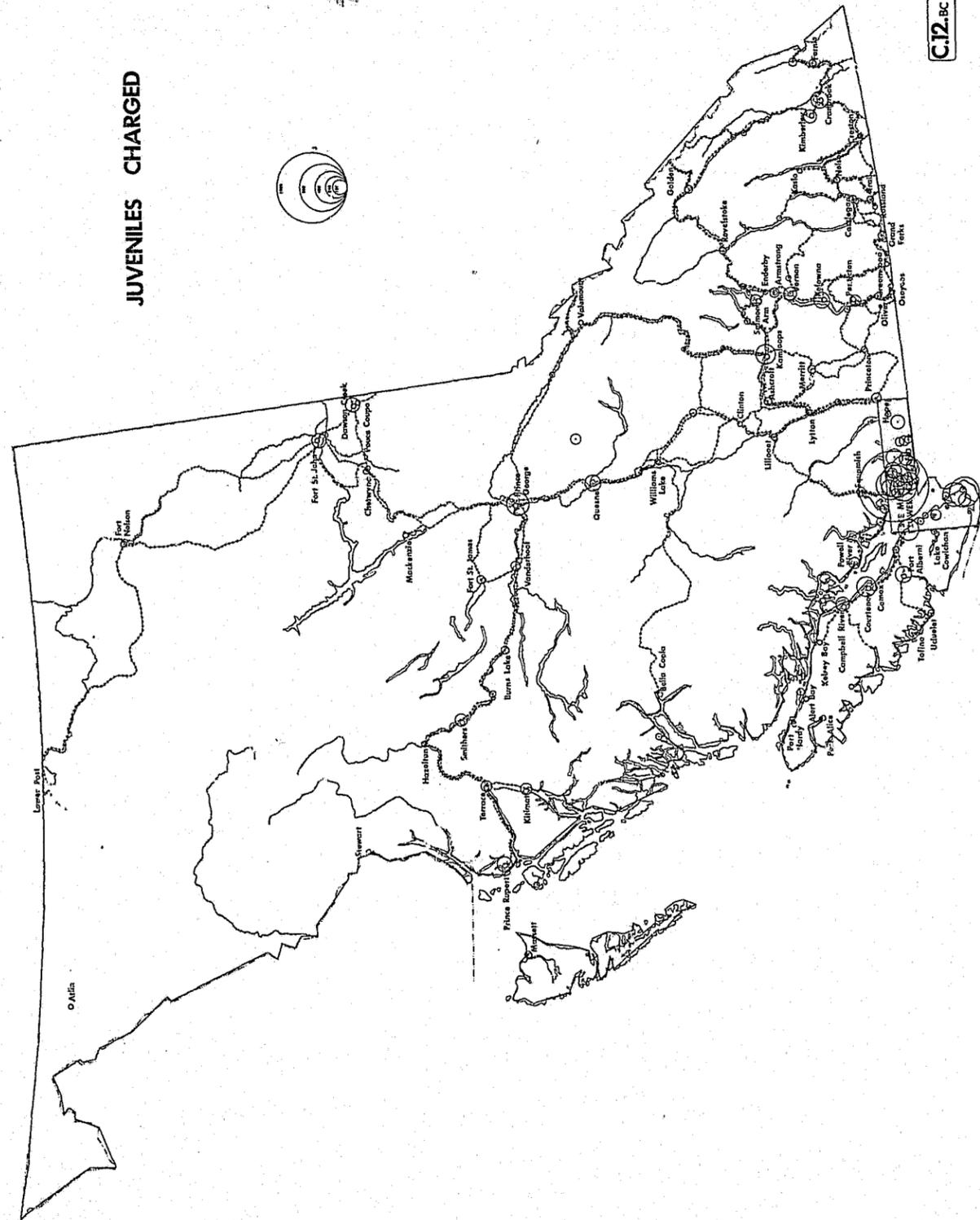
Females charged with Criminal Code Offences; Federal, Provincial or Municipal statutes; Food and Drug Act and Narcotics Control Act violations; and Criminal Traffic offences for the periods April 1, 1971 to March 31, 1972 (R.C.M.P.) or January 1, to December 31, 1972 (Municipal Police Forces).

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0103	GIBSON'S LANDING	12	0337	MIDWAY	8	0506	BURNS LAKE	25
0104	LADNER	8	0339	NAKUSP	6	0507	CASSIAR	6
0105	PEMBERTON	5	0341	NELSON	14	0508	CHETWYND	15
0107	POWELL RIVER	25	0342	NEW DENVER	3	0509	DAWSON CREEK	61
0108	SECHLT	15	0344	OLIVER	12	0512	FORT NELSON	10
0109	SQUAMISH	9	0345	OSOYOOS	5	0513	FORT ST. JAMES	33
0201	ABBOTSFORD	26	0347	PENTICTON	87	0514	FORT ST. JOHN	77
0202	AGASSIZ	8	0348	PRINCETON	5	0515	FRASER LAKE	14
0203	BOSTON BAR	14	0349	RADIUM	16	0516	HAZELTON	17
0204	CHILLIWACK	106	0350	REVELSTOKE	15	0517	HOUSTON	7
0208	HOPE	39	0351	ROSSLAND	2	0520	KITIMAT	25
0211	HATSQUI	16	0353	SALMO	2	0522	HACKENZIE	13
0212	MISSION	32	0354	SALMON ARM	26	0523	MCBRIDE	4
0215	PORT MOODY	21	0356	SICANOUS	7	0524	MASSET	46
0216	SUMAS	5	0362	SPARWOOD	2	0525	OCEAN FALLS	17
0217	WHITE ROCK	38	0363	SPENCES BRIDGE	1	0526	100 MILE HOUSE	23
0301	ARMS TRONG	11	0364	SUMMERLAND	13	0530	PRINCE GEORGE RCC	184
0302	ASHCROFT	10	0366	TRAIL	11	0531	PRINCE RUPERT	95
0303	BARRIERE	2	0368	VERNON	54	0532	QUEEN CHARLOTTE	9
0305	BLUE RIVER	3	0380	CRESCENT VALLEY	3	0533	QUESNEL	47
0308	CASTLEGAR	5	0401	ALERT BAY	28	0536	STEWART	5
0310	CHASE	17	0403	CAMPBELL RIVER	63	0539	TERRACE	51
0311	CLINTON	6	0404	CHEMAINUS	11	0540	VALEMOUNT	1
0312	CLEARWATER	1	0407	COURTENAY	34	0541	VANDERHOOF	21
0313	CRANBROOK	46	0409	DUNCAN	62	0543	WELLS	5
0314	CRESTON	19	0411	GOLD RIVER	1	0544	WILLIAMS LAKE	9
0315	ENDERBY	6	0413	LADYSMITH	20	0545	SMITHERS	56
0316	FALKLAND	1	0414	LAKE COWICHAN	3	1101	BURNABY	506
0317	FERNIE	15	0416	NANAIMO	181	1102	COQUITLAM	50
0318	FIELD	4	0417	N. COWICHAN	10	1103	DELTA	65
0319	FRUITVALE	2	0418	PARKSVILLE	10	1104	HANEY	63
0320	GOLDEN	32	0419	PORT ALBERNI	77	1105	LANGLEY	43
0321	GRAND ORKS	12	0420	PORT ALICE	1	1107	NEW WESTMINSTER	179
0324	INVERMERE	22	0421	PORT HARDY	7	1108	NORTH VANCOUVER	166
0325	KAMLOOPS	172	0424	QUALICUM	12	1109	RICHMOND	197
0326	KASLO	1	0426	SHAWNIGAN LAKE	2	1110	SURREY	603
0327	KELOWNA	113	0427	SIDNEY	21	1111	VANOUVER	2353
0328	KEROMEOS	4	0428	SOOKE	6	1112	WEST VANCOUVER	48
0329	KIMBERLEY	70	0429	TAHSIS	2	1117	AIRPORT	1
0331	LILLOOET	14	0430	TOFINO	8	1118	UBC	8
0332	LUMBY	5	0431	UCLUELET	5	1201	COLWOOD	20
0333	LYTTON	7	0502	ALEXIS CREEK	7	1204	OAK BAY	10
0334	MERRITT	12	0503	ATLIN	1	1205	SAANICH	171
0335	MICA CREEK	1	0505	BELLA COOLA	4	1208	VICTORIA	339

01	SUNSHINE COAST/SQUAMISH	74
02	LOWER MAINLAND	305
11	GREATER VANCOUVER	4,282
04	VANCOUVER ISLAND	564
12	GREATER VICTORIA	540
03	OKANAGAN/KOOTENAY	905
05	NORTHERN B.C.	888
TOTAL		7,558

JUVENILES CHARGED

C.12 BC



JUVENILES CHARGED (EXCEPT TRAFFIC) 2/15/73

C.12 JUVENILES CHARGED EXCEPT CRIMINAL TRAFFIC

Number of juveniles charged with Criminal Code offences; Federal, Provincial or Municipal statutes; Food and Drug Act and Narcotics Control Act violations for the periods April 1, 1971 to March 31, 1972 (R.C.M.P.) or January 1 to December 31, 1972 (Municipal Police Forces).

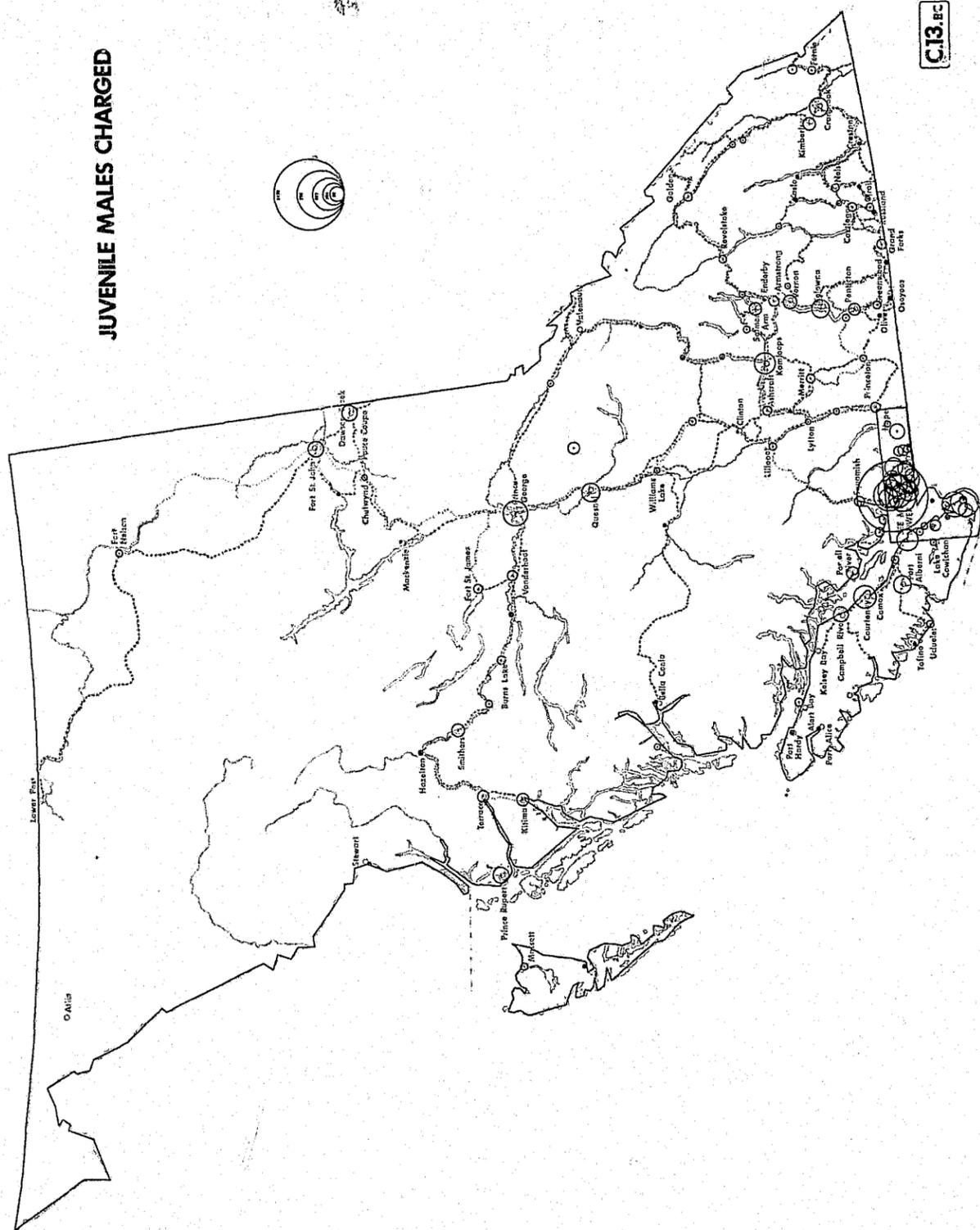
MAP DATA FOR - JUVENILES CHARGED (EXCEPT TRAFFIC) 2/15/73

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0103	GIBSON'S LANDING	48	0339	NAKUSP	18	0506	BURNS LAKE	40
0105	PEMBERTON	2	0341	NELSON	30	0507	CASSIAR	2
0107	POWELL RIVER	74	0342	NEW DENVER	8	0508	CHETWYND	18
0108	SECHLT	45	0344	OLIVER	30	0509	DAWSON CREEK	114
0109	SQUAMISH	46	0345	OSOYOOS	9	0512	FORT NELSON	25
0201	ABBOTSFORD	33	0347	PENTICTON	74	0513	FORT ST. JAMES	43
0202	AGASSIZ	19	0348	PRINCETON	23	0514	FORT ST. JOHN	117
0203	BOSTON BAR	19	0349	RADIUM	18	0515	FRASER LAKE	12
0204	CHILLIWACK	107	0350	REVELSTOKE	31	0516	HAZELTON	11
0208	HOPE	58	0351	ROSSLAND	10	0517	HOUSTON	30
0211	MATSQUI	59	0353	SALMO	6	0518	HUDSON HOPE	6
0212	MISSION	48	0354	SALMON ARM	73	0520	KITIMAT	78
0215	PORT MOODY	53	0356	SICAMOUS	20	0522	HACKENZIE	5
0216	SUMAS	6	0362	SPARWOOD	41	0523	MCBRIDE	20
0217	WHITE ROCK	76	0363	SPENCES BRIDGE	4	0524	MASSET	35
0301	ARMSTRONG	56	0364	SUMMERLAND	27	0525	OCEAN FALLS	26
0302	ASHCROFT	40	0366	TRAIL	30	0526	100 MILE HOUSE	34
0303	BARRIERE	14	0368	VERNON	95	0530	PRINCE GEORGE RCC	256
0305	BLUE RIVER	4	0380	CRESCENT VALLEY	14	0531	PRINCE RUPERT	127
0308	CASTLEGAR	36	0401	ALERT BAY	34	0532	QUEEN CHARLOTTE	9
0310	CHASE	24	0403	CAMPBELL RIVER	109	0533	QUESNEL	141
0311	CLINTON	3	0404	CHEMAINUS	22	0536	STEWART	8
0312	CLEARWATER	11	0407	COURTENAY	202	0539	TERRACE	70
0313	CRANBROOK	153	0409	DUNCAN	68	0540	VALEMOUNT	2
0314	CRESTON	10	0411	GOLD RIVER	4	0541	VANDERHOOF	55
0315	ENDERBY	5	0412	GULF ISLANDS	7	0543	WELLS	64
0316	FALKLAND	1	0413	LADYSMITH	28	0544	WILLIAMS LAKE	17
0317	FERNIE	33	0414	LAKE COWICHAN	21	0545	SMITHERS	89
0318	FIELD	3	0416	NANAIMO	224	1101	BURNABY	485
0319	FRUITVALE	13	0417	N. COWICHAN	12	1102	COQUITLAM	141
0320	GOLDEN	40	0418	PARKSVILLE	28	1103	DELTA	169
0321	GRANDFORKS	46	0419	PORT ALBERNI	142	1104	HANEY	151
0324	INVERMERE	19	0420	PORT ALICE	8	1105	LANGLEY	98
0325	KAMLOOPS	199	0421	PORT HARDY	11	1107	NEW WESTMINSTER	236
0326	KASLO	6	0424	QUALICUM	7	1108	NORTH VANCOUVER	397
0327	KELOWNA	142	0426	SHAWNIGAN LAKE	10	1109	RICHMOND	329
0328	KERMEOS	8	0427	SIDNEY	32	1110	SURREY	355
0329	KIMBERLEY	98	0428	SOOKE	9	1111	VANCOUVER	1912
0331	LILLOEY	28	0429	TAHSIS	1	1112	WEST VANCOUVER	149
0332	LUMBY	18	0430	TOFINO	6	1117	AIRPORT	1
0333	LYTTON	17	0431	UCLUELET	27	1118	UBC	44
0334	MERRITT	40	0502	ALEXIS CREEK	6	1201	COLWOOD	87
0337	MIDWAY	14	0505	BELLA COOLA	7	1204	OAK BAY	26
						1205	SAANICH	278
						1208	VICTORIA	421

01	SUNSHINE COAST/SQUAMISH	215
02	LOWER MAINLAND	478
11	GREATER VANCOUVER	4,467
04	VANCOUVER ISLAND	1,012
12	GREATER VICTORIA	812
03	OKANAGAN/KOOTENAY	1,642
05	NORTHERN B.C.	1,467
	TOTAL	10,093

JUVENILE MALES CHARGED

C.13.B.C.



C.13 JUVENILE MALES CHARGED EXCEPT CRIMINAL TRAFFIC

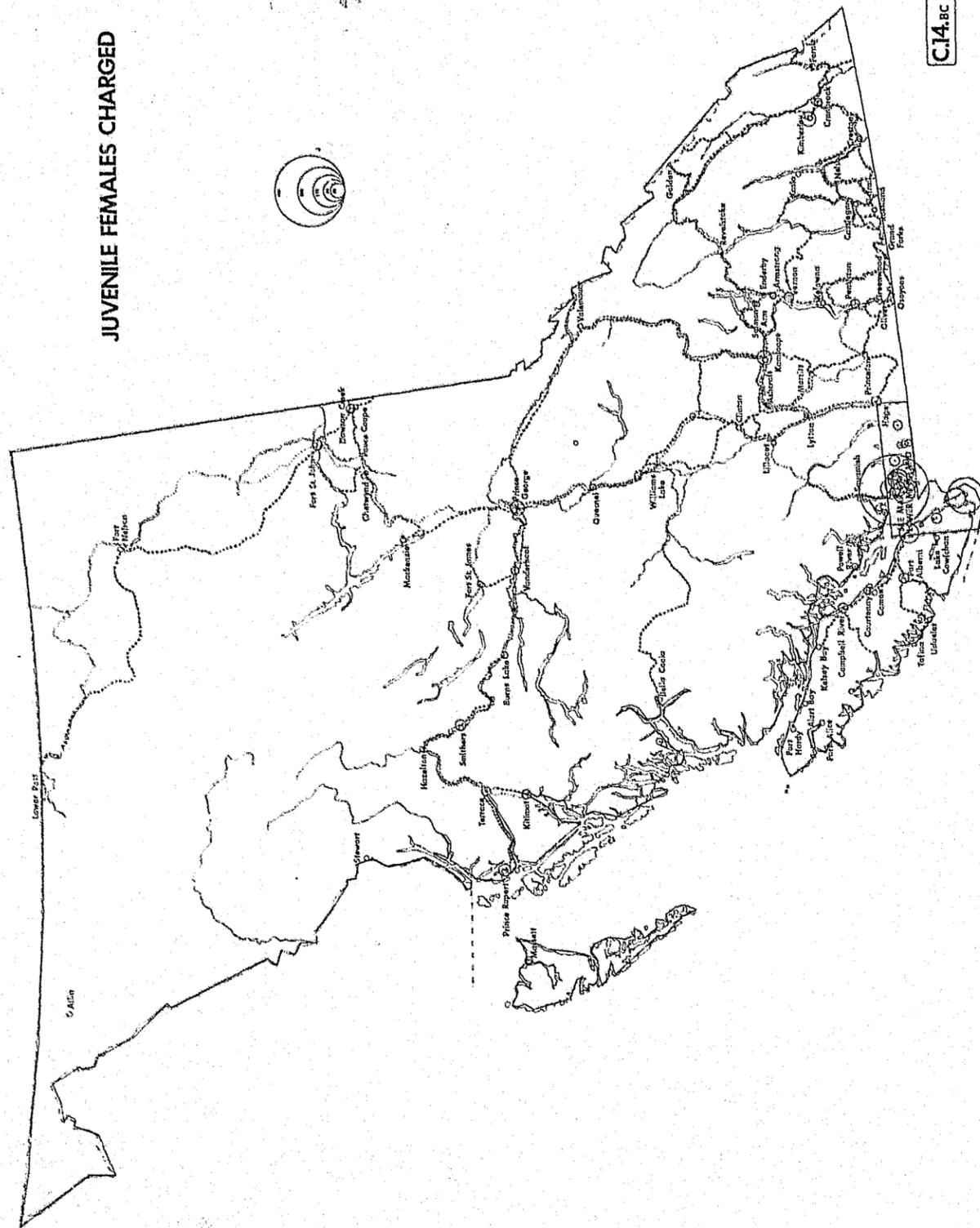
Number of Juvenile males charged with Criminal Code offences; Federal, Provincial or Municipal statutes; Food and Drug Act and Narcotics Control Act violations for the periods April 1, 1971 to March 31, 1972 (RCMP) or January 1 to December 31, 1972 (Municipal Police Forces)

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0103	GIBSON'S LANDING	42	0339	NAKUSP	17	0506	BURNS LAKE	33
0105	PEMBERTON	2	0341	NELSON	29	0507	CASSIAP	?
0107	POWELL RIVER	68	0342	NEW DENVER	8	0508	CHETWYND	15
0108	SECHELT	39	0344	OLIVER	30	0509	DAWSON CREEK	102
0109	SQUAMISH	46	0345	OSOYOOS	9	0512	FORT NELSON	25
0201	ABBOTSFORD	26	0347	PENTICTON	63	0513	FORT ST. JAMES	38
0202	AGASSIZ	19	0348	PRINCETON	21	0514	FORT ST. JOHN	102
0203	BOSTON BAR	19	0349	PADIUM	18	0515	FRASER LAKE	10
0204	CHILLIWACK	95	0350	REVELSTOKE	29	0516	HAZELTON	10
0208	HOPE	44	0351	ROSSLAND	10	0517	HOUSTON	26
0211	MATSOUI	52	0353	SALMO	6	0518	HUDSON HOPE	6
0212	MISSION	43	0354	SALMON ARM	69	0520	KITIMAT	66
0215	PORT MOODY	52	0356	SICAMOUS	19	0522	MACKENZIE	3
0716	SUMAS	6	0362	SPARWOOD	41	0523	MCBRIDE	20
0217	WHITE ROCK	69	0363	SPENCER BRIDGE	4	0524	MASSET	25
0301	ARMSTRONG	49	0364	SUMMERLAND	26	0525	OCEAN FALLS	19
0302	ASHCROFT	37	0366	TRAIL	29	0526	100 MILE HOUSE	29
0303	BARRIERE	13	0368	VERNON	82	0530	PRINCE GEORGE RCC	230
0305	BLUE RIVER	4	0380	CRESCENT VALLEY	14	0531	PRINCE RUPERT	107
0308	CASTLEGAR	36	0401	ALERT BAY	33	0532	QUEEN CHARLOTTE	8
0310	CHASE	23	0403	CAMPBELL RIVER	96	0533	QUESNEL	135
0311	CLINTON	3	0404	CHEMAINUS	22	0536	STEWART	7
0312	CLEARWATER	11	0407	COURTENAY	195	0539	TERRACE	58
0313	CRANBROOK	143	0409	DUNCAN	53	0540	VALE MOUNT	2
0314	CRESTON	6	0411	GOLD RIVER	4	0541	VANDERHOOF	46
0315	ENDERBY	4	0412	GULF ISLANDS	7	0543	WELLS	61
0316	FALKLAND	1	0413	LADYSMITH	25	0544	WILLIAMS LAKE	16
0317	FERNIE	31	0414	LAKE COWICHAN	19	0545	SMITHERS	73
0318	FIELD	3	0416	NANAIMO	179	1101	BURNABY	418
0319	FRUITVALE	13	0417	N. COWICHAN	11	1102	COQUITLAM	136
0320	GOLDEN	37	0418	PARKSVILLE	28	1103	DELTA	149
0321	GRANDFORKS	45	0419	PORT ALBERNI	128	1104	HANEY	136
0324	INVERMERE	18	0420	PORT ALICE	8	1105	LANGLEY	93
0325	KAMLOOPS	172	0421	PORT HARDY	10	1107	NEW WESTMINSTER	188
0326	KASLO	6	0424	GUALICUM	5	1108	NORTH VANCOUVER	348
0327	KELOWNA	132	0426	SHAWNIGAN LAKE	13	1109	RICHMOND	268
0328	KEROMEOS	8	0427	SIDNEY	28	1110	SURLEY	321
0329	KIMBERLEY	71	0428	Sooke	7	1111	VANOUVER	1470
0331	LILLIOUET	27	0429	TAHSIS	1	1112	WEST VANCOUVER	148
0332	LUMBY	16	0430	TOFINO	6	1117	AIRPORT	1
0333	LYTTON	16	0431	UCLUELET	25	1118	USC	41
0334	MEPRITT	38	0502	ALEXIS CREEK	6	1201	COLWOOD	24
0337	MIDWAY	10	0505	BELLA COOLA	7	1204	OAK BAY	25
						1205	SANICH	230
						1208	VICTORIA	286

01	SUNSHINE COAST/SQUAMISH	197
02	LOWER MAINLAND	425
11	GREATER VANCOUVER	3,717
04	VANCOUVER ISLAND	901
12	GREATER VICTORIA	625
03	OKANAGAN/KOOTENAY	1,497
05	NORTHERN B.C.	1,287
TOTAL		8,649

JUVENILE FEMALES CHARGED

C.14.BC



C.14 JUVENILE FEMALES CHARGED EXCEPT CRIMINAL TRAFFIC

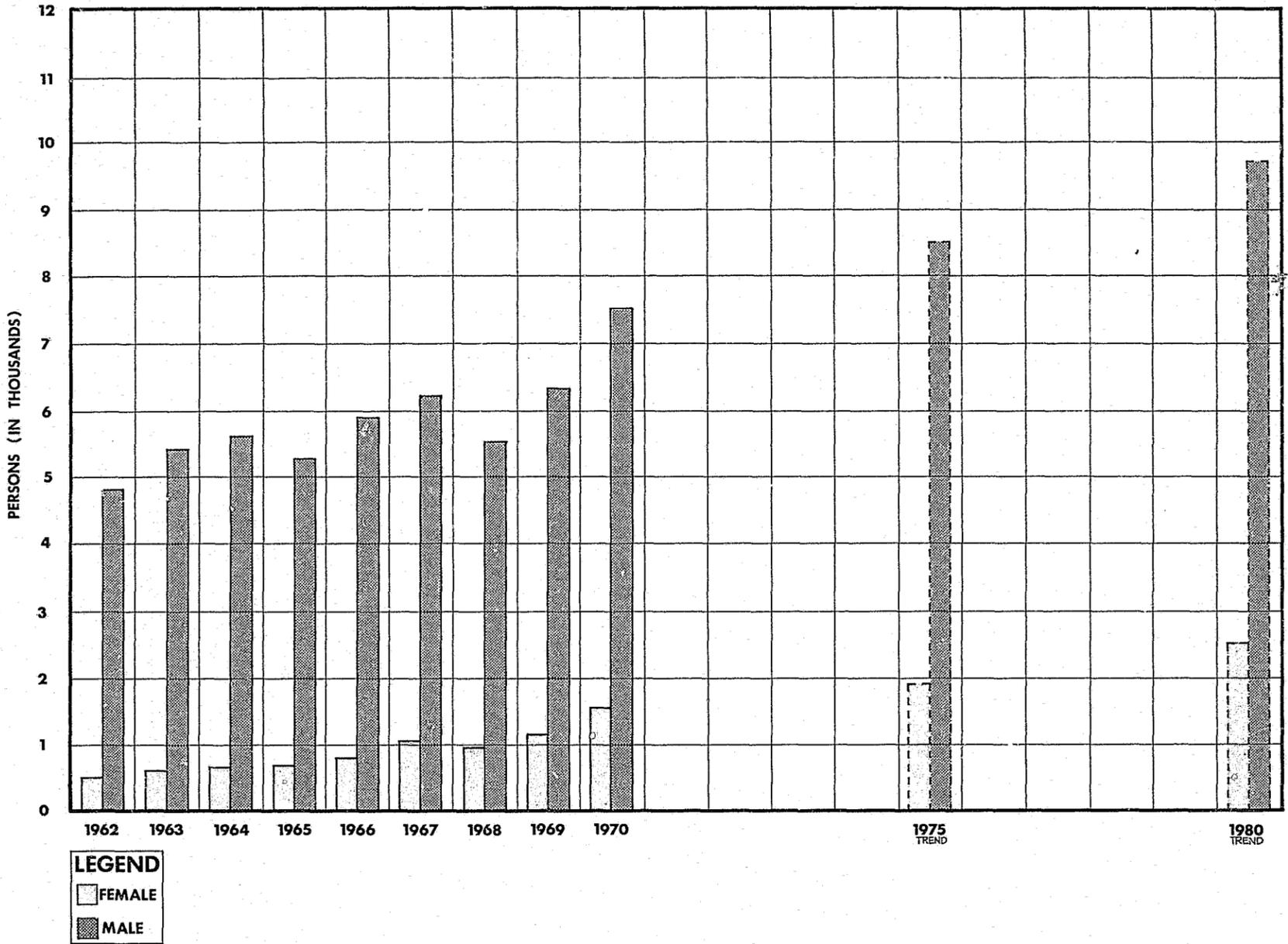
Number of female juveniles charged with Criminal Code offences; Federal, Provincial or Municipal statutes and Food and Drug Act and Narcotics Control Act violations for the periods April 1, 1971 to March 31, 1972 (RCMP) or January 1 to December 31, 1972 (Municipal Police Forces)

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0103	GIBSONS LANDING	6	0341	NELSON	1	0517	HOUSTON	4
0107	POWELL RIVER	6	0347	PENTICTON	11	0520	KITIMAT	12
0108	SECHelt	6	0348	PRINCETON	2	0522	MACKENZIE	2
0201	ABBOTSFORD	7	0350	QEVÉLSTOKÉ	2	0524	MASSET	10
0204	CHILLIWACK	12	0354	SALMON ARM	4	0525	OCEAN FALLS	7
0208	HOPE	14	0356	SICAMOUS	1	0526	100 MILE HOUSE	5
0211	MATSQUI	7	0364	SUMMERLAND	1	0530	PRINCE GEORGE RCC	26
0212	MISSION	5	0366	TRAIL	1	0531	PRINCE RUPERT	20
0215	PORT MOODY	1	U368	VERNON	13	0532	QUEEN CHARLOTTE	1
0217	WHITE ROCK	7	0401	ALERT BAY	1	0533	QUESNEL	6
0301	ARMSTRONG	7	U403	CAMPBELL RIVER	13	0536	STEWART	1
0302	ASHCROFT	3	0407	COURTENAY	7	0539	TERRACE	12
0303	BARRIERE	1	0409	DUNCAN	15	0541	VANDERHOOF	9
0310	CHASE	1	0413	LADYSMITH	3	0543	WELLS	3
0313	CRANBROOK	10	0414	LAKE COWICHAN	2	0544	WILLIAMS LAKE	1
0314	CRESTON	4	0416	NANAIMO	45	0545	SMITHERS	16
0315	ENDERBY	1	U417	N. COWICHAN	1	1101	BURNABY	67
0317	FERNIE	2	U419	PORT ALBERNI	14	1102	COQUITLAM	5
0320	GOLDEN	3	0421	PORT HARDY	1	1103	DELTA	20
0321	GRANDFORKS	1	0424	QUALICUM	2	1104	HANEY	15
0324	INVERMERE	1	0427	SIDNEY	4	1105	LANGLEY	5
0325	KAMLOOPS	27	0428	SOOKE	2	1107	NEW WESTMINSTER	48
0327	KELOWNA	10	U431	UCLUELET	1	1108	NORTH VANCOUVER	49
0329	KIMBERLEY	27	0506	BURNS LAKE	7	1109	RICHMOND	61
0331	LILLOOET	1	0508	CHETWYND	3	1110	SURREY	34
0332	LUMBY	2	0509	DAWSON CREEK	12	1111	VANOUVER	442
0333	LYTTON	1	0513	FORT ST. JAMES	5	1112	WEST VANCOUVER	1
0334	MERRITT	2	0514	FORT ST. JOHN	15	1118	UBC	3
0337	MIDWAY	4	0515	FRASER LAKE	2	1201	COLWOOD	3
0339	NAKUSP	1	0516	HAZELTON	1	1204	OAK BAY	1
						1205	SAANICH	48
						1208	VICTORIA	135

01	SUNSHINE COAST/SQUAMISH	18
02	LOWER MAINLAND	53
11	GREATER VANCOUVER	750
04	VANCOUVER ISLAND	111
12	GREATER VICTORIA	187
03	OKANAGAN/KOOTENAY	145
05	NORTHERN B.C.	180
		1,444

FIGURE 8

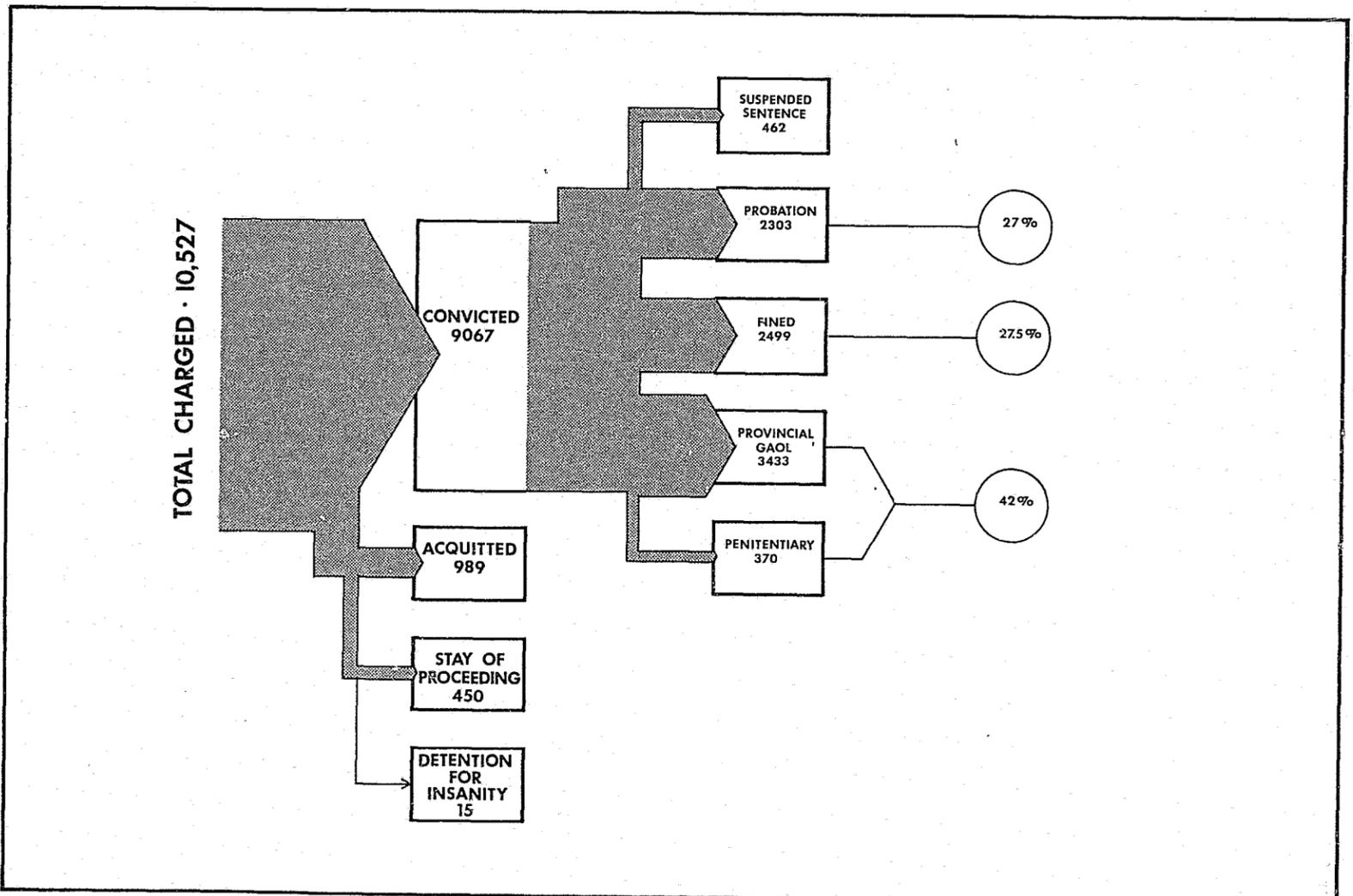
MALES & FEMALES CONVICTED FOR INDICTABLE OFFENCES BRITISH COLUMBIA 1962-1970



SOURCE: STATISTICS CANADA STATISTICS OF CRIMINAL AND OTHER OFFENCES CATALOGUE FOR 1962-1969; 1970 UNPUBLISHED.

FIGURE 9

RESULTS OF PROCEEDINGS OF PERSONS CHARGED FOR INDICTABLE OFFENCES BRITISH COLUMBIA 1970



SOURCE: STATISTICS CANADA CRIMINAL STATISTICS (UNPUBLISHED) 1970.

6. Juveniles

a) Juveniles in Family and Children's Court

Figure 10 illustrates the number of male juveniles by selected age groups which have appeared in the Provincial Court - Family Division of the City of Vancouver from 1961 - 1971.

An attempt was made to construct a similar graph for the number of juveniles appearing in court throughout the Province. The data, however, was not complete for the years 1968 to 1971 and the venture was suspended. The only significant factor which resulted from the Provincial graph was that the "trends" were similar, as far as the increases and decreases by age groups over the reporting period.

The Vancouver Family Division Court receives the largest percentage of juveniles appearing in court; therefore, Figure 10 is considered representative of the Provincial trends.

It is apparent from the graphs illustrated in this figure that the 16 - 17 year olds appearing before the courts is increasing rapidly, with a significant increase in the 14 - 15 year old category. (The decline in the 16 - 17 year olds appearing before the court from 1970 - 1971 is due to the initial reduction in the juvenile age from October 1970 to June 1971.

b) Juveniles Raised to Adult Court

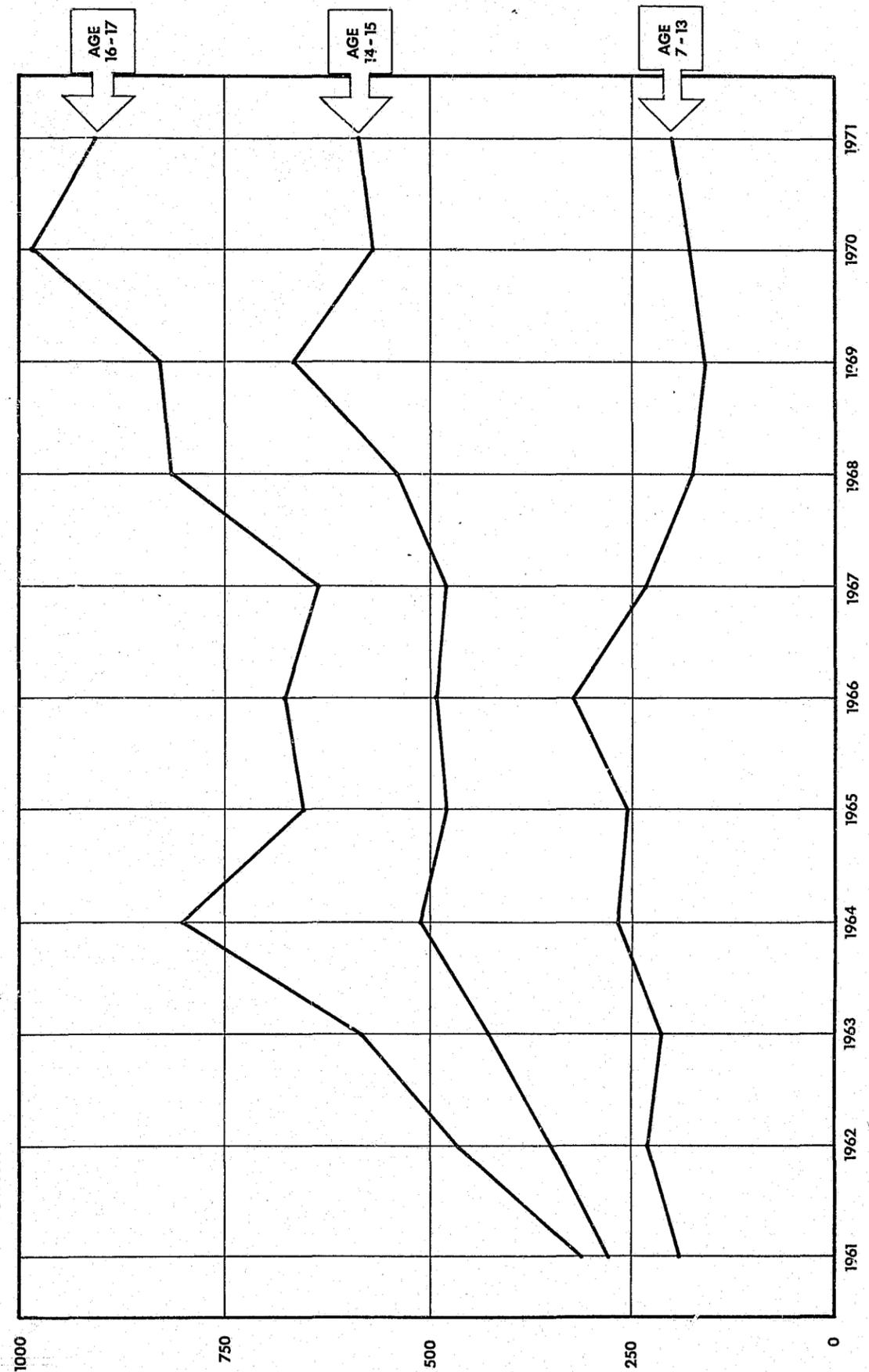
The number of juveniles raised to adult court from April 1, 1969 to September 30, 1972 throughout the Province, and the effects of the legislative changes in the juvenile age, are illustrated in Figure 11.

This figure represents the number of juveniles which were raised to adult court and who were subsequently committed to the Haney Correctional Centre for young offenders or placed on probation and supervised by the Corrections Service probation officers.

A study completed for the Task Force of 90 cases of juveniles raised to adult court revealed:

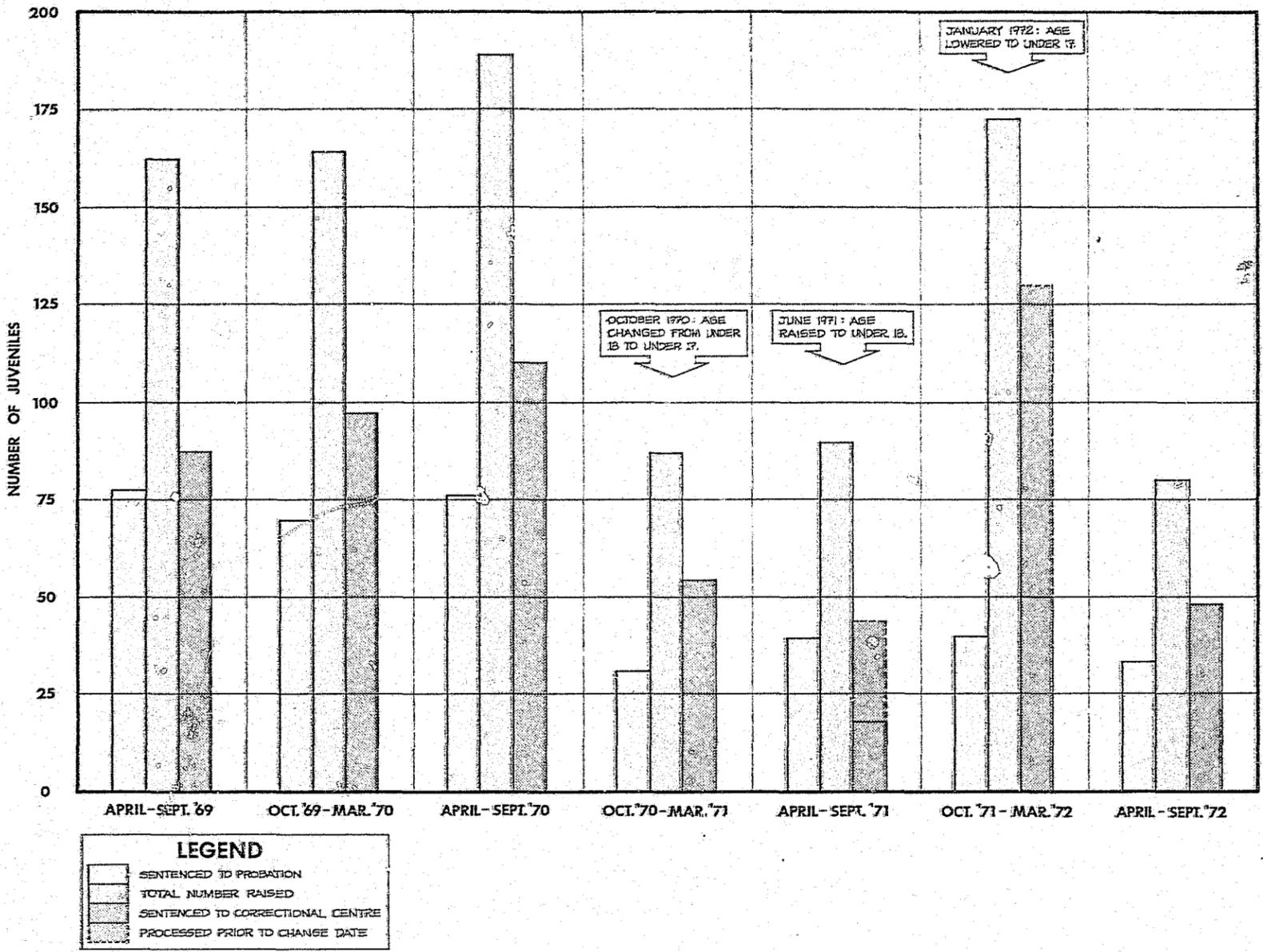
1. Two thirds were wards of the Superintendent of Child Welfare.
2. 75% were 16 years of age, 20 were 15 years old, and 2 were 14 years old.
3. 54 had been in Brannon Lake School, some two and three times.
4. Every facility at the juvenile level had been tried.
5. Most showed signs of severe emotional disturbance at an early age.

FIGURE 10
NO. of JUVENILE MALES APPEARING BEFORE PROVINCIAL COURT
FAMILY DIVISION, CITY of VANCOUVER
BRITISH COLUMBIA 1961 - 1971

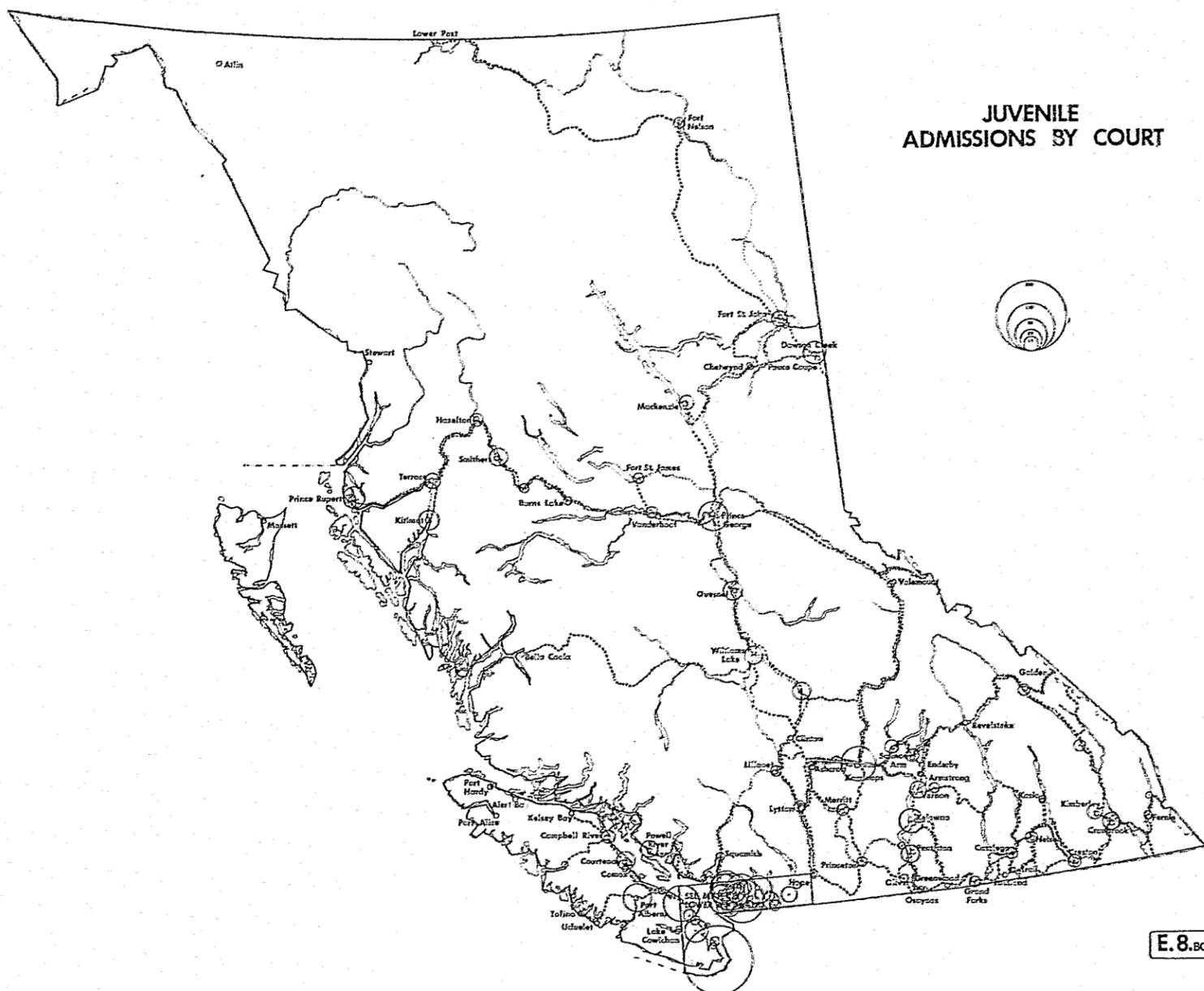


NOTE: EXCLUDING TRAFFIC OFFENSES and STATE of INTOXICATION in a PUBLIC PLACE.
SOURCE: PROVINCIAL FAMILY COURT, CITY of VANCOUVER.

FIGURE 11
JUVENILES RAISED TO ADULT COURT
 BRITISH COLUMBIA APRIL 1969 TO SEPTEMBER 1972



c) Juvenile Admissions to Corrections - Probation and Institution See following charts.



E.8 JUVENILE ADMISSIONS BY COURT LOCATION

Juvenile offenders (under 17 years) admitted into the Corrections Service (institution or probation) by the referring court for the period April 1 to December 31, 1972. —This does not include those juveniles raised to adult court.

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0102	GIBSONS	3	0333	LYTTON	9	0508	CHETWYND	2
0104	LADNER	34	0334	MERRITT	9	0509	DAWSON CREEK	30
0107	POWELL RIVER	18	0341	NELSON	9	0512	FORT NELSON	8
0108	SECHelt	3	0344	OLIVER	2	0513	FORT ST. JAMES	8
0109	SQUAMISH	5	0345	OSOYOOS	3	0514	FORT ST. JOHN	15
0201	ABBOTSFORD	2	0347	PENTICTON	20	0516	HAZELTON	11
0202	AGASSIZ	4	0348	PRINCETON	7	0517	HOUSTON	6
0204	CHILLIWACK	15	0350	NEVELSTOKE	1	0520	KITIMAT	24
0205	CLOVERDALE	1	0353	SALMO	1	0522	HACKLEZIE	13
0208	HOPE	4	0354	SALMON ARM	11	0524	HASSET	1
0211	HATSQUI	17	0355	SICAMOUS	3	0526	100 MILE HOUSE	19
0212	MISSION	7	0362	SPARWOOD	3	0527	PORT EDWARD	4
0214	PORT COQUITLAM	12	0364	SUMMERLAND	4	0530	PRINCE GEORGE RCC	48
0215	PORT HOODY	9	0366	TRAIL	2	0531	PRINCE RUPERT	28
0216	SUMAS	8	0368	VERNON	17	0533	QUESNEL	22
0217	WHITE ROCK	3	0401	ALERT BAY	1	0538	TALKVA	1
0301	ARMSTRONG	2	0403	CAMPBELL RIVER	12	0539	TERRACE	15
0302	ASHCROFT	5	0404	CHEMAINUS	6	0540	VALEMOUNT	4
0308	CASTLEGAR	9	0406	COHOX	1	0541	VANDERHOOF	9
0310	CHASE	12	0407	COURTENAY	20	0544	WILLIAMS LAKE	20
0313	CRANBROOK	18	0409	DUNCAN	31	0545	SMITHERS	20
0314	CRESTON	11	0410	GANGES	2	1101	BURNABY	70
0317	FERNIE	5	0411	GOLD RIVER	3	1102	COQUITLAM	49
0320	GOLDEN	9	0413	LADYSMITH	11	1103	DELTA	6
0321	GRANDFORKS	8	0414	LAKE COWICHAN	3	1105	LANGLEY	10
0324	INVERMERE	9	0416	NANAIMO	68	1106	MAPLE RIDGE	43
0325	KAMLOOPS	64	0418	PARKSVILLE	4	1107	NEW WESTMINSTER	20
0326	KASLO	3	0419	PARK ALBERNI	43	1108	NORTH VANCOUVER	49
0327	KELOWNA	33	0421	PORT HARDY	1	1109	RICHMOND	48
0328	KEROMEOS	5	0427	SIDNEY	6	1110	SURREY	93
0329	KIMBERLEY	14	0428	SOOKE	1	1111	VANCOUVER	50
0331	LILLOEET	8	0504	BELLA BELLA	1	1112	WEST VANCOUVER	29
0332	LUMBY	7	0506	BURNS LAKE	5	1206	CENT. SAANICH	3
						1208	VICTORIA	212

COMMENTS:

1. There were 1,677 juvenile admissions into Corrections, which was about 16% of the total admissions for B.C.
2. Over 30% of juvenile admissions came from the Vancouver—Lower Mainland area and about 25% were from Victoria and Vancouver Island. 27.8% were reported from Northern B.C. The Okanagan/Kootenay area had 19.3% of the juveniles. (Map E.8)
3. As a percentage of total admissions for an area, Vancouver Island and Greater Victoria were the highest. In these areas juveniles made up about a quarter of corrections admissions.
4. Several court locations displayed a very high percentage of juveniles under fourteen years of age. These were Courtenay, Duncan, Ganges and Sidney on the Island, and to the north, Kitimat, Fort Nelson, Mackenzie and Valemount. The highest rate in the province for this group of offenders was probably at 100 Mile House where a quarter of their total admissions were under the age of fourteen.

5. High percentage of juvenile offenders: Ladner, Coquitlam, Surrey, Nanaimo, Castlegar, Creston, Invermere, Kaslo, Keromeos, Kimberly, Lumby, Rossland and those places mentioned above as having offenders under fourteen.

6. The major portion, almost 50%, of total juveniles charged by police in B.C. were in Vancouver or the Lower Mainland. (Map C.12)

7. Of the juveniles charged, 85.7% were males and 14.3% female. (Maps C.13 and C.14)

8. Greater Vancouver provided 52% of the juvenile females charged and 43% of the juvenile males. An almost equal number of males were charged in the Okanagan/Kootenay and the whole of Vancouver Island, including Victoria, whereas twice as many female juveniles were charged on the Island as in the Interior.

9. Total juvenile admissions referred to Correctional Facilities was 136 or 8% of juvenile admissions by court locations.

D. THE VICTIMS OF CRIME

One of the most neglected subjects in the study of crime is its victims. To explore this area a Research Assistant for the Task Force interviewed 16 victims. Eight had been subjected to attacks on their person, the other eight had suffered monetary or property loss.

One victim of personal attack was a third-year university student from the University of British Columbia who was indecently assaulted in West Point Grey in December 1970. When interviewed she stated, "You never think about how an offence like this can affect the rest of your life till it happens. It destroys a basic trust in people." She has taken a course in self-defence and feels all females should complete such a course.

An example of an older person being victimized is Mrs. H.P., aged 60, who was robbed of \$260.00 by a man identifying himself as a B.C. Hydro workman. The man gained entry to her home by phoning first and saying her heating bill was too high, then asking for her permission to investigate the situation. While in the house he asked her to make change for a \$2.00 bill, as a means of finding out where she kept her handbag. He then diverted her attention and stole her money. As a result of this experience, the subject has become compulsively cautious, afraid to be outside of her house, and greatly incapacitated in a psychological sense due to this continuing fear.

After review of the sixteen cases studied, it became apparent that not just the offender is in need of legal aid and therapeutic counselling services. The victim is in many cases severely traumatized by the experience and often left completely destitute or incapacitated from gainful employment.

In an attempt to assess the adequacy of existing provisions to redress the wrongs and harm done to victims of crime, the Task Force has studied the remedies provided under present legislation. We have found significant gaps in present remedial resources.

1. The Criminal Code

The Criminal Code of Canada deals with this subject in part in Section 653(1) which reads as follows:

"A court that convicts an accused of an *indictable offence*, may, upon the application of a person aggrieved, *at the time sentence is imposed*, order the accused to pay to that person an amount by way of *satisfaction or compensation for loss of or damage to property* suffered by the applicant as a result of the commission of the offence of which the accused is convicted." (emphasis added)

It will be noted that this remedy is confined to loss of property. It does not appear to cover loss as a result of an indictable offence. Finally, for a compensation order to be made, the victim must apply for compensation at the time sentence is imposed. Otherwise his remedy is confined to the slow and uncertain and costly procedure of an action in civil court. In this connection, it seems obvious to us that many victims of crime are likely to be physically or psychologically unable to apply for compensation at the time sentence is imposed.

The Task Force, therefore, concluded that Section 653(1) of the Criminal Code is totally inadequate to provide proper redress for the victims of crime. The Task Force recommends:

1. That the Attorney-General make representations to the Federal Government with a view to the early amendment of Section 653(1) of the Criminal Code in

order that a more effective remedy can be provided the victims of crime. Specifically, it is recommended:

- a) That provision be made for a compensation order in favour of a victim of crime to cover both property losses and personal injuries;
 - b) That a compensation order be available both in cases of summary conviction and indictable offences;
 - c) That the victim of a crime be permitted either personally or through legal counsel to apply for compensation to the judge convicting the accused, either at the time sentence is imposed or within a reasonable period of time thereafter.
2. That legal aid services be made available as of right to victims of crime for the purpose of assisting such victims in the making of applications for compensation under the Criminal Code.

2. The Criminal Injuries Compensation Act

Following the lead of other Canadian Provinces such as Ontario and Saskatchewan, the Province enacted the Criminal Injuries Compensation Act in 1972, with the legislation coming into force on July 1, 1972. The Act is administered by the Workmen's Compensation Board and provides compensation in lump sums or periodic payments for victims sustaining personal injuries as the result of offences committed against the Criminal Code of Canada. All the facilities of the Workmen's Compensation Board are available on an outpatient basis for victims eligible under the Act. This includes psychiatric consultation and vocational or job retraining opportunities. If the victim has no medical insurance, medical and psychiatric treatment costs are paid. Medical treatment includes replacement or repair of artificial limbs, clothing, eye glasses, dentures and hearing aids broken as a result of the crime. The maximum payable in a lump sum is \$15,000 and periodic monthly payments are based on the equivalent schedules applicable to injured workmen.

While this undoubtedly is at least equal to if not more generous than similar legislation elsewhere, the Task Force is of the opinion that it does not cover fully the existing need. In particular, it should be noted:

1. No provision is made for compensation to victims of crime for property losses sustained.
2. No provision is made to cover victims who sustained personal injury prior to the Act coming into force.

We see no logical justification for restricting compensation to victims of crimes of personal violence. Non-violent crimes against property can often cause as much or more permanent hardship to the victim and his dependents. In this connection, the Task Force endorses the 1968 Policy Statement of the Canadian Corrections Association, "Compensation to Victims of Crime and Restitution by Offenders," which specifically recommends that criminal compensation legislation should cover "payment for property loss, physical injury, pain and suffering, loss of income, and legal fees and similar expenses."

It has also been drawn to our attention that there are many victims of crime in this Province who are presently suffering severe continued hardship but who are ineligible for coverage under the current legislation due to the absence of a retroactive provision. We recognize that it would be impracticable to make provision in the legislation for coverage of all previous victims of crime. However, we do think that coverage should be available in cases of demonstrated hardship.

The Task Force recommends:

1. That the Workmen's Compensation Board launch a major publicity campaign designed to make the general public more aware of the benefits and services provided under the Criminal Injuries Compensation Act.
- It will be observed that the Task Force is advocating a dual approach to ensuring greater redress for the victims of crime: more effective remedial provisions under the Criminal Code, and broader coverage under the Criminal Injuries

Compensation Act. We do not see these approaches as redundant or in contradiction. We think it good social policy and good corrections practice to require, where possible, that an offender compensate his victim for property loss or injuries. We also think, however, that the victim should have a right to compensation at public expense where the first remedy is likely to be ineffective or inappropriate. We, therefore, urge that strong efforts be made to improve the remedies provided under each piece of legislation.

E. CRIME PROJECTIONS

1. Absolute Population Growth

A gross, but nevertheless indicative, projection of future crime rates can be made using absolute population growth. Since 1930, British Columbia has had a higher annual average rate of population growth than Canada, North America, or the total world. British Columbia's population has almost doubled in the last two decades and this growth is expected to continue unabated to the year 2,000, the limit of the projection as shown on the chart.

British Columbia experienced a 100% increase in crime over the past decade with a third increase in population. Applying this formula, we could expect another 100% increase by the early 1980's. This would depend, however, on all other factors such as age distribution, urbanization, social disorganization, racial distribution, etcetera remaining constant. This does not appear likely as the following analysis illustrates.

2. Changing Age Composition

A major factor affecting crime rate is the relative growth in population for the highest crime risk age categories. National crime data by age categories reveals the following:

Per Capita Crime Rate for Indictable Offences		
Males	16 - 17 years	1861
	18 - 19	1746
	20 - 24	1173
	25 - 29	739
	30 - 34	480

After this the rate markedly decreases.

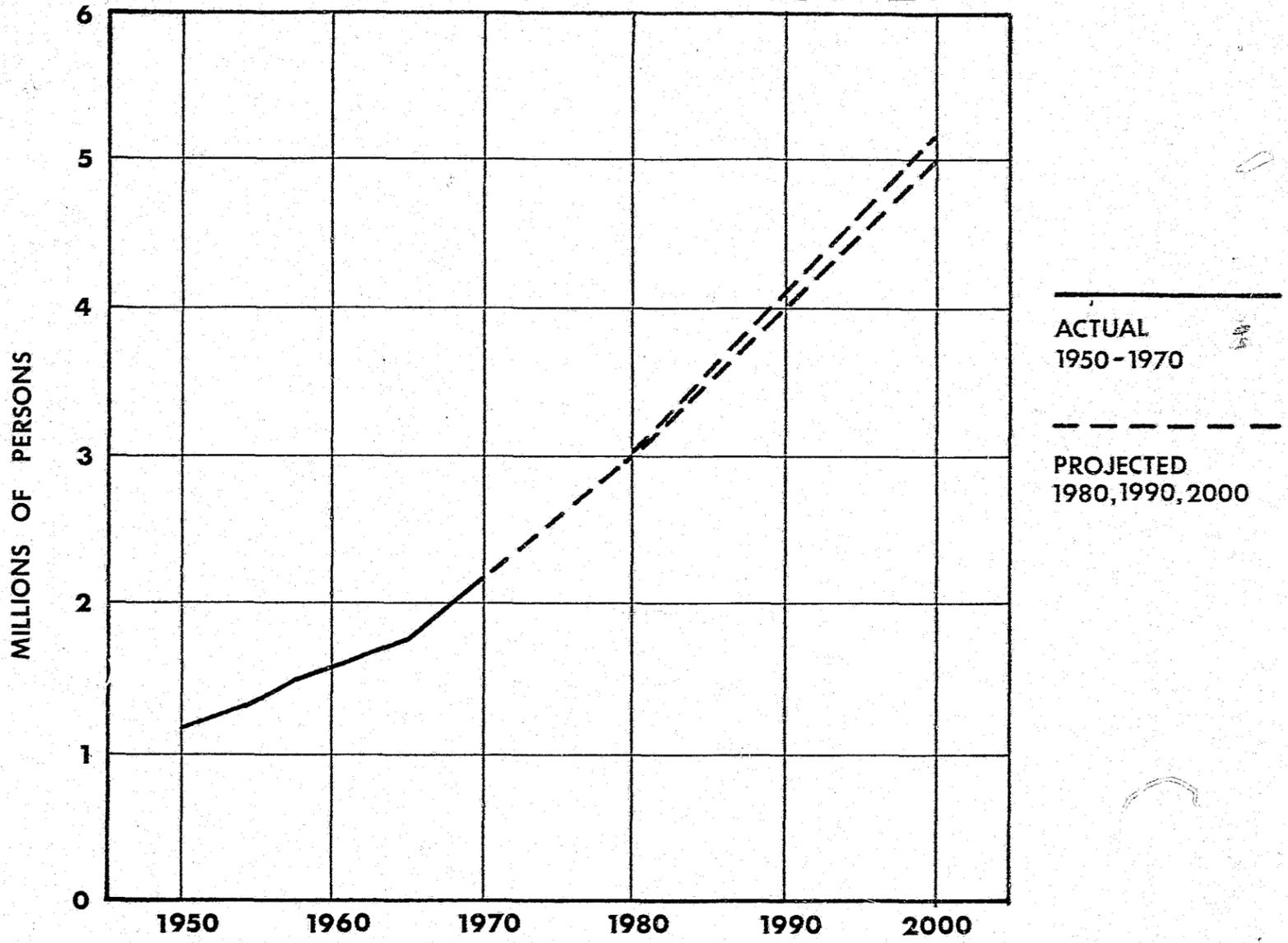
Under any circumstances the development of an effective response to the problem of crime is exceedingly difficult. Because of changes expected in the population of British Columbia from now to 1980, the problems will increase substantially.

As shown by the following analysis, the population in the highest crime risk age categories will increase significantly in the next seventeen years, thereby compounding the crime problem for the Province.

Figure 13 illustrates the age and sex distribution of the 1970 population with projections for 1980. These projections indicate an increasing number of persons in the age groups 15 - 34 which is the age range most likely to become involved in criminal activity and subsequently enter the criminal justice system. Figure 14 highlights the increase in this crime-prone age group from 1961 - 1980 in the area blocked out by the parallel broken lines. (The projections for the age group 0 - 20 years of age where not available for the year 1975 and an estimated projection is shown in a broken line for that year.)

FIGURE 12

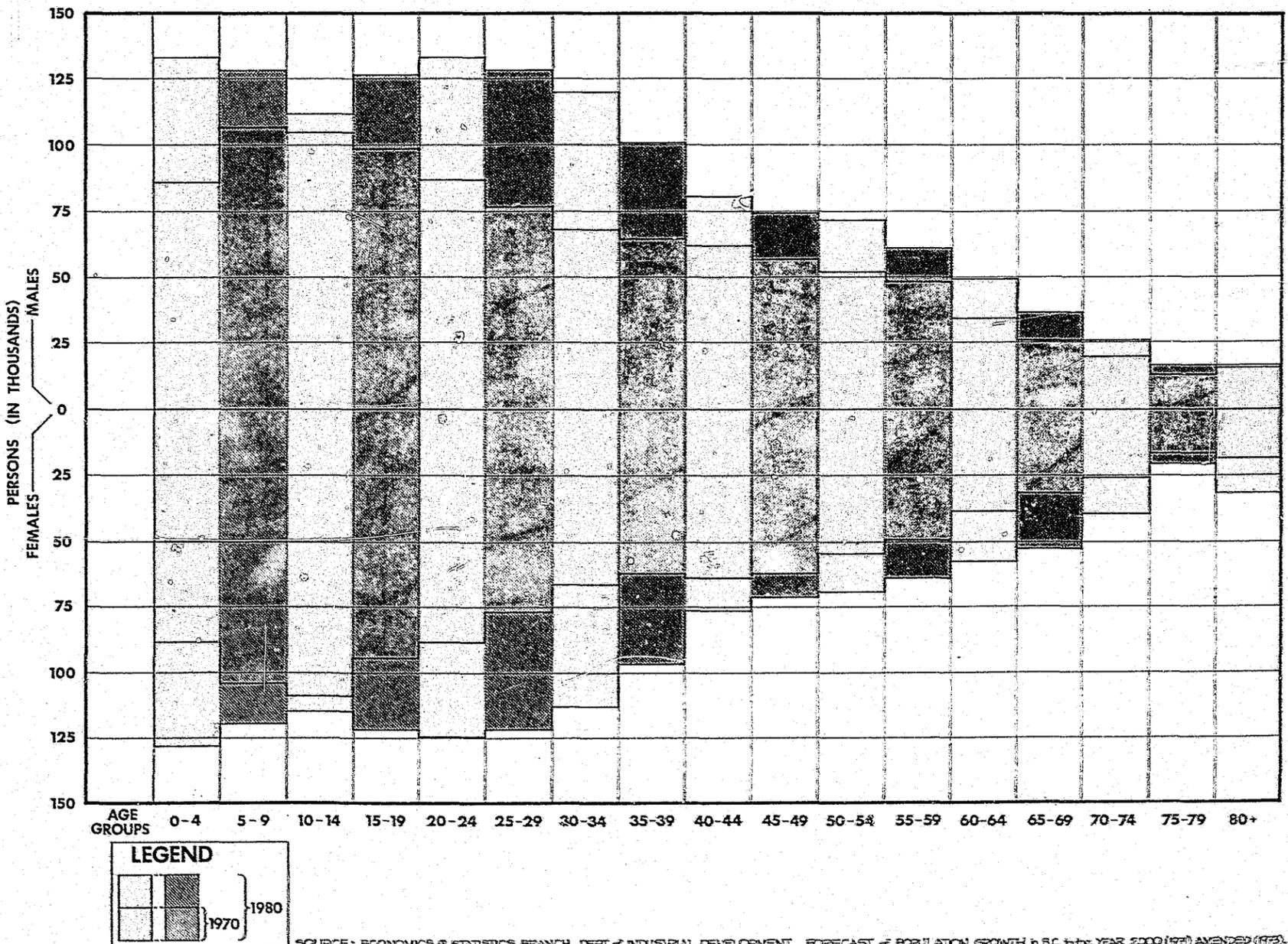
ACTUAL AND PROJECTED POPULATION OF BRITISH COLUMBIA 1950 - 2000



SOURCE: FORECAST OF POPULATION GROWTH IN BRITISH COLUMBIA TO THE YEAR 2000
ECONOMICS AND STATISTICS BRANCH, DEPARTMENT OF INDUSTRIAL AFFAIRS

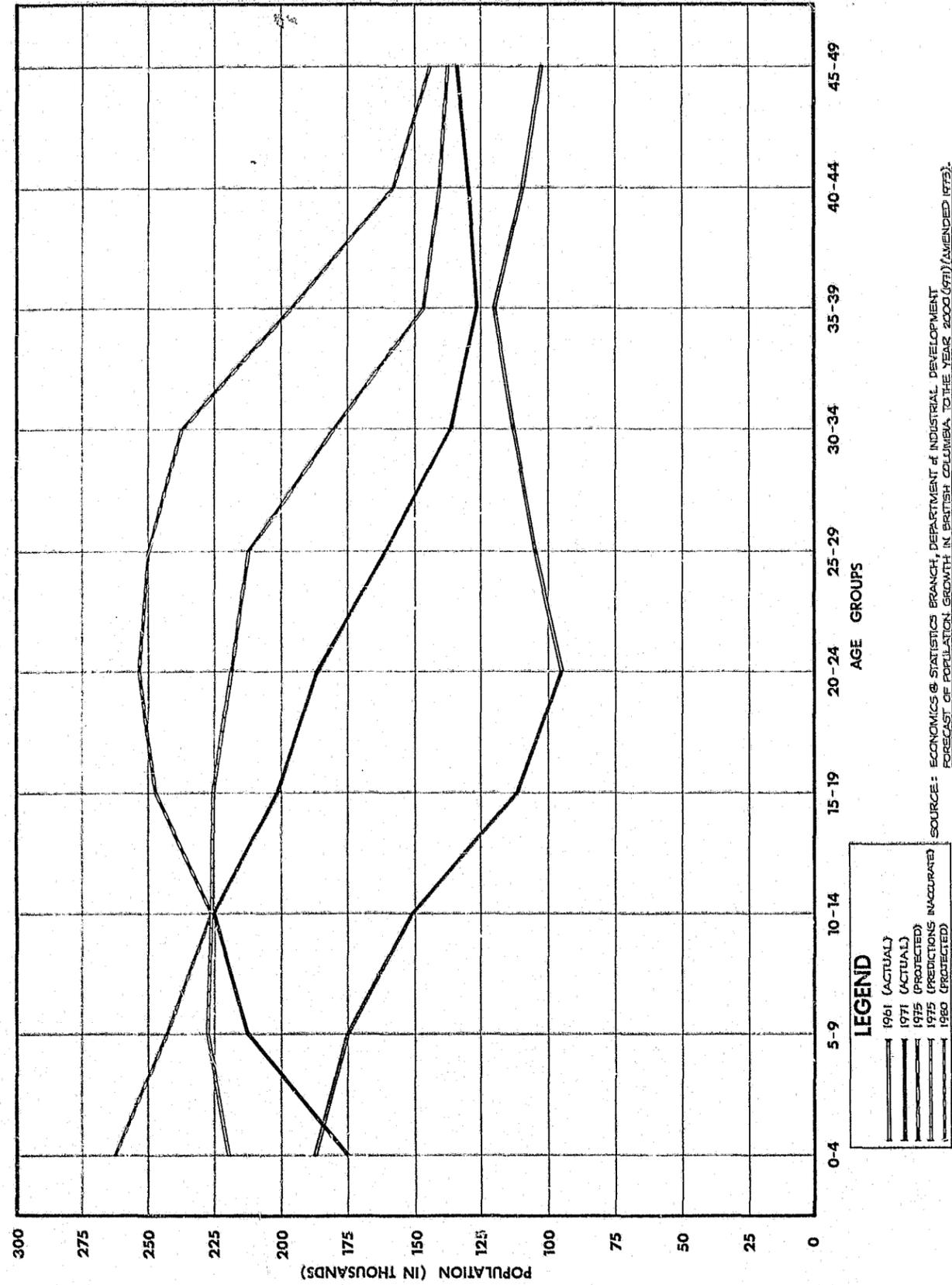
FIGURE 13

AGE and SEX DISTRIBUTION of POPULATION BRITISH COLUMBIA 1970 and 1980



SOURCE: ECONOMICS & STATISTICS BRANCH, DEPT. OF INDUSTRIAL DEVELOPMENT FORECAST OF POPULATION GROWTH IN B.C. TO THE YEAR 2000 (1977) AMENDED (1978)

FIGURE 14
POPULATION GROWTH for AGE GROUP 0»49
 BRITISH COLUMBIA 1961, 1971, 1975, and 1980



3. Growth of Population in Urban Areas

The crime rates for urban areas of the Province as compared to those for rural areas reveals a significantly higher rate for the urban areas. Figure 15 separates Criminal Code offences according to the location - urban or rural - in which they were committed. "Urban" relates to centres in the Province which have a population of 25,000 or over. Included as well are smaller municipalities which are physically adjacent to the large metropolitan areas of Vancouver and Victoria.

The difference in rates, however, was not as large as would have been expected. This is due mainly to the rural areas of the Okanagan, Peace River, Prince Rupert, and Vancouver Island which contribute significantly to the number of offences committed in the Province.

The significance of this higher urban rate is most apparent in examination of the lower mainland region which has now more than 54% of the total British Columbia population. This is the region which is projected to experience the largest absolute increases along with the more urbanized areas of Vancouver Island. Its population in 1961 was 907,600 and is projected to grow to 1,515,000 by 1980, an increase of 66%.

It is obvious that, on the basis of the greater urbanization of the Provinces, a subsequent rise in crime rates can be expected.

4. Crime Projections to 1980

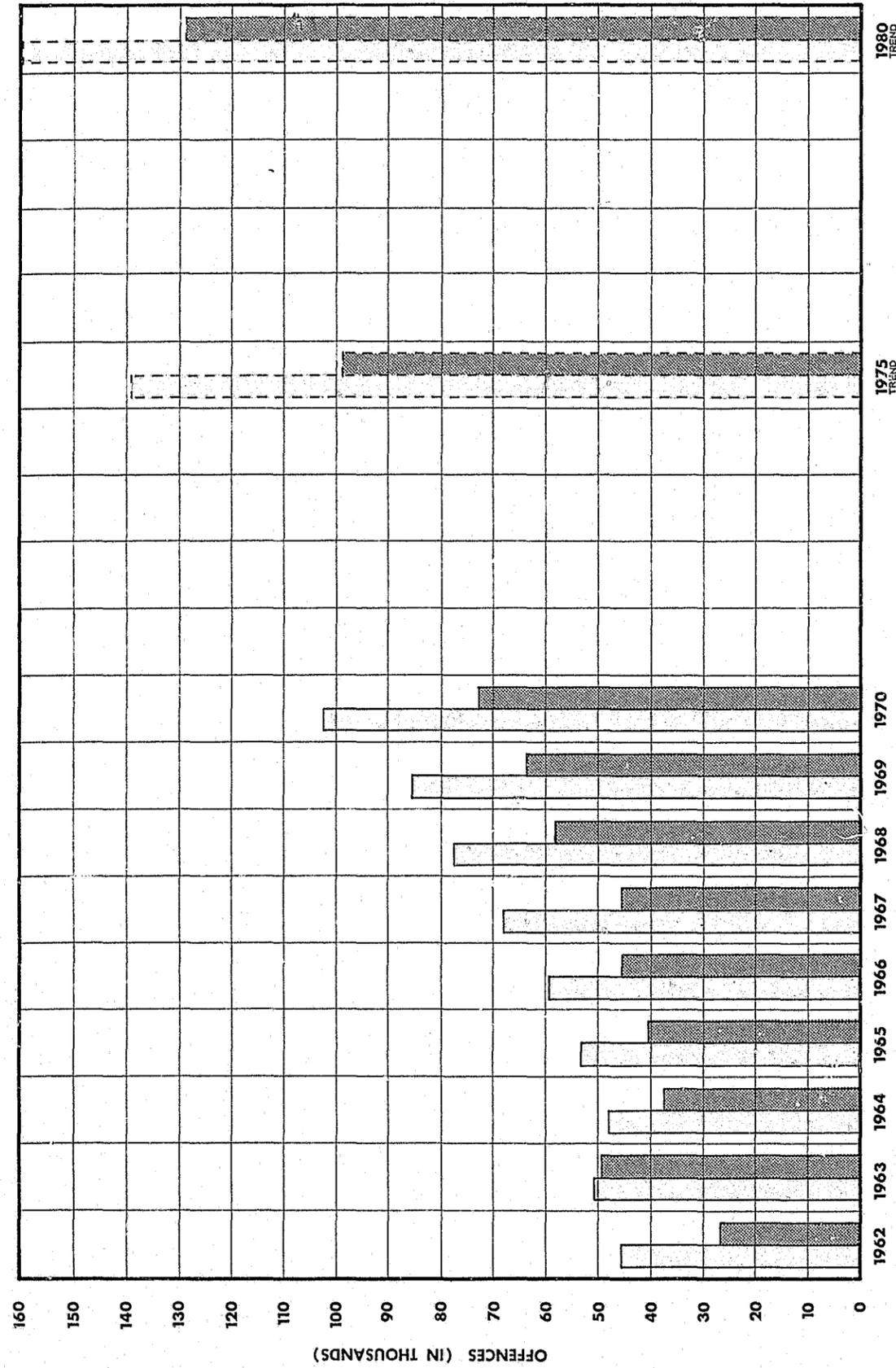
Based on the facts that:

1. Criminal Code offences doubled in the eight years between 1962 - 1970,
2. the degree of urbanization is increasing,
3. the population growth will continue and will be greatest in the highest crime risk categories, one could conservatively expect another doubling of the number of Criminal Code offences in the next seven years.

This projection assumes no change in police reporting methods which, although reported better than most Provinces, require improvement. It also assumes a static level of public willingness to report crimes to the police. This is another factor likely to change as the police establish closer relationships to citizens through their developing community policing methods. Experience elsewhere has indicated an increase in reported crimes as people gain more confidence in the police and develop established communication channels to the police. These latter factors will not, of course, make a crime wave, but simply ensure that more of the hidden, and yet undetermined, actual crime total is revealed.

FIGURE 15

**ACTUAL CRIMINAL CODE OFFENCES
BRITISH COLUMBIA 1962-1970** **URBAN/RURAL**



LEGEND
 □ URBAN
 ■ RURAL

NOTE: Urban figures include Municipal Police Forces plus autonomous R.C.M.P. Detachments; Rural figures include all other R.C.M.P. Detachments.

SOURCE: STATISTICS CANADA CRIME STATISTICS CATALOGUES FOR 1962-1970.

F. REQUIREMENTS FOR THE FUTURE

The crime problem within British Columbia is serious today and represents an increasing challenge for the years ahead. It is thus of paramount importance that a more effective response be developed in both crime prevention and modification of criminal behaviour.

Considering the future age and geographic distribution of the population, youth and urban areas must receive the highest priorities.

To achieve the goal of protection of citizens especially in the core urban centres there must be a major improvement in the operation of the total criminal justice system.

Coupled with this improvement must be a far greater involvement of citizens and a heightened sense of responsibility on the part of all for assistance to criminal justice agencies and improving the quality of family and community life.

Despite the current magnitude of the crime problem, and that it will increase at an escalating rate for the future, the central conclusion of the Task Force is that a significant reduction in crime growth is possible if the recommendations to follow are vigorously pursued.

SECTION 2

Operation of the Criminal Justice System

INTRODUCTION

Within this report the inter-relationships of all the elements of the Criminal Justice System has been stressed. Law enforcement, judiciary and corrections have for too long preferred to isolate themselves, not only from the purview of the public, but also from each other, as component sub-systems in the total Criminal Justice System. The Task Force in its examination of the police, judiciary and corrections in terms of dealing with the problems of crime in British Columbia found these organizations at the policy level tended to be isolated from each other in terms of operations, objectives and philosophy. There was a very serious lack of any integrated overall planning by these agencies concerned with crime and criminals. There was a lack of direction in terms of common objectives and, as noted, each area tended to operate in relative isolation from the others although all recognized the need of integrated planning and communication.

The major block of any kind of integrated planning was the lack of information. Statistics developed in any one agency were not related by common definition to those other elements of the Criminal Justice System. As a result there is no monitoring of the overall crime situation as it develops nor evaluation of effectiveness of the system in terms of dealing with the problem of crime.

The present array of programmes within the Criminal Justice System for dealing with crime and criminals is fragmented and uncoordinated. There is a lack of overall planning, and any planning is made almost impossible by the lack of a proper information base. Essentially, the present array demonstrates the lack of priorities, emphasis and direction in the Government's efforts to combat crime and criminal behaviour.

A. OBJECTIVES

It is considered important that the overall objective of the Criminal Justice System be clearly defined in order to provide the basis for the integration of effort within the operation of the system. As was defined by the Ouimet Report, the Task Force considers the overall objective of the system to be the protection of all members of society from seriously harmful and dangerous conduct. The emphasis, as noted, is on all members of society which would also include the offender. Each sub-system within the overall system is seen as having more specific objectives which in turn must support the overall objective of the system, i.e., the protection of society.

The objectives for the police are seen as:

- 1) The prevention of crime.
- 2) The control of crime through the methods of deterrents available to law enforcement, e.g., patrol.
- 3) The apprehension of criminals.

The objectives for the courts are seen as:

- 1) The adjudication of the charge in a manner designed to protect the rights of the victim, the accused and others.
- 2) To impose a sentence which will deter the offender from any further commission of offences, as well as others.
- 3) To sentence the offender to control and correction and/or segregation of those determined to be dangerous to society.

The objectives for Corrections are seen as:

- 1) The prevention of crime essentially through probation, which has as part of its responsibility the stimulating of social environmental change.

- 2) To control offenders by imposing the sanction of the sentence imposed upon the offender by the court.

- 3) The modification of criminal behaviour to achieve voluntary compliance with the law, utilizing the diagnostic, supervision, and community development services available within Corrections.

It is obvious from this specification of objectives that all groups play a key role in terms of the whole operation of Corrections. The police as the entry point to the system are the initial decision-maker in terms of what offenders shall be processed through the system, while the courts make the vital decision as to what offenders are passed onto Corrections and the limits within which Corrections must operate with those offenders. Therefore, any consideration of the development of Corrections as a sub-system must consider the inter-relationships with both the police and courts. For this reason, this report has included within the study the operation of law enforcement as well as diversion, pre-trial detention, and sentencing which are issues not traditionally seen as being within the scope of Correctional concern, although they vitally affect its operations.

It is the considered opinion of the Task Force that realistic relationships among the various components of the Criminal Justice System must be established. Within this lies the need for uniformity of definition, standards, and practices, which requires an integrated system that is responsive to the public's needs and scrutiny. Such requirements suggest that planning activities be coordinated to the highest possible degree to reduce fragmentation, jurisdictional ambiguity, and close gaps in support services such as the lack of a computerized information system.

B. CRIMINAL JUSTICE SYSTEM DATA

An attempt was made to construct a graphic system model of the criminal justice organization in the Province of British Columbia (see Figure 1). It was found as impossible to construct a meaningful and complete systems model for the Province as it is to obtain any information pertaining to the criminal justice system itself. The latest possible data on which this model could be based was 1970 and even this was extremely limited in its coverage of the system.

The main problem areas existent in the system are:

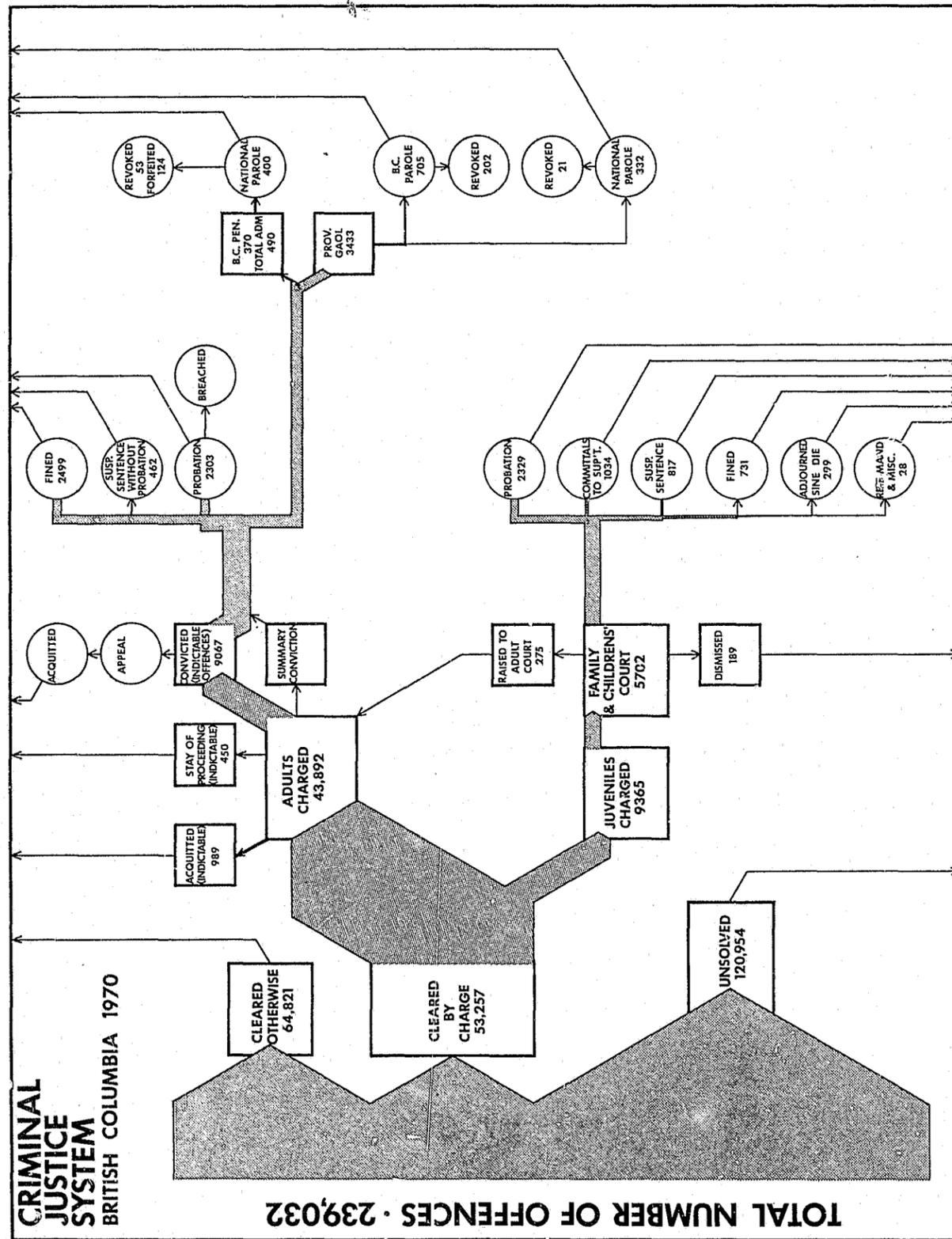
1. All agencies responsible for crime and offender statistics operate as separate entities, each concerned only with their own specific operational requirements, and therefore are not systems oriented.
2. There exists a lack of a common objective; consequently, definitions and criteria are not related.
3. Standards are lacking as to reporting periods, i.e., fiscal or calendar year. Statistics kept by some agencies in fiscal year for operational purposes are reported nationally by calendar year.

4. Court statistics, for adults and juveniles, appear to be inconsequential: compiled reports are years behind schedule and usually are inaccurate.

5. There is no systematic organization through which information can flow between agencies. The result is little, if any, exchange of information pertaining to common objectives.

Recommendation

1. A vital need for the Province is effective criminal justice statistical programmes. Crime statistics are necessary if the Province is to know the current extent and nature of the crime problem and be in a position to intelligently plan for and evaluate the criminal justice system.
2. It is strongly recommended that immediate action be taken to implement a criminal justice computer-aided information system for the Province, with the use of existing federal resources in Statistics Canada Judicial Section.



C. THE POLICE ROLE IN SOCIETY

The Task Force was impressed with the developments in law enforcement in British Columbia.

The programmes developed by the police vary around the Province. The progress of North Vancouver, Prince George and Kamloops in community policing were most impressive, as was the Community Policing and Crime Prevention Programme of the Vancouver City Police.

The zonal approach to policing with the inherent development of communication with juveniles and adults within sections of the community has demonstrated the potential of this technique for crime prevention. The community police teams demonstrated a very potent capacity to stimulate community concern, and focus not only the energies of citizens, but also of representatives of government departments, onto the problems of crime at the local level. The joint planning and integration of effort created by government departments and the police and the community, appear to have had a major impact on the problems of juvenile delinquency in North Vancouver in particular, as well as in Vancouver City proper. This police response to special community needs should be re-enforced and supported to the fullest degree possible.

In order to fully develop the potential of the police response to special community needs it is recommended that special training programmes be established for the police which would focus on the areas of juveniles, communication, and inter-personnel skills, with a substantial input of social/psychological content. To support this, it is recommended that a centralized pre-service and in-service training programme be established for the Province, which would provide the necessary training prior to service in a community policing role, as well as advanced training in the more sophisticated aspects of this role.

It soon became obvious from our contacts around the Province that the police were changing dramatically and, at the present time, are entering into a very complex and socially sophisticated role which may be likened to that of applied sociology. It is, therefore, emphasized that the necessary support services in the way of consultants and specialized training be recognized as most important. In summary, the present situation of each Department being responsible for its own training programme should be reviewed, in terms of a centralized training programme, supported and financed at the Provincial level.

A particular aspect of the police role which was considered, was the differential selection by the police of juvenile offenders for court appearance. As the police are the first decision-makers, and thus determine to a large extent which juveniles will be initiated into the court process, it is imperative that a greater understanding is developed of this decision-making role. This in turn requires a greater attention to the development of inter-personal skills and guidelines for the application of their discretionary decision-making power. It is not just a question of weeding out the

non-delinquent cases only, but of applying the best procedure possible to delinquent offenders. It may well be, then, in many cases that the decision not to process the offender is the most harmful one possible in terms of allowing his future behaviour to go unchecked.

Research on criminal behaviour has demonstrated that a differential approach to offenders is a basic requirement, and that the application of liberalized decision-making to the sophisticated juvenile offender would tend to re-enforce his delinquent behaviour. The police must therefore be provided advanced training in the problems of handling juveniles who come to their attention for law violation. They must be aided in understanding the possible effects of their attempts to help the apprehended offender by giving him another chance. Interaction between the policeman and the child apprehended in law violation may serve to increase or decrease the probability of future excursions into delinquency. Thus the behaviour of the police toward juveniles may be a significant determinant of the juveniles' continued participation in delinquent conduct. It is considered, therefore, that the level of training now provided for this sophisticated and complex decision-making role of the police is not adequate and should be improved as soon as possible.

A critical problem emphasized by the police was the lack of proper referral agencies to carry on with the young offender after apprehension by the police. One problem in particular noted, was that of the young glue-sniffer in the City of Vancouver where the police pick up children intoxicated by glue-sniffing, and are unable to find any agency willing and able to provide the necessary care for these juveniles. It is therefore recommended that action be initiated by the Province to study the whole area of back-up support services for the policemen in their community policing role. In particular, attention needs to be given to the role of various social agencies in terms of their intake policies, and to identify the serious gaps that the police encounter in the level of services available to them for the disposition of juveniles. This applies particularly to the detention of hard-core juvenile offenders which the police have emphasized very strongly as being one of the most critical areas of need in terms of dealing with the juvenile offender population.

The B.C. Chiefs of Police have emphasized particularly the problem not only of the immediate detention of the hard-core juvenile offender but also the long term care provided for this particular problem group. They emphasize the problem encountered by law enforcement in coping with this particular group due to the lack of any secure containment facilities being available in the Province. Our recommendations on this particular problem are contained in the section on the Juvenile Justice System and are mentioned at this stage in order to provide emphasis and underline the significance of the problem to the police.

D. THE CRIMINAL COURT

The trend toward community-based Corrections in British Columbia is recognized as being one of the most advanced in Canada. Although one of the most promising developments in Corrections today, it is by no means developed to its fullest capacity. It is based on the recognition that a considerable amount of delinquency and crime is a symptom of failure in the community as well as of the offender, in that a successful reduction of crime requires changes in both. However, the movement of Corrections towards community-based programmes cannot succeed without the support of the courts. It must be recognized that the decisions made by the court are the most critical ones in terms of what correctional programmes can be developed and what access Corrections has to the offender population. It must, therefore, be recognized that one of the most effective means of developing the correctional programme is by increasing the effectiveness of decision-making in the criminal court. This implies not only the provision of greater support services to the court in the way of additional Judges, administrative staff, but also Probation Officers to provide the necessary investigative pre-sentence reports, and the development of Forensic Clinic services to provide the vital assessment information required for a proper decision.

Diversions

Diversions, as used in this report, refers to formal acknowledged organized efforts to use alternatives to initial or continued processing into the Criminal Justice System. Within this definition of diversion such efforts are made after a legally prescribed action has occurred and before adjudication. Operationally, diversion involves halting or suspending formal criminal proceedings against the person who has violated the statute, in favour of processing through a non-criminal disposition or means.

Regardless of the degree of support services provided to the court, if the input contains groups of offenders that are not properly within the Criminal Justice System, and divert the time and energy of the court away from the criminal population proper, then no significant improvement will be made. It is therefore recommended that the development of Diversion Programmes for alcoholics, the mentally ill, and the mentally retarded, be developed as rapidly as possible. It is felt that these socio/medical problem cases are beyond the competence of the Criminal Court or Corrections, and should therefore be dealt with within a public health framework.

The Task Force was impressed with the degree of diversion achieved in the Juvenile Justice System by the use of Probation Officer Enquiries. Based on the success of this approach, it is recommended that it be developed at the adult criminal court level for those cases considered suitable in terms of their previous criminal record and probability for future offences. Considering the relatively high percentage of juvenile cases diverted out, by the use of the Probation Officer Enquiry system, it is felt that a significant percentage of adult cases could be disposed of in a similar fashion, and so conserve the scarce criminal justice resources for greater attention to major cases.

Pre-trial Release and Detention

1. Bail

During the period of study by the Task Force, serious questions were raised by many in relation to the present operation of the Bail Programme. Following the introduction of the Bail Reform Act there was a substantial increase in the use of bail. This was in turn followed by a reduction

in the numbers being held in custody on remand. Since that time, however, there has been an awareness of the abuses of the bail system by many offenders, and the trend at the moment is to swing back to a more restricted use of bail, with a consequent rise in the number of offenders now held in custody on a remand or waiting trial status. The problem which this has created for the waiting trial sections of the Correctional Centres will be referred to in later sections of this report, but should at this time be mentioned as having reached a critical level.

The problem with the bail system appears to be the release of many inappropriate cases on bail, especially those involved in the use of drugs or drug trafficking. It soon became obvious from our study that a great deal more information is required to monitor the use of bail, the types of offenders being released on bail, and subsequent appearance or non-appearance rates.

The other problem that became apparent was the fact that most bail decisions were made on the basis of very little information, and with limited access to facts that would have an important bearing on the matter of behaviour in the community during the bail period. In most instances only the current charge and the existence of a prior record may be known.

2. Supervised Release

In an effort to overcome some of the problems with the present bail system and to reduce cost and space requirements for pre-trial detention, a number of innovative bail programmes have appeared in the United States. These programmes have demonstrated if bail decisions are made on a more rational basis, an increased number can safely be released to the community without risking either the safety of the community, or the non-appearance of the defendant for trial.

One such programme is the supervised release programme. Under this programme, the probation office receives notification of an individual taken into custody who cannot post bail, but who gives his consent to a background enquiry. Following this, community factors, such as family, employment, stability of residence, et cetera, are explored as far as possible, and once supervised release is recommended, the Probation Officer determines the method and frequency of contacts with the individual. At this point, referral to other community service agencies may also be considered should the defendant need such services.

The lack of any supervision or control over the defendant while on bail appeared as one of the major factors in terms of keeping questionable cases in custody. It is felt that if such a form of supervision was available, the court would feel much more secure in the release of persons on bail, and, if a monitoring of this system was established, the court could be constantly apprised of the effectiveness of the programme.

3. Daytime Release

For those who would require greater than normal supervision in the community, a programme similar to daytime release projects currently operating for convicted offenders has been used with success in the United States. This new procedure would permit alleged offenders, not eligible for complete pre-trial release, to work at a job during the day while returning to the detention facility and be in custody at night. Such a programme has the advantages of not only maintaining the person at his job, and his continuing support of his family, but thereby reduces community welfare costs. The development of remand facilities as recommended later

in this report, where the facilities are located in the downtown area, would fit in well with this type of pre-trial release.

4. Release in the Custody of a Third Party

Under this programme, a willing private third party would assume responsibility for an alleged defendant's appearance in court. One such programme is in operation in Tulsa, Oklahoma, where the defendants are released into the custody of their attorneys. This programme, which releases an average of 200 defendants a month has had notable success, and has resulted in considerable savings for the individuals involved, as well as for the State. The operation of a similar programme with the use of citizen volunteers under the direction of the Probation Service appears as an alternative worthy of greater development, and is recommended as a component of the supervised release programme of probation.

5. Detention and Duty Counsel

The problem of housing those remanded in custody is particularly acute at the Lower Mainland Regional Correctional Centre, and the Kamloops Regional Correctional Centre. At both of these locations the facilities are totally inadequate to deal with the population involved. The situation at Lower Mainland Regional Correctional Centre is particularly explosive and is considered as one of the most critical areas in the Correctional System and must be dealt with in a direct and immediate fashion.

In addition to the above suggestions, it is considered that the provision of duty counsel and the speeding up of the whole trial process are two immediate but very important steps which could be taken to provide immediate relief to this problem.

The provision of duty counsel on a 24-hour basis for all individuals brought into custody, which has already been accepted by the Government, is supported as a badly needed resource. Its merit is in not only reducing the number requiring detention but also facilitating the whole court process, and in many instances allowing the defendant to make a guilty plea based on immediate legal aid and consultation.

The number of days spent waiting trial or being held on lengthy remands has been reduced considerably over the past years, but there is still room for improvement. It is therefore recommended:

1. That an immediate study be instituted in terms of the possibility for speeding up the trial process. Presumably, possibilities here would include not only additional judges but also the operation of courts over a longer period of the day.

The variation in the use of remand in custody by courts is noted in the following analysis of remand cases on pages 56, 57 and 58.

Sentencing

Sentencing is a major concern of the entire Criminal Justice System. The impact of sentences, in terms of the deterrence of offenders in the community, as well as the individual offender himself, has major consequences for the role of the police in our society. In turn the courts determine whether the offender is confined or supervised in the community and the length of time during which the Correctional System may exercise control over him. Sentencing is to a degree a struggle among the competing principles of deterrence, control and rehabilitation.

On the basis of the information generally available to the court, sentence determination is made without the benefit of any type of supportive research programme that could develop probabilities for the best type of sentence for categories of offenders. Considering the objective of the court in terms of the protection of society, there is an obvious necessity to develop an information experiential base for the courts, in terms of the outcomes of types of sentence given to particular types of offenders. Only by the computation of probabilities developed out of such a system can the accumulated experience of the courts on sentencing offenders be brought together, in order to develop systematic and factual guidelines for the most effective disposition of offenders. In regard to this latter point a number of judges emphasized the need for an information system that would allow them not only to be aware of the types of sentences being given for particular types of offences, but also to be informed in terms of the outcome of their sentences for offenders in the way of future recidivism.

Definite Plus Indeterminate Sentences

A sentencing process which is both equitable and just and individualized for each offender, with each offender understanding his sentence not as an arbitrary decision but as a justifiable decision of society for his offence, is without doubt the most demanding decision made within the total Criminal Justice System. In regard to this the Task Force encountered a great deal of confusion and a sense of injustice around the imposition of definite and indeterminate sentences.

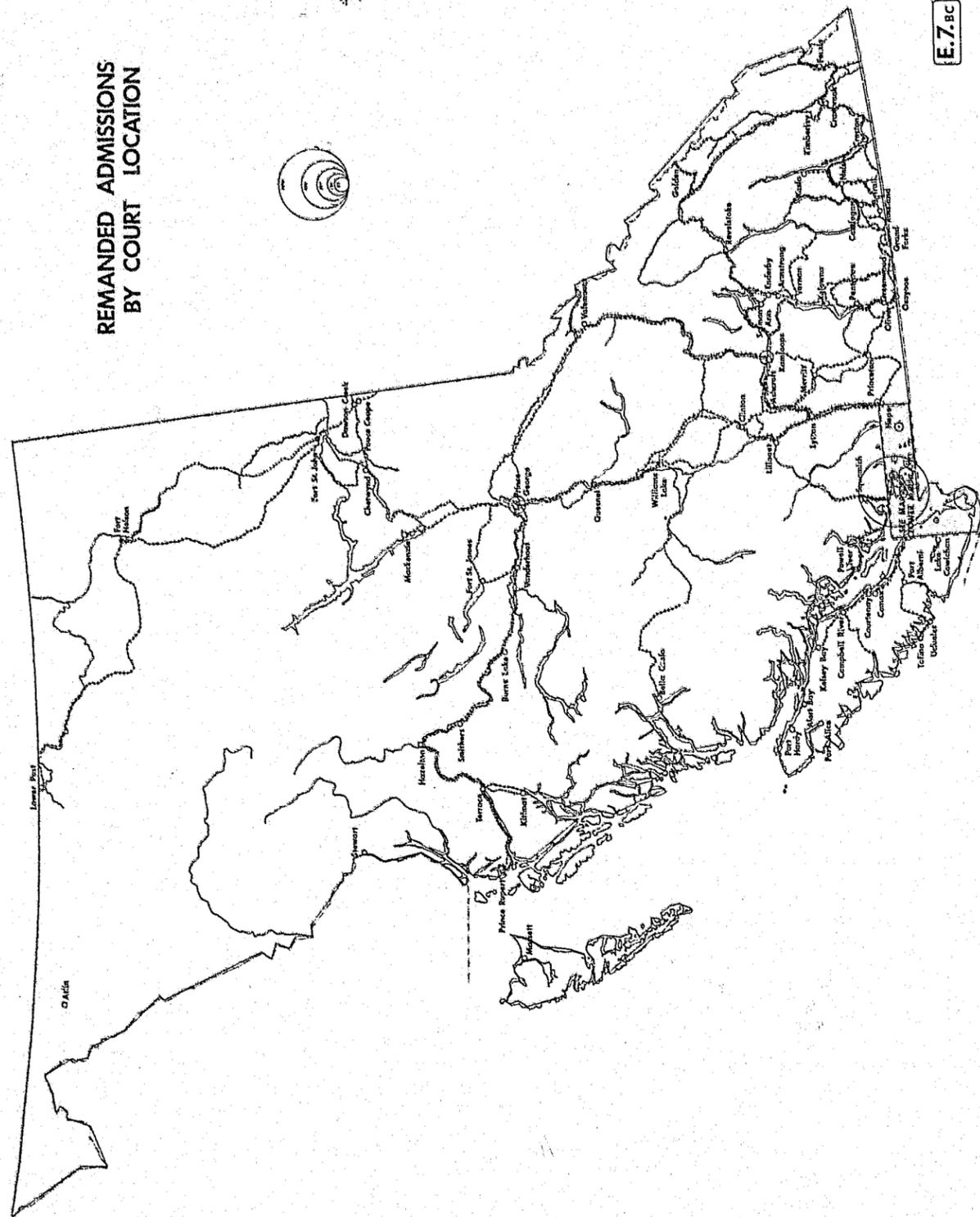
There is a conflict between the courts and Corrections for definite plus indeterminate sentences given by the court where the Judge has informed the offender that he would be released at the end of his definite sentence and would then be supervised on parole in the community. This understanding by the offender of his sentence is dramatically opposed when, on arrival at a training institution he is told that he will be required to complete a training programme which is much longer than the length of his definite sentence. In reported cases this has led to a great deal of bitterness on the part of the offender's family, counsel and himself. The result has been that the offender who started into a training programme immediately launches an appeal, may then be taken out of his training programme and held in custody at a remand centre awaiting the outcome of his appeal.

A further conflict in understanding is inherent in the offender not appearing before the parole board until recommended by the training institution, rather than an automatic appearance at the parole board at the end of the definite sentence which tends to be the understanding as given to the offender by the court and indeed by his own legal counsel. Because of the problems involved in this sentence and the misunderstandings inherent in it, lengthy consideration was given to possible alternatives to this form of sentence.

The first alternative is the straight use of the indeterminate sentence, i.e., the court being able to sentence for an indeterminate period of up to two years less a day for young offenders.

The other alternative is to look upon the definite portion of the sentence as a sanction imposed by society as implemented by the court, and that the offender must spend this period of his sentence in custody with no parole opportunities. At the end of the definite sentence the offender would have direct access to the parole board and be released

REMAINED ADMISSIONS
BY COURT LOCATION



E.7.BC

E.7 REMANDED ADMISSIONS BY COURT LOCATION

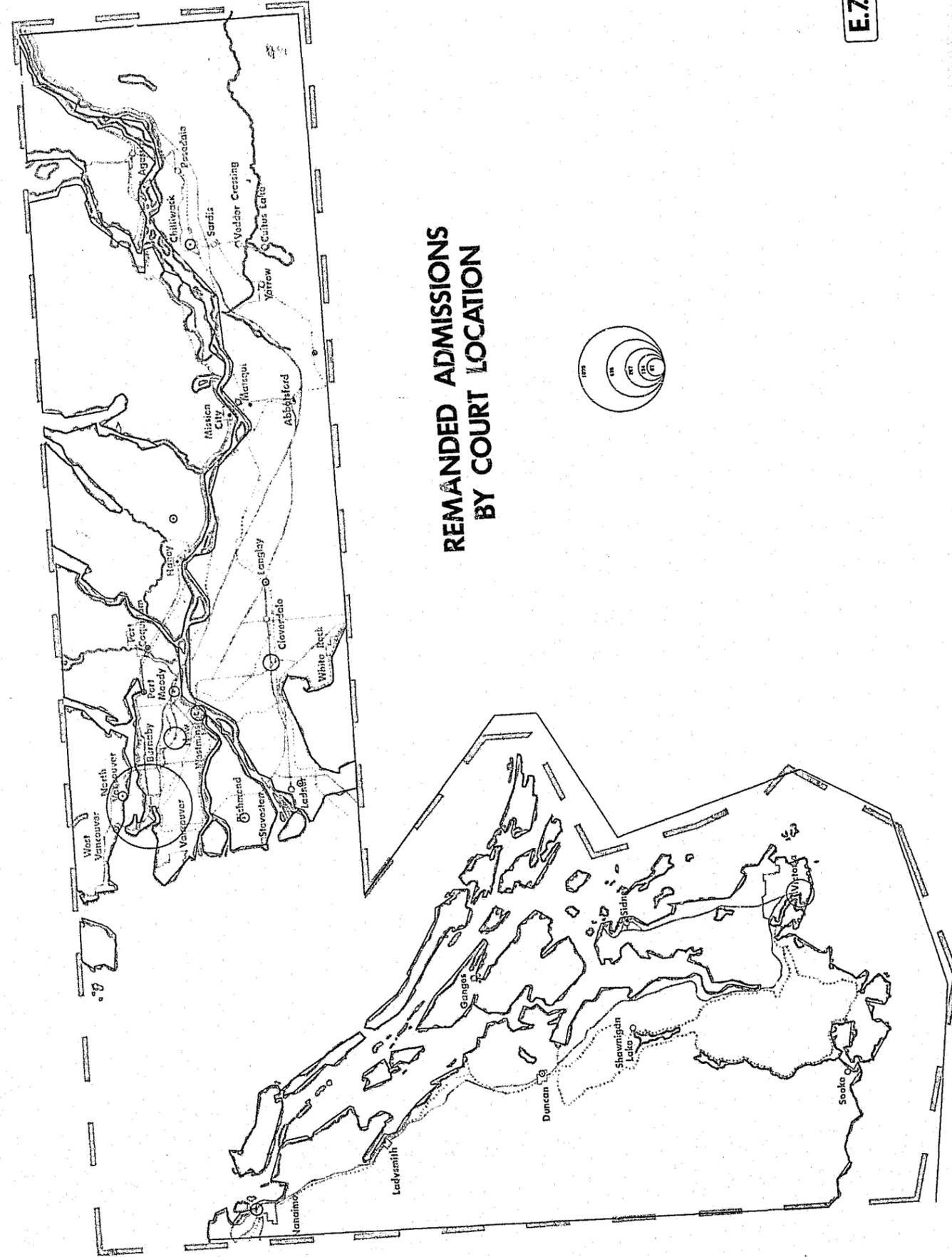
Alleged offenders who have been remanded into custody waiting trial admitted into the Corrections Service by the referring court for the period of April 1 to December 21, 1972.

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0105	PEMBERTON	1	0327	KELOWNA	2	0512	FORT NELSON	3
0107	POWELL RIVER	3	0331	LILLOOET	3	0514	FORT ST. JOHN	3
0108	SQUAMISH	5	0333	LYTTON	1	0517	HOUSTON	2
0201	ABBOTSFORD	1	0334	HERRITT	1	0520	KITIMAT	1
0202	AGASSIZ	1	0341	NELSON	2	0522	MACKENZIE	2
0203	BOSTON BAR	1	0348	PRINCETON	6	0526	100 HILE HOUSE	1
0204	CHILLIWACK	26	0350	REVELSTOKE	4	0530	PRINCE GEORGE RCC	88
0208	HOPE	16	0356	SICANOUS	2	0531	PRINCE RUPERT	4
0211	MATSQUI	3	0366	TRAIL	4	0532	QUEEN CHARLOTTE	1
0212	MISSION	3	0368	VERNON	3	0533	QUESNEL	7
0214	PORT COQUITLAM	6	0401	ALERT BAY	1	0541	VANDERHOOF	4
0215	PORT HOODY	7	0403	CAMPBELL RIVER	7	0544	WILLIAMS LAKE	5
0216	SUMAS	6	0407	COURTENAY	9	1101	BURNABY	100
0302	ASHCROFT	6	0409	DUNCAN	9	1102	COQUITLAM	26
0308	CASTLEGAR	3	0410	GANGES	1	1103	DELTA	9
0310	CHASE	1	0413	LADYSHITH	2	1104	HANEY	2
0311	CLINTON	9	0416	NANAIMO	34	1105	LANGLEY	12
0312	CLEARWATER	6	0418	PARKSVILLE	1	1106	MAPLE RIDGE	14
0313	CRANBROOK	2	0419	PORT ALBERNI	3	1107	NEW WESTMINSTER	50
0314	CRESTON	1	0421	PORT HARDY	1	1108	NORTH VANCOUVER	21
0317	FERNIE	2	0427	SIDNEY	2	1109	RICHMOND	22
0320	GOLDEN	5	0431	UCLUELET	1	1110	SURREY	58
0321	GRANDFORKS	36	0502	ALEXIS CREEK	3	1111	VANCOUVER	1064
0324	INVERMERE	1	0506	BURNS LAKE	3	1112	WEST VANCOUVER	9
0325	KAMLOOPS	60	0509	DAWSON CREEK	1	1208	VICTORIA	148

01	SUNSHINE COAST/SQUAMISH	8
02	LOWER MAINLAND	70
11	GREATER VANCOUVER	1,387
04	VANCOUVER ISLAND	71
12	GREATER VICTORIA	148
03	OKANAGAN/KOOTENAY	139
05	NORTHERN B.C.	128
TOTAL		1,951

COMMENTS:

1. The remanded population reflects the general B.C. pattern of admissions by court location with Vancouver and the Lower Mainland dominant again (Map E.7).
2. In Vancouver 39.6% of the total admissions by court location were remanded. Burnaby remanded 25.3% and Prince George 21.4%. Other major centres with a slightly lower percentage were Coquitlam (17.4), Victoria (16.7), Kamloops (15.2), Surrey (14.8) and Nanaimo (13.2).



REMANDED ADMISSIONS BY COURT LOCATION

automatically, unless the institution could determine that he was a clear and present danger to the community.

The role of the parole board, then, would be to review the exceptional cases where the institution is recommending that the case not be released and as representing a danger to the community or to the individual offender himself. This would tend to switch the emphasis in rehabilitation to the community and the indeterminate portion of his sentence. When this is considered in light of the limited effectiveness that has been demonstrated by Correctional Institutional Programmes in terms of rehabilitation it represented a logical approach to the sentencing problem as far as the Task Force was concerned.

Based on the above rationale, it is therefore recommended that the following types of sentence alternatives be available to the courts for those cases where the court considers a period in custody as necessary:

1. A definite sentence which implies a clear sanction by society and is for that purpose only. This would entail a period in custody which would represent a humane type of incarceration with an emphasis on a work programme but with a clear concept that it is for a short sanctioning period outside of the community.
2. A short definite sentence followed by probation. This type of sentence combines both the sanction of society in terms of the period in custody, plus a rehabilitative period in the community after release. Under this form of sentence it is recommended that the definite portion spent in custody and imposed as a deterrent be a short definite period of no longer than three months. The emphasis, in terms of rehabilitation, would then be placed on the period where the offender is under probation supervision in the community.
3. The definite-plus-indeterminate sentence, which would then be considered for the more difficult case requiring a greater control after release, and a greater degree of pre-preparation for release into the community. Under this concept the offender would serve the definite period as a sanction imposed by the court during which there would be attention given to the preparation for his release back into the community. The court would then be able to provide a clear direction not only to the offender but also to Corrections in the sense that the definite period would be understood by all to be a period which must be served within the institution. This in turn would require that the court be very clearly and precisely informed, not only about the characteristics of the offender, but the programme available in the institution, and what the demands would be of that programme in terms of sentence length for particular types of offenders. This naturally requires a great deal more coordination between Corrections and the Court in terms of consistent and clear understandings of the objectives of each in dealing with the offender. This, however, is seen as the very clear benefit which could result from this approach to sentencing and reduce the sense of injustice now felt by many offenders receiving the definite-plus-indeterminate sentence.

Non-Custodial Penalties for Adults

Over the past decade or more we have experienced an increasing rejection of imprisonment as a rational, humane or economic response to crime, with the exception of those offenders who are dangerous or uncontrollable. The result has been a rapid increase in the use of probation and parole to avoid or reduce imprisonment, and an extension of the fine system.

These solutions, however, have problems of their own. Probation and parole, especially when repeated, have been attacked as neither a strong expression of the law, nor fair reparation, nor providing sufficient control over some types of offenders. The weaknesses of fines are well known. The fine system has been severely criticised as unjust and inhumane, favouring those with means or employment, while alarming numbers of the poor and unemployed arrive in prison for default.

The result has been a search in many countries for a range of additional community sanctions or procedures, not only to avoid the unnecessary and destructive use of imprisonment but, in fact, to strengthen and improve present community measures. The goal is to allow the court to select from a variety of procedures and thus respond to both the offender and the offence in the most effective, fair and humane manner.

Several procedures are briefly outlined as follows:

a) Community Service
Even as for juveniles, described elsewhere in this report, the idea that adult offenders should be required in appropriate cases to carry out some form of unpaid work or service for the benefit of the community as a consequence of their crime, has wide appeal. In the words of the report of the British Advisory Council:

"...in general the proposition that some offenders should be required to undertake community service should appeal to adherents of different varieties of penal philosophy. To some, it would be simply a more constructive and cheaper alternative to short sentences of imprisonment; by others it would be seen as introducing into the penal system a new dimension with emphasis on reparation to the community; others again would regard it as a means of giving effect to the old adage that the punishment should fit the crime; while still others would stress the value of bringing offenders into close touch with those members of the community who are most in need of help and support... these different approaches are by no means incompatible."

Community service thus appears very promising, as a humane, reasonable, and definite consequence of crime, but consistent with the rehabilitation of the offender, and available to indigent offenders unable to pay fines or compensation.

In British Columbia there has been considerable interest in community service for adults for some years. Development, however, has been limited to scattered imaginative sentencing. Impaired drivers, for example, have been required to attend at hospital emergency wards. The problems encountered have been similar to those for juveniles, outlined elsewhere in this report; e.g., insurance coverage, the lack of sufficient staff to organize and supervise work projects, union concern over jobs, et cetera.

It is our opinion that a broad programme of community service for adults should be developed. As in the case of juveniles, for the most part it is anticipated that offenders would work alongside volunteers in performing a variety of community or charitable tasks. The possibility of developing limited non-routine projects of a public works nature; e.g., planting trees, clean-up or construction of special facilities for children or the aged, bicycle paths, anti-pollution schemes, et cetera, are also included.

It is considered that the Probation Service is the appropriate agency to promote and administer a community-service programme, with coordination through the proposed regional and local planning councils.

In connection with judicial procedures it is anticipated that adequate arrangements can be made. The Probation Service would be available to the Court to report on the background and circumstances of the offender, and the availability of suitable community service tasks. Adequate authority to order a specified number of hours of work appears to be available to the Court under Section 663(2)h of the Criminal Code, which permits the Court to require the offender to "...comply with such other reasonable conditions as the Court considers desirable..." as part of a probation order. New legislation establishing community service along with other non-custodial penalties, however, should be recommended to the federal government, setting out clearly its intent and scope.

It is recommended:

1. That a broad programme of community service for adult offenders be developed under the direction of the Probation Service, and coordinated with other programmes through the regional and local planning committees.

b) Restitution and Compensation

For over a century there have been efforts to restore restitution and compensation as routine consequences of crime, to reverse the anomalous historical development whereby the state increasingly "criminalized" many offences and left the victim to his chances in civil procedure to recover his loss. Part of the remedy is now seen in the direction of "de-criminalizing" some of our laws and "civilizing" some of our procedures.

It is submitted that reparation is at once economical for the state, essentially non-punitive, and consistent with rehabilitation of the offender, and fair and responsible toward the victim. Further, it has been argued (Hogarth, 1972) that formal court procedure, particularly when it employs the adversary system, serves to polarize offender and victim. Present procedures tend to insulate the offender from the direct human consequences of his acts, and enables him to rationalize his guilt, deny his responsibility and even see himself as the victim of the state.

It has been suggested that a major portion of crime, both offences against the person and against property, occurs between individuals who have some ongoing relationship. One way out of the present procedure is seen in the direction of the police and the courts placing greater emphasis on a mediatory role between victim and offender. At the police level, a recent pilot project in Toronto is testing the idea that police and other services may serve effectively in a mediatory role in some cases. Formal court procedure is thus seen as appropriate, only when guilt is denied or a satisfactory settlement is either not achieved or not observed. In British Columbia, the provision of Section 16 of the Provincial Court Act, enabling the probation officer to make out of court arrangements for juveniles, is a very successful and promising experience of this trend.

At the court level, the present restriction of compensation to property offences on application of the victim are considered unnecessarily narrow. The new Criminal Justice Act (1972) in Britain, greatly enlarging the powers of the criminal courts to impose, "on application or otherwise," a "compensation order" for "any personal injury, loss or damage" is considered a model for development in this area.

Despite the restrictions, however, there has been some imaginative use of restitution in adult courts in the Province. In Nanaimo, for example, four young adult offenders convicted of damaging government property were assessed \$1,000 each, payable as a condition of probation in instal-

ments over a ten-month period. Others were required to pay \$2,000 to \$3,000 stolen from a local firm.

It is recommended:

1. That the provincial government recommend changes in the provisions of the Criminal Code to permit broader use of compensation and restitution.
2. That the power of the Court to order compensation as a condition of probation be used as effectively as possible.

c) Victim-Service

The nature and problem involved in requiring an offender to make reparation by service or work for the victim is described later in connection with juveniles. Opportunities to apply this technique would probably be even more rare for adult crime, although the development of out-of-court mediation for adults may increase its use. Still, it is considered that victim-service may be the most effective response in some instances; e.g., vandalism of business or government property by groups of young adults. Its use might also be explored in programmes for shoplifters or other special groups.

d) Attendance Centres

Attendance Centres as a response to adult crime have been developed in many countries in recent years, variously named, reporting centres, corrections centres, training or treatment centres, et cetera. The report of the British Advisory Council on the Penal System describes two "senior" centres in Britain, and the function of "Detention Work Centres" in New Zealand. The new Criminal Justice Act in Britain provides for sentences of adults to "Day Training Centres" for a 60-day period as a condition of probation. Several centres are now under development with a programme designed for the 25-35 year old group.

The scope and purpose of attendance centres varies enormously. The two senior centres in Britain, for example, operate for two to three hours on Saturday afternoons, with some emphasis on their function as *penalties*. Other centres operate evenings and weekends with much longer hours of attendance, operating at those times of the day or week when offences tend to occur, and involve ambitious rehabilitative goals.

In short, the potential use of "attendance" is very wide. It seems most appropriate for the type of offender who needs a fairly intensive programme of rehabilitation and control, perhaps extending over a fairly lengthy period of time, and for whom other measures are not sufficient. A broad programme of community service would be incorporated.

In this Province, there are no adult attendance centres at present. It is our impression, however, that there are sufficient numbers of adult offenders who now are either given short prison sentences for lack of realistic alternatives, or left in the community with insufficient assistance and/or control. Further, the use of such centres to assist parolees unable to use conventional recreational resources may be possible.

It is recommended:

1. That a research project be commissioned to investigate and report on the need for an attendance centre for adults in a city area on a pilot basis.

The implementation of the above alternatives might alleviate a problem which warrants consideration, that of the number of offenders being held in custody for non-payment of a fine. This is a particular problem for the Prince George and Kamloops Regional Correctional Centres.

At Kamloops in particular, approximately 40 to 50 per cent of the intake is for motor-vehicle or related types of offences, most of which have fine alternatives. Because of this, it is recommended:

1. That the above community service alternatives be developed as options for the payment of fines.
2. That an examination be made of the Swedish day-fine system calculation, which is based on the capacity of the use of probation, combined with the payment of fine as a condition of probation, appears as one very suitable alternative to this problem.

Extension of Probation Services

The need for a greater level of probation service to the courts was continually emphasized, not only by the courts themselves, but also by law enforcement personnel who observed cases not receiving the degree of supervision and rehabilitative assistance that they warranted. Accordingly, it is recommended:

1. That the establishment of probation officers be increased dramatically to allow sufficient probation officers to be attached to all courts throughout the Province.
2. That pre-sentence reports completed by probation officers be required on all cases where the Court is considering a period of custody.

As already stated, with the problems involved in the present sentencing alternatives, any improvement in this line requires a great deal of coordination between the Court and the Correctional process. It would therefore be mandatory that a pre-sentence report be completed on all cases to allow for such coordination, and a sense of justice to the offender, rather than being faced with opposing philosophies and procedures.

The Courts in British Columbia have traditionally made extensive use of probation supervision as a sentence alternative for offenders where the services of a probation officer were available. As noted in the population graph (page 62), the use of probation has increased steadily year by year over the past ten years, with dramatic increases in the past few years. One also notes the drop in the institutional population from the year 1967-68 to the last fiscal year of 1971-72. Probation has been most fortunate in British Columbia, in having earned the confidence of the courts, and as a sentence alternative has demonstrated a very high degree of effectiveness.

The significance of the drop of the number of offenders in custody tends to be masked to a degree, by the fact that the sentence number has dropped even further while the numbers held in remand have increased to the point that now, at Lower Mainland Regional Correctional Centre, 50 per cent of the population is on a waiting or remand status.

It was noted by the Task Force that British Columbia, at the time of this study, had the highest ratio of offenders on probation versus the number in custody for all of Canada, being now on a 5-to-1 basis with 10,000 cases under the supervision of probation staff versus 2,000 cases in custody. When this is combined with a very high success completion rate for probation, as detailed later in this report, the Task Force wishes to go on record as commending the Director and the Probation Service for a most impressive service.

There are, however, areas of the Province that still require substantial development in the provision of probation services. A study carried out by Central Classification using base expectancy scales, which indicate probability for success in the community, indicated that approximately 11 per cent of the young offender population now coming into

custody could be dealt with on probation, with a very high probability for success in the community. This young offender group, plus the large number of Indians coming into custody who have no access to probation services, represent a concern for Corrections and make obvious the great need for additional probation officers. It has been the experience of the past that as probation services have been extended to the courts they will use them on an ever-increasing basis. This is seen, then, as one very positive and effective means of overcoming many problems experienced with the large numbers in custody in inadequate facilities.

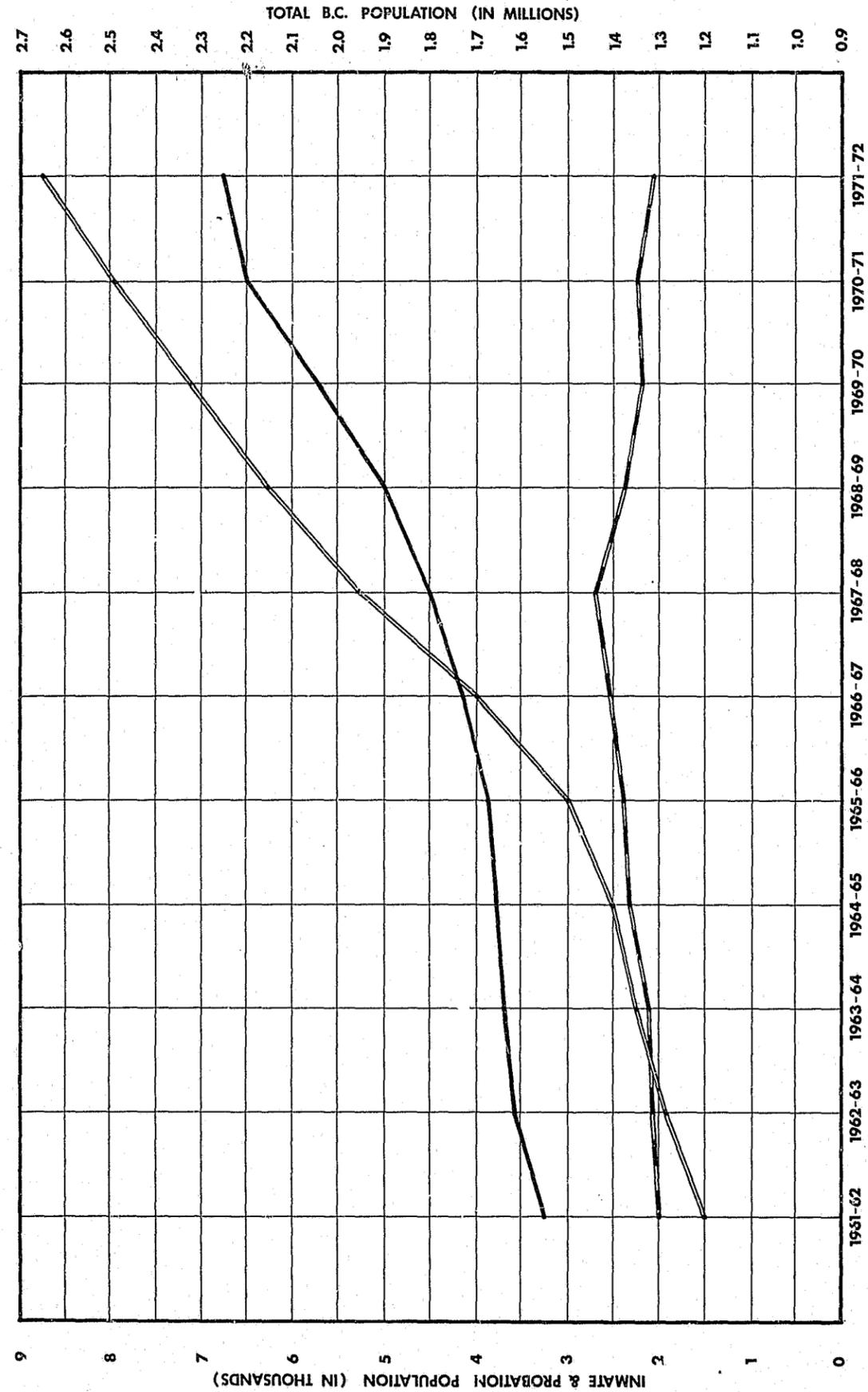
The continuing jurisdiction of the sentencing court over sentenced offenders was a point of particular concern to a number of probation officers and administrators. With the increasing potential for dealing with more difficult types of offenders under the jurisdiction of probation, it is imperative that the sentencing court regard its role as having a continuing jurisdiction over the offender. This may involve a review of the case in terms of progress of the offender on probation, but, more important, dealing in an immediate and decisive way with breaches of the conditions of probation. It is considered that this role is to be of particular significance in dealing with the drug addict and the alcoholic on probation, which is detailed later in this report. At the moment many offenders have the attitude that they are free of the jurisdiction of the court and can abuse the conditions of probation. This was reported by Probation Officers as a serious supervision problem for them due to the crowded court dockets, when at times it is difficult, if not impossible, to get the case back to court for immediate sanctioning as a result of a breach of a condition of probation.

This again emphasizes the need for the total Criminal Justice System to operate in concert in dealing with offenders. It also underlines the need for more judges and court administrative staff as well as prosecutors, in order to have the time, not only to deal with the adjudication of cases, but also to be involved in the entire correctional process of continuing control over offenders sentenced by the court. There is no doubt that, as more offenders are placed on probation with greater behaviour problems, a larger degree of control will be necessary, and the immediate imposition of sanctions by the court is often the most therapeutic move that can be made with a particular case.

Forensic Services

The degree of Forensic services provided to the courts is so minimal as to be almost non-existent. The actual level of this service is detailed in the section on the mentally ill offender. At this point it is sufficient to recommend that the development of Forensic services be proceeded with immediately, to provide a far greater opportunity, to the court and the police, to divert out of the system the mentally ill and mentally retarded offender. It has become apparent that many offenders are mentally ill and should never have been even proceeded against to the point of being remanded in custody for a psychiatric examination. The provision of a forensic assessment service to the courts, on a province-wide basis is imperative, if the court is to have the information necessary for the most effective and humane disposition of offenders. This is seen as a particularly acute problem in terms not only of protection of the community from the potentially dangerous sexual offender, but also for the protection of the individual offender himself, in the sense of being directed by the court to the form of treatment required by his particular behaviour pathology.

TOTAL & ADULT INSTITUTIONAL POPULATION, & PROBATION CASE LOAD
 BRITISH COLUMBIA APRIL 1, 1961 TO MARCH 31, 1972



LEGEND
 — B.C. POPULATION (2,241,000) *
 — PROBATION CASE LOAD (8,881) **
 — AVERAGE DAILY INSTITUTIONAL POPULATION (2,068)

* DOMINION BUREAU OF STATISTICS, MONTHLY POPULATION ESTIMATES.
 **

Legal Aid and Court Workers

As has been mentioned earlier, the Task Force was impressed by the policy of the government in providing duty counsel. The extension of legal aid services with the federal-provincial cost-sharing formula is seen as one of the ways in which the whole process of justice could be speeded up, and reduce to a minimum the time held in custody.

As will be noted later in this report, the Indians represent a particular problem and require obvious support on the part of court workers in the urban area. In the rural areas the Task Force is recommending the extension of Indian field Correctional workers, who would not only work in terms of community development with the Indians, and sentencing alternatives, but also provide a degree of assistance to the individual in the court process.

Offender Classification

Classification is defined as a process for determining various needs and requirements for those for whom correction has been ordered, to assign them to programmes according to the needs and existing resources. It is a system or process by which a correctional agency determines differential care and handling of offenders. Currently this system is, to a large degree, restricted to those offenders sentenced to a period of custody. This report endorses the extension and further refinement of this system to the court level, where a uniform classification system should be developed which could lead to an efficient, reliable classification system for more effective assignment and sentencing decisions.

Classification is an essential tool in the whole process of reintegrating the offender into the community. It should operate on the principle that no offender should receive more or less supervision and help than he requires, and that he should not be in any more or less secure condition or status than his potential risk dictates. In line with this, the Task Force recommends the use of community classification in the way of extended probation and Forensic services, plus the utilization of other community services such as psychological testing, in order that the most effective decisions possible can be made in the sentencing and initial assignment of convicted offenders and to maximize the use of community resources.

Rather than leaving this process as has been traditionally thought of as one carried out during a period of custody in an institution either on a sentenced basis or for those remanded in custody for assessment, it is recommended that this be regarded as a vital process to be carried out in the community, with the information developed being made available to the court.

In conclusion, the court is seen as a vital component element of the entire correctional process and indeed the initial decision-making point which determines all else that happens to an offender in a correctional sense, and should be provided with all possible social-psychological information to assist in the disposition of cases.

E. PROBATION

Case Load Growth and Problems

During the 1971-72 fiscal year, 11,928 cases were placed under the supervision of probation officers in the community, either on probation or parole.

The ever-increasing number of offenders being placed on probation around the province is shown on pages 65 to 68. This increase is occurring for both males and females of all age groups.

The number of offenders supervised on parole has also increased considerably since the fiscal year 1968-69; as have miscellaneous and voluntary cases. This rapid growth in the caseload for probation officers is an indication of the growing use being made of alternatives to prison by the courts, which is encouraging in the light of current correctional practice, which emphasizes dealing with as many offenders as possible in their own communities. However, it presents some very real problems in terms of individual case loads, and the amount of time probation officers have available to service those case loads.

The increased use of probation was augmented by the Amendments to the Criminal Code in August 1969, in which the number of instances in which probation could be granted was substantially increased by providing for a Probation Order to follow a period of custody. It is interesting to note that for the first nine months of the current fiscal year, 758 cases have been placed on probation after a period of custody in a correctional centre. These represent cases that ordinarily in the past would not have been eligible for probation and so have added a substantial increase to the number of cases probation officers are now supervising.

In addition, the new legislation provided for a new offence known as a breach of a Probation Order, Section 666. The Amendments went further, and provided for the transfer of a Probation Order made in one province to a court of similar jurisdiction in another province, thus making the Order as enforceable as if it had been made in the court to which it was transferred. Again, within the current fiscal year, for nine months, 154 such cases have been transferred into British Columbia from other provinces, again adding to the ever-increasing burden in probation. Added to this has been hundreds of cases now being dealt with on a voluntary probation supervision basis—approximately 600 this year so far—with another 600 voluntary maintenance supervision cases.

Probation has not only experienced a growth in the number of ordinary sentenced cases placed under this supervision, but with the expansion of the scope of probation, has widened its capacity to receive a far more diverse range of cases. Thus, for the last fiscal year of 1971-72 there was an increase of 13 percent in the case load. It is of significance to note that there was also for the same year a decrease of seven percent in the number of offenders admitted into custody.

As of December 1972 there were 150 probation officers supervising 9,800 cases, giving an average case load of 65. In computing this average case load, regional and principal probation officers have been excluded from the number of officers, as their duties are primarily administrative and supervisory in nature, and, as such, do not carry case loads. In addition, officers based in institutions have been excluded, but ten interviewers and the case loads they carry have been included.

The President's Commission on Law Enforcement and Administration of Justice, 1967 recommended that, "All jurisdictions should examine their need for probation and

parole officers on the basis of an average ratio of 35 offenders per officer, and make an immediate start toward recruiting additional officers on the basis of that examination." On the basis of this criterion, a total of 208 probation officers supervising cases would be required, an immediate increase of 58 probation officers. The significance of this immediate increase required in the number of probation officers applies not only to improving the supervision of probation as a process, but also allows probation officers to spend a great deal more time in mobilizing community resources. As has been emphasized in the President's Crime Commission, the officer of the future must be a link between the offender and community institutions, mediator when there is trouble on the job or in school, an advocate of the offender when bureaucratic policies act irrationally to screen him out, the shaper and developer of new jobs, training, recreation, and other community resources. However, the degree to which the probation officer has time for these crime prevention activities, the degree to which he is able to service the courts in the way of diagnostic and background reports, is limited not only by the size of the case load he is now carrying, but also by the large geographical areas which must be covered. We have found that probation officers are spending too much time travelling, as the territories they must cover are far too large, due to the lack of a sufficient number of probation officers to allow smaller areas.

One particular area that has been mentioned earlier under "Courts" is the use of the probation officer in doing probation officer enquiries on adult cases. The provision of such a service would not only be beneficial to the court in screening out offenders that could be dealt with otherwise, but would save a considerable amount of time on the part of the court.

Another area that has often been mentioned is the use of volunteers in probation. However, the probation officers in the field have emphasized to us that the development of volunteers requires time. The screening and recruitment of volunteers, they point out, is only the beginning, as the volunteers themselves require continuing consultation and supervision if they are to be utilized to their maximum capacity. Therefore, while the probation officers in the field recognize and support the concept of developing volunteers in probation, and see the potential of many citizens in the community to help in the whole rehabilitative process, they are limited in this role by the lack of time to develop and supervise volunteers.

Effectiveness of Probation

Utilizing the data for the first nine months of the current fiscal year, to the end of December 1972, there was a total of 651 probation cases brought back to court for a violation of probation, or sentenced to a term in custody for a further offence. In relation to the total number of offenders received to the end of December, this represents a failure rate of only 11 percent, which is noteworthy in view of the high case loads being carried by probation officers.

Although approximately 50 per cent of the new cases received on probation are 17 years or younger, it is noteworthy that only 141 cases during the nine months of the current fiscal year were made wards of the Superintendent of Child Welfare by the Family and Children's Courts. Considering the fact that there were approximately 2,000 juveniles 16 years of age and younger received on probation during the same time period, it is obvious that the services provided by probation in terms of both supervision and back-up resources developed in probation, have been effective in dealing with many juveniles.

PROBATION STATISTICS

Comparative Case Statistics for the years 1968/69, 1969/70, 1970/71 and 1971/72

NEW PROBATION CASES:

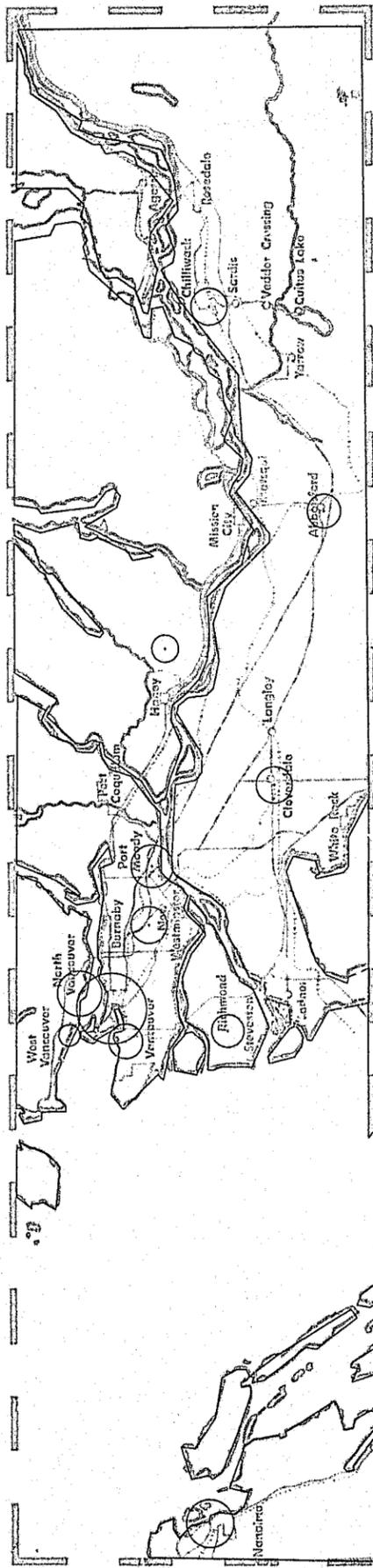
Males:	1968/69	1969/70	1970/71	1971/72
Under 18 years	2,131	2,168	2,234	2,541
18 to 24 years, inclusive	873	1,133	1,615	1,762
25 to 39 years, inclusive	359	402	637	729
40 to 64 years, inclusive	167	170	250	284
65 years and over	6	4	11	18
	<u>3,536</u>	<u>3,877</u>	<u>4,747</u>	<u>5,334</u>
Females:				
Under 18 years	220	209	315	391
18 to 24 years, inclusive	94	149	234	277
25 to 39 years, inclusive	58	65	117	140
40 to 64 years, inclusive	11	48	54	74
65 years and over	2	—	3	2
	<u>385</u>	<u>471</u>	<u>723</u>	<u>884</u>
Totals, new probation cases	<u>3,921</u>	<u>4,348</u>	<u>5,470</u>	<u>6,218</u>

NEW PAROLE CASES:

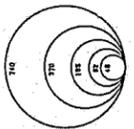
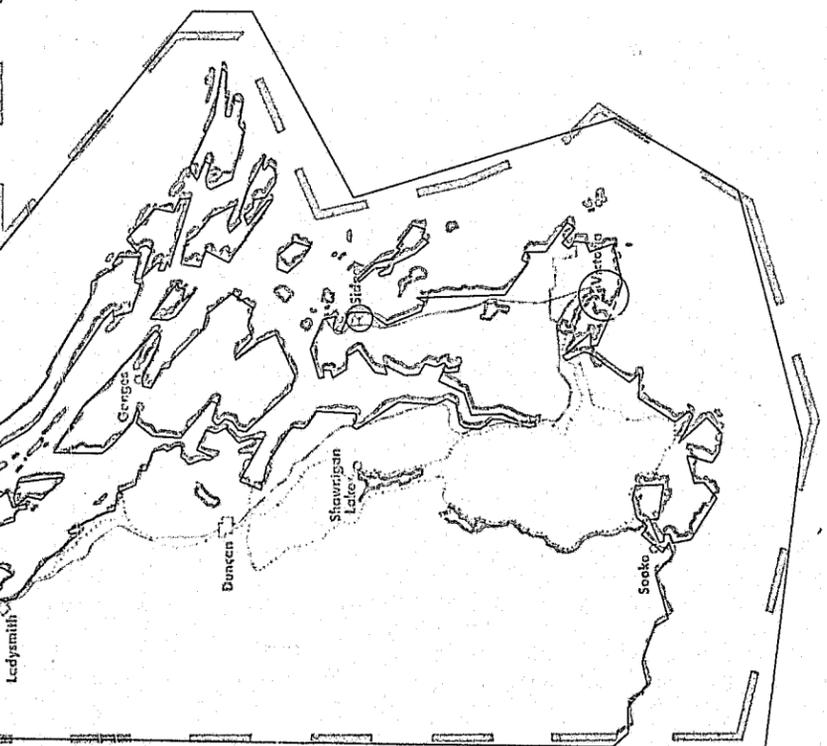
National Parole	122	132	142	182
Provincial Parole	520	725	699	691
	<u>642</u>	<u>857</u>	<u>841</u>	<u>873</u>

MISCELLANEOUS AND VOLUNTARY CASES:

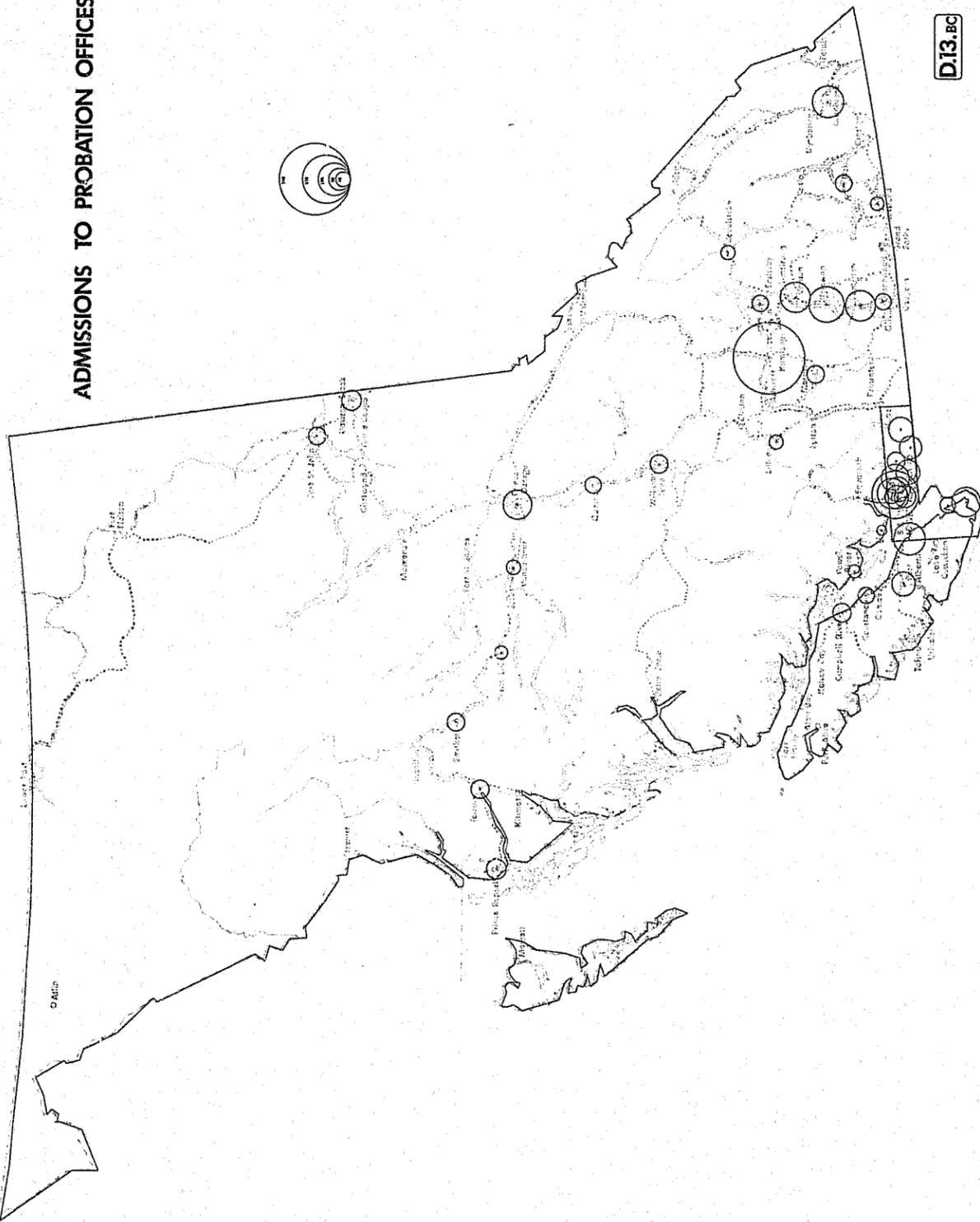
	<u>2,976</u>	<u>3,827</u>	<u>4,197</u>	<u>4,837</u>
Grand Totals	<u>7,542</u>	<u>9,032</u>	<u>10,508</u>	<u>11,928</u>



ADMISSIONS TO PROBATION OFFICES



D.13.LM



ADMISSIONS TO PROBATION OFFICES



D.13.BC

D.13 ADMISSIONS TO PROBATION OFFICES

Admissions to Probation offices for the period April 1 to November 30, 1972.

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0107	POWELL RIVER	37	0350	REVELSTOKE	44	0531	PRINCE RUPERT	79
0108	SECHLT	23	0354	SALMON ARM	56	0533	QUESNEL	55
0201	ABBOTSFORD	99	0366	TRAIL	40	0539	TERRACE	68
0204	CHILLIWACK	115	0388	VERNON	164	0541	VANDERHOOF	44
0205	CLOVERDALE	112	0403	CAMPBELL RIVER	70	0544	WILLIAMS LAKE	67
0313	CRANBROOK	177	0407	COURTENAY	55	0545	SMITHERS	64
0325	KANLOOPS	740	0416	NANAIMO	182	1101	BURNABY	115
0327	KELOWNA	219	0419	PORT ALBERNI	189	1102	COQUITLAM	149
0331	LILLOOET	42	0427	SIDNEY	51	1106	MAPLE RIDGE	67
0334	MERRITT	63	0506	BURNS LAKE	37	1108	NORTH VANCOUVER	164
0341	NELSON	58	0509	DAWSON CREEK	78	1109	RICHMOND	93
0344	OLIVER	55	0514	FORT ST. JOHN	63	1111	VANCOUVER	361
0347	PENTICTON	166	0530	PRINCE GEORGE	152	1112	WEST VANCOUVER	44
						1114	MARPOLE	104
						1208	VICTORIA	157

01	SUNSHINE COAST/SQUAMISH	60
02	LOWER MAINLAND	326
11	GREATER VANCOUVER	1,097
04	VANCOUVER ISLAND	467
12	GREATER VICTORIA	157
03	OKANAGAN/KOOTENAY	1,824
05	NORTHERN B.C.	707
	TOTAL	4,638

Back-up Resources

The question of the development of probation's capacity to deal with a large number of offenders involves not only the problem of increasing the number of probation officers but also increasing the level of resources that probation officers have available in terms of back-up for their efforts. At the moment probation has been able to develop a series of week-end camp programmes, use of private ranches as a placement resource, and hostel programmes. These programmes have proven to be effective in dealing with the younger cases on probation who require intensive supervision on the week-end in an attendance centre or camp programme. They have been particularly effective in reducing the level of delinquent activity by these offenders during their high-risk week-end periods.

Organization

The size of the probation organization has been increasing over the last number of years, and it is felt it has now progressed to the point where, in terms of the number of personnel involved and the range of the activities engaged in by the Service, that a Chief Probation Officer should be appointed as soon as possible. There is a need for greater degree of planning and development work in expanding the level of the Probation Service. Only by assigning a full-time Chief Probation Officer with the required qualifications in terms of administrative and correctional experience, will probation be able to respond continuously to the demands placed upon the Service.

It is also recommended that a greater degree of decentralization to the regions in probation be developed, including the assignment of a budget to each region for the operation of its services for the year. It is felt that the Regional Probation Officers in charge of each region, with greater administrative training provided to them, could assume a greater level of responsibility. It is emphasized, however, that further administrative training must precede the next stage in development of assigning greater administrative responsibilities to the region. It is also felt necessary that the Principal Probation Officers be provided with a greater degree of supervisory training in order to better prepare them for their role. Several Principal Probation Officers were confused in terms of the specifics of their role, particularly as it related to the administration of the Family and Children's Court. It is felt that this area should be clarified in discussion with the Chief Judge for the Court in view of the impending specialization of the Family and Children's Court Judges.

With a greater degree of decentralization it is also recommended that the Regional Probation Officer be responsible for developing a probation plan for his region. This plan would include not only the personnel requirements for his region, but also the necessary services, both at a community and government level, that would be required to operate probation effectively in the region. Essentially this would involve a comprehensive level of planning at the regional level, and force to some degree a greater inter-departmental level of planning which will be discussed later in this report.

A further point in terms of assignment of roles within probation organization was emphasized, and that is the use of the Probation Officer 3 at the experienced field work level. It was felt this would enhance morale and afford opportunities in the Probation Service rather than restricting the P.O. 3 level as it is now, to the senior officer in a multi-worker office.

The whole issue of recruitment and training remains as the most critical problem for probation. The Service is hard-pressed to expand at the necessary rate in terms of personnel, because of the great turnover it experiences, with many officers leaving for higher paying positions in other government departments, especially at the federal level. In line with this it is recommended that an immediate upgrading be made of the salaries of Probation Officers in order to be competitive with the National Parole Service. With such a salary increase the investment that is now being placed in training will have a much greater payoff in terms of keeping trained and experienced officers.

At the moment there appears to be a greater need for community development content in the training programme for Probation Officers. Several have commented on the very rapidly changing requirements of their role in terms of developing and organizing community resources and feel that they are inadequately prepared training-wise for this role. It is therefore recommended:

1. That the whole area of community development content within the training programme be upgraded to the greatest degree possible.

In relation to recruitment it was noted by the Task Force that many of the personnel recruited from the institutional staff and now working in probation have proven to be most effective as Probation Officers. It is therefore recommended:

2. That, in view of the need for a rapidly increased number of Probation Officers, that the career opportunities to line Correctional Officers in the institutions be opened up in proportion to the expansion of the Probation Service. The present programme of university training being provided to selected Correctional Officers who would eventually serve as Probation Officers, is commended as a very worthwhile programme and, as recommended here, is felt worthy of greater development.

A good deal of discussion was held in terms of the specialization of assignment for Probation Officers. Rather than make any specific recommendation on this, it is felt that within the concept of decentralization to the regional level, the assignment of Probation Officers and any specialized assignments should be decided upon by the Regional Probation Officer for his particular region.

The use of Interviewers within the Probation organization was also the subject of a good deal of discussion. The possibility of using Interviewers to a much greater degree in terms of assisting Probation Officers was considered. This, however, appeared to have a number of problems involved in terms of the expertise required, and, it is felt, should be the subject of further discussion with the Chief Judge and District Judges, in terms of some of the requirements they see for information that could perhaps be gathered by Interviewers.

The role of the Interviewers in the enforcement of maintenance orders from the Family Court was also a subject of concern, as to whether that was properly a probation role or should be part of Welfare. Again, it is felt that this subject should be discussed with both the Judges and Welfare, as there appears to be some merit in transferring the whole function to the Department of Rehabilitation and Social Improvement.

One personnel matter that concerned a great many Probation Officers was the opportunity to move to vacancies around the Province. Those officers serving in the field felt they should have the opportunity to move to more desirable postings as they became vacant, rather than having a new officer posted as now happens. It is therefore recommended:

3. That the Chief Probation Officer, if and when appointed, have, as one of his priorities the study of the whole system of filling vacancies around the province and the feasibility of opening up placement opportunities to serving field Probation Officers on as wide a basis as possible.

Community Involvement

One major point in this report is that the public should become more concerned with, and knowledgeable about, Probation and Corrections, and that the system should become even more responsive to, and more a part of, the community. This means a closer inter-relationship between the community and Corrections at all levels, particularly probation but not excluding the institutions. The community must accept responsibility for participating in and contributing to the whole rehabilitative process. In this regard some very significant advances have been made by Probation Officers around the Province, which are indeed worthy of note. In many communities Probation Officers have worked closely with the schools, explained to students the function and structure of the courts, and how the court system acts as a guardian of individual rights. Others have been active in the community in developing a wide range of community resources from local societies for the development of facilities such as detention homes, as well as special placements.

Another type of community development has been the involvement and utilization of volunteer Probation Sponsors. In July 1970, with assistance from the Junior League of Vancouver, a demonstration project involving volunteer Probation Sponsors was initiated in North Vancouver. By the end of March 1972 approximately 180 sponsors had been recruited and trained and 145 of them matched with probationers and actively undertaking their supervision. While this project is still in progress, results to date demonstrate that volunteers can play a major role, and be most effective in the supervision of probationers. As a result of this programme a larger number of citizens have become knowledgeable about delinquency and the law, and more aware of the need for increased preventive measures at the community level. It has also led to an increasing awareness of the need for volunteer sponsors in other parts of the Province.

The work of Probation Officers to increase public involvement in probation and in developing needed resources as well as indirect service roles, has been most impressive. In line with this, it is recommended that as more Probation Officers are recruited, and as they become more involved in the development and mobilization of community resources, that the Chief and Regional Probation Officers increase the number of consultative and advisory type experts to be made available to Probation Officers at the local level for an increasing development of their professional skills in this area.

F. REGIONAL CORRECTIONAL FACILITIES

1. Admissions

The flow of offenders through the correctional facilities of the Province is illustrated in Figure 2-71. This figure illustrates the major burden placed on the Lower Mainland Regional Correctional Centre, an old and inadequate facility.

During the fiscal year 1971-72, 10,838 males were received from the courts to the correctional centres. This was a decrease of 7.5% below last year. In view of the fact that the previous year experienced a 17% increase, this latter year's total admissions present a significant drop. It is noted that this decrease was spread evenly throughout all the Regional Correctional Centres, and that the only increase experienced was in the number of juveniles received at the Haney Correctional Centre.

Female admissions to custody, however, increased by 14.5% for the year, from 618 to 708. Females admitted into custody for this particular year were a relatively younger group with a 35% increase in the 18 - 23 year old age category, the largest age category for females. They also represented a greater drug-use group, with a 33% increase in those classified as habitual drug-users, now one-third of the total admitted. They also appeared to have shorter sentences, with those sentenced to less than one month having increased by 48%, to the point where they now represent over half the female intake.

It would appear the courts have now resorted to short prison terms for the young female drug-user to a far greater extent. The implications of this will be dealt with later under the "Drug Addict" section.

2. Immigration Cases

A sharp increase is being experienced in the number of offenders ordered held at correctional centres by the Department of Citizenship and Immigration. Immigration orders have increased over 100% during the year from 246 to 528. This has meant a considerable amount of staff time involved in processing these cases in and out of the centres, arranging for interviews with Immigration officials, making constant security and segregation changes, and providing counselling. The use of high-cost security accommodation for these detainees is expensive to the Province. The volume of Immigration cases for the Lower Mainland is such as to warrant a separate federal detention facility, which would be an immediate step towards relieving the congestion at the Lower Mainland Regional Correctional facility. It is recommended that negotiations proceed as quickly as feasible with the federal government, relative to the assuming a greater level of responsibility for this rapidly increasing problem.

3. Adolescent Offenders

Of particular concern has been the number of youthful offenders sentenced to custody in the regional correctional centres. Over the past three-year period the number of 15-17 year olds coming into custody has risen from 251 to 474, an increase of almost 100%. Two problems of concern to the Task Force were:

1. the raising of juveniles to adult court, and being sentenced to an adult prison;
2. the problem of 17 year olds in the adult prison.

In October 1970 the maximum legal age of a juvenile offender was reduced by proclamation from under 18 to under 17 years for British Columbia. This was reversed in June 1971 by a British Columbia Court of Appeal ruling. However, in January 1972 the Supreme Court of Canada reversed the position once again, and returned the juvenile

age to under 17. Thus all 17 year olds are now dealt with as adults in the Provincial Court.

It was emphasized on several occasions by field personnel that the lowering of the juvenile age had some beneficial effect in that the persistent juvenile offenders were at least, to some degree, taking the attitude that they would have to cease and desist their delinquencies as soon as they reached the age of 17. The deterrent effect of the Criminal Court and the sanctions available at the adult criminal court level, obviously are of some merit for this particular group. While this in turn may be an argument for lowering the age another year, it does, however, have the decided disadvantage of introducing juveniles into adult correctional facilities. In line with this, the Task Force is extremely concerned with the problems of the relatively immature 17 year old group in the adult prison, especially as they are subjected to the criminal culture of this higher age range.

During the discussions held with personnel at Lower Mainland Correctional Centre, a further problem of the 18 year old offender was revealed. The problem of this group in custody, especially in the remand wings which are overcrowded and full of a wide variety of aggressive criminal types including many sophisticated drug traffickers as well as sexual deviants, was described as severe in terms of protecting this young group from criminal victimization.

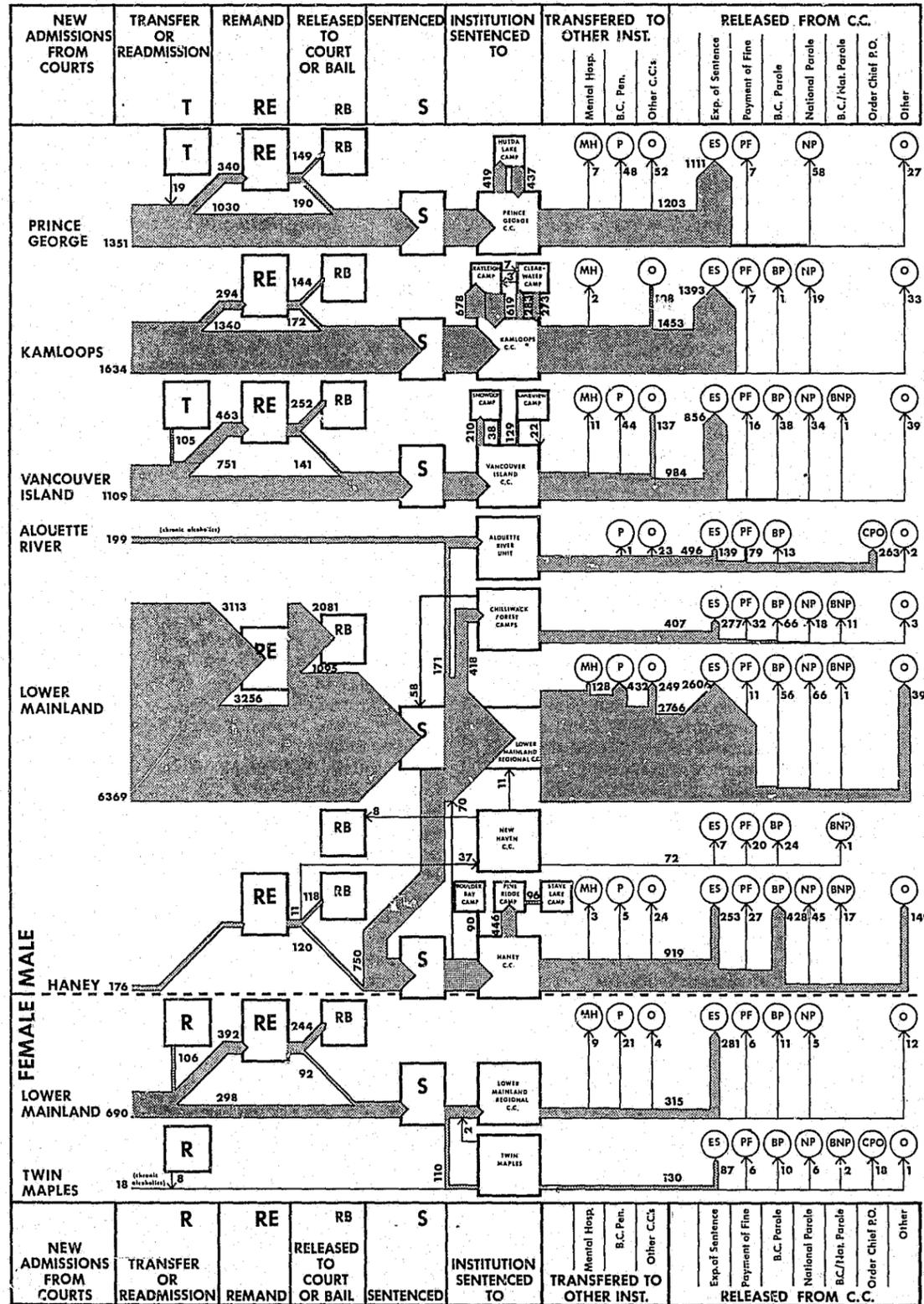
Although the lowering of the age may have had some beneficial results in terms of deterrence, there is no question that it has simply passed the juvenile problem on up to the adult level. It is, therefore, recommended that an immediate study be made of the feasibility of establishing a youth services division within the regional correctional system. The objective of this would be to isolate the juveniles raised to adult court and sentenced to custody, as well as the 17 year olds and the more immature 18 year old group. By bringing this group together as a total population, programming could be especially designed for their unique needs as adolescents, as well as avoid their immersion in the adult criminal culture.

Consultants have emphasized the need to provide opportunities for maturation of this adolescent age range, and that by subjecting them to the adult criminal population one exposes them at a vulnerable age to a host of negative influences. At the same time, it is recognized that they are beyond the level of control feasible at a juvenile facility, and most of them already have a record of failure in services and facilities at that level. A separate youth services division, with the capacity for exercising the sanctions and control of the adult system, yet being able to isolate them from the most negative influences of the adult population appears as the most suitable alternative for this group. This concept is developed further in the Organization section of this report.

4. Remand Intake

The remand intake for 1971/72 fiscal year showed a decrease of 7% over the previous year while the number released on bail rose by 11.6%. This latter figure was influenced by the provisions of the new Bail Reform Act which became operative in January 1972, thus affecting the last three months of the fiscal year. (See Figure 2-77 for Average Monthly Counts.) However, the reduction in the number waiting trial in the remand units has been offset by increases in other categories of waiting prisoners, such as immigration cases, transfers to the penitentiary and the Provincial Mental Hospital, Parole suspension cases, and those remanded in custody for pre-sentence or psychiatric reports.

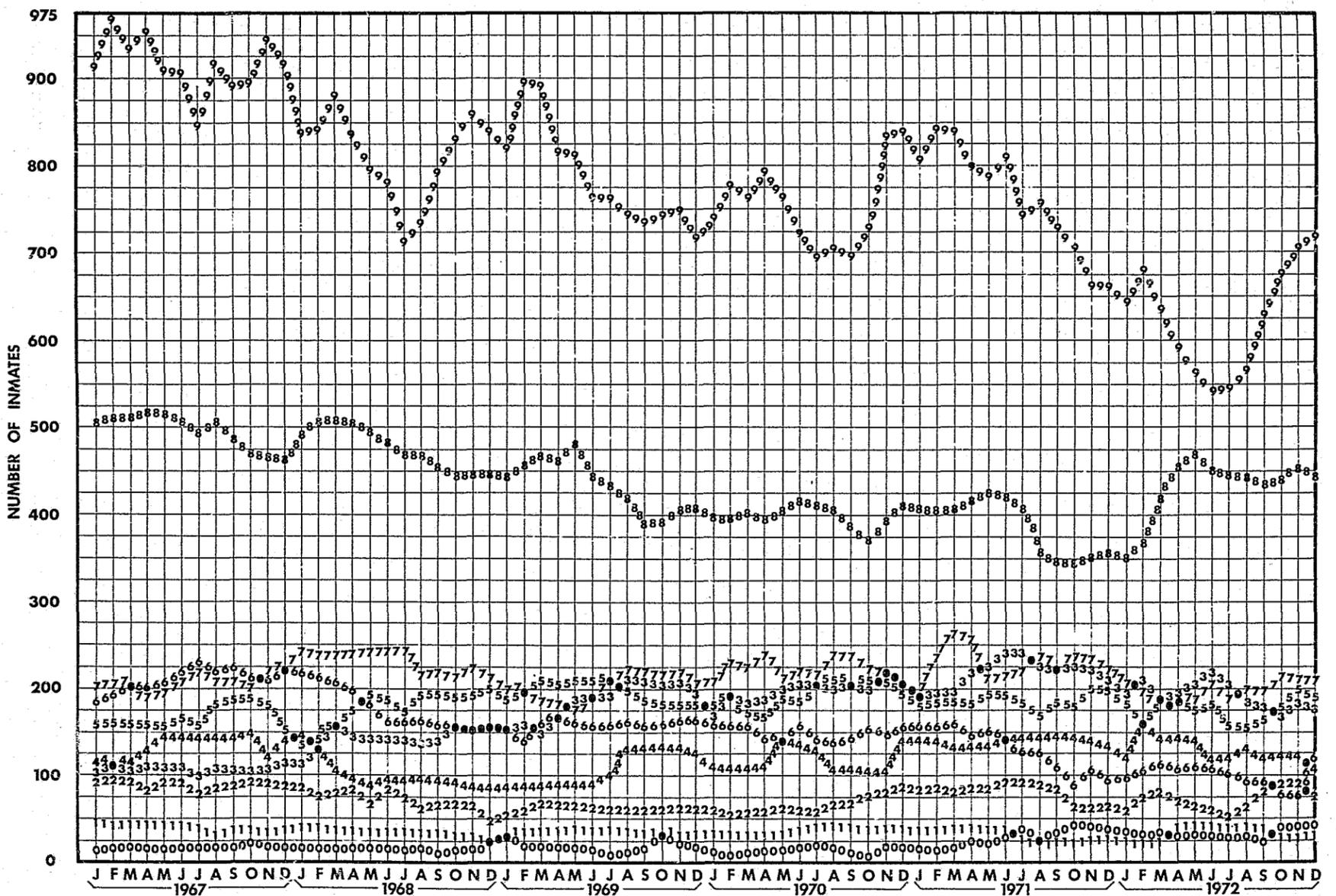
B.C. CORRECTIONS SERVICE MODEL



CONTINUED

1 OF 3

AVERAGE MONTHLY COUNTS for CORRECTIONAL INSTITUTIONS BRITISH COLUMBIA 1967-1972



LEGEND

- | | |
|------------------|--------------------|
| 0 TWIN MAPLES | 5 KAMLOOPS |
| 1 NEW HAVEN | 6 CHILLIWACK CAMPS |
| 2 LMRCC (FEMALE) | 7 VANCOUVER ISLAND |
| 3 PRINCE GEORGE | 8 HANEY |
| 4 ARU | 9 LMRCC (MALE) |
- TWO OR MORE OF THE ABOVE

The overcrowding in the remand units is particularly acute at the Lower Mainland Regional Correctional Centre where all remand facilities are well over capacity and an overflow has spilled into the Classification Unit and the East Wing of the Centre. This situation has been at an explosive level for some months now and must be rectified as soon as possible. Considering the fact that of the 4,440 remand prisoners received in 1971/72, only 1,742 actually received a term of sentence in custody, which is similar to the rate of convictions for the previous year, illustrates the potential for dealing with this population by alternative means as discussed earlier in this report.

Planning for the proposed new remand centre for the Lower Mainland Regional Area has been underway since 1968, but still has not been able to get to the point of having a facility actually constructed. Population projections indicate that the remand numbers at this centre will rise to 480 in custody by 1980, with a further rise to 630 by 1990. Even if a decision was made to go ahead immediately on the required facilities, it is doubtful if the project could be completed by 1975 when the projected remand population is 410. When one considers the fact that the single cell capacity of the remand wings at Lower Mainland Centre amount to 242, it is obvious that a 100% overcrowding situation will occur by 1975.

The history of the problem in a remand unit dates back to as long ago as 1952, when a major riot occurred in Oakalla Prison Farm in the South wing which was then used for waiting trial, appeal, or prisoners awaiting transfer to the penitentiary. The Warden at that time reported that South wing prisoners, having little to lose and much experience in prison unrest, started the riot by breaking out of their cells, overpowering the three guards on duty, barricading themselves into the wing, and proceeding to tear out all the iron railings, beds and toilet facilities. The fact that the inmates were using steel pipe railing, chains, and pieces of metal beds as weapons, and still none were seriously injured, is a tribute to the discipline of those staff involved, many of whom received injury in the act of forcing the prisoners back into controlled confinement. The planning of temporary accommodation in order to eliminate overcrowding was mentioned as a heartening indication of a possible improvement in prison conditions.

Ten years later, the Warden again reported on September 22, 1962, the overcrowded condition in the remand wings led to a revolt on the part of some 200 prisoners who refused to return to their cells from the West wing exercise yard. The revolt was staged as a demonstration of protest against conditions of overcrowding, poor quality of food, and inadequate laundry and shower facilities. Only prompt and well-organized action on the part of staff avoided a major riot, and inmates were eventually returned to their cells, a small group at a time. While their complaints were well founded, there was little that could be done.

The Annual Report of the Director of Correction in 1965 repeats the situation unchanged. The Warden reported that, at that time, the hazard in this section of the jail of an over capacity and mixed population of young offenders, habitual criminals, and sex deviates along with men waiting transfer to the penitentiary for lengthy periods of imprisonment, represents a continuously dangerous situation. Imprisoning of men in an old deteriorating cell block for 20 hours or more each day resulted in an inevitable explosive action on the part of those inmates on May 9, 1964. The consequence of this disturbance was over \$70,000 damage to the cell block, including broken windows, smashed plumbing fixtures, and equipment burned in fires or damaged by water.

In 1968 the Warden reported again that Oakalla had three disturbances of major proportion during this year, all involving West Wing inmates who were waiting trial, appeal, or transfer to the penitentiary.

The remand facilities at the Kamloops Regional Correctional Centre are also wholly inadequate, both in quantity and standard of accommodation, and are only suitable for short holding periods of a small group amounting to 26 inmates. The result is an overflow to Lower Mainland Regional Correctional Centre.

This problem of overflow from Kamloops as well as from other points around the Province has meant an increased population at Lower Mainland Correctional Centre. In fact, as shown by the data in Figures 2-83 and 2-84, 18% of the Lower Mainland Regional Correctional Centre's intake is from courts outside of the Lower Mainland. This leaves the Lower Mainland facility in the dangerous position of already being chronically overcrowded and yet having to accommodate the overflow from the regions or from points in the Province which have no prison facility.

To alleviate this situation it is recommended:

1. That immediate steps be taken to establish alternative means of supervising remand cases such as have been recommended in the earlier references to the Criminal Court pre-trial release. It must be emphasized that the situation in the remand wings is not only explosive, in terms of its continuing eruption in prisoner riot and disorder, but also represents a most degrading experience for anyone held in custody in these units, not only in terms of their confinement for 20 hours a day, but also in terms of exposure to the very worst elements of the criminal culture of the urban centre.
2. The next major step recommended is to proceed immediately to the design of new remand facilities for both males and females in the Lower Mainland Region. Detail on these new facilities is included later in this report. It is also recommended that the remand capacity of regional facilities be developed, in order to avoid the transfer of cases into the Lower Mainland Regional Correctional Centre.

5. Community Based Facilities

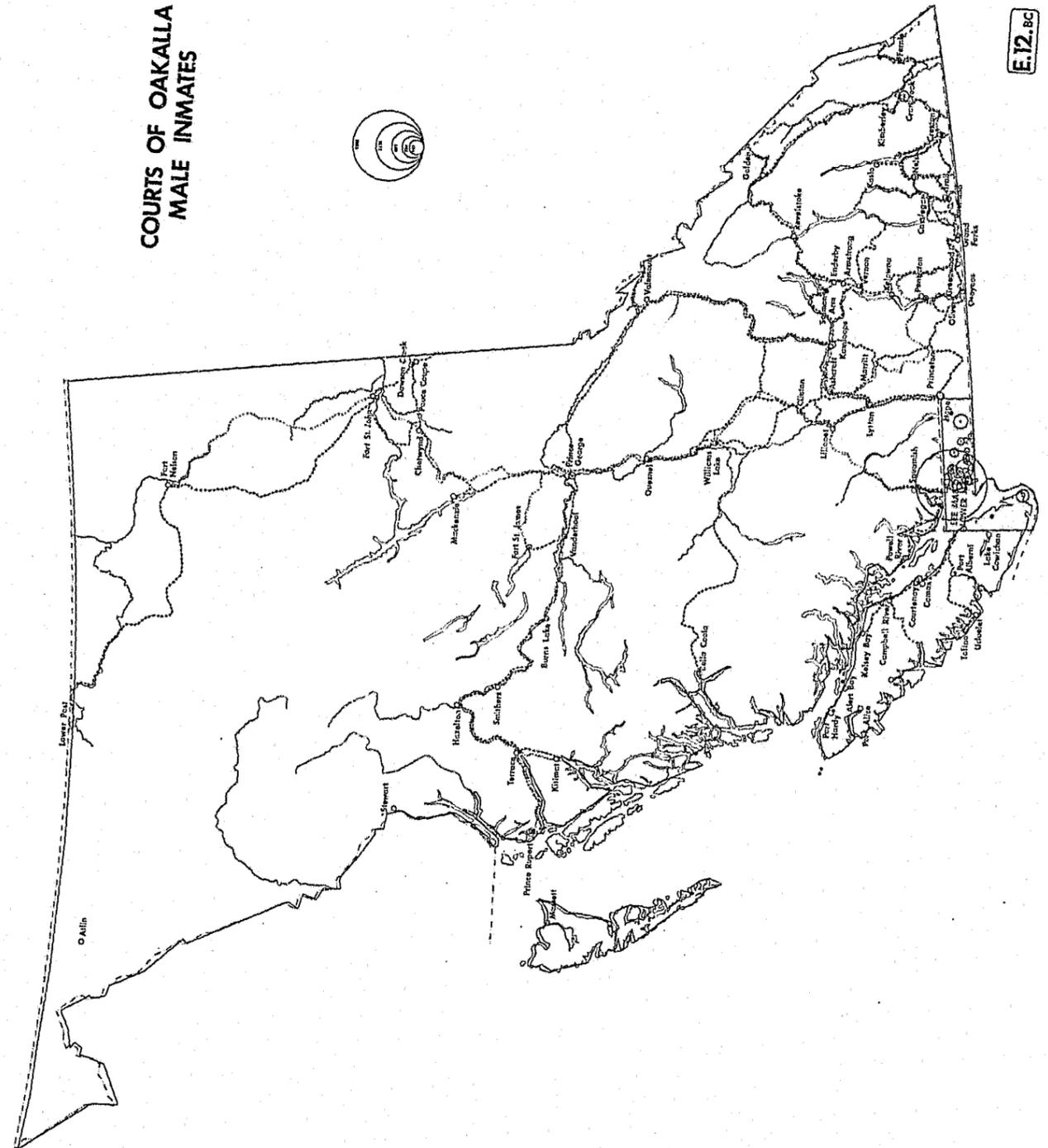
It is the position of this report that community based correctional programmes should be developed where the offender is dealt with, as far as possible, within their indigenous region rather than being transferred to a remote prison or specialized institution.

The Task Force recommends:

1. That rather than transfer all young offenders throughout the Province and all alcoholics throughout the Province to centralized facilities, such as Haney Correctional Centre, New Haven, Alouette River Unit, they be housed in correctional facilities developed within regions throughout the Province. (See following maps for court of committed.)

By such placement within their natural community, greater opportunities can be made available to the individual offender in terms of association with responsible people from his region who can assist him upon release as well as maintain a continuity of contact with his family and other resources in the community. This would also allow for a far greater integration between the operation of Probation and the institution which it is felt is particularly significant, with the use of the definite sentence followed by an indeterminate period on parole. By integrated planning for the return of the offender to the community during his period of incarceration, a far greater and concentrated effort can

COURTS OF OAKALLA MALE INMATES



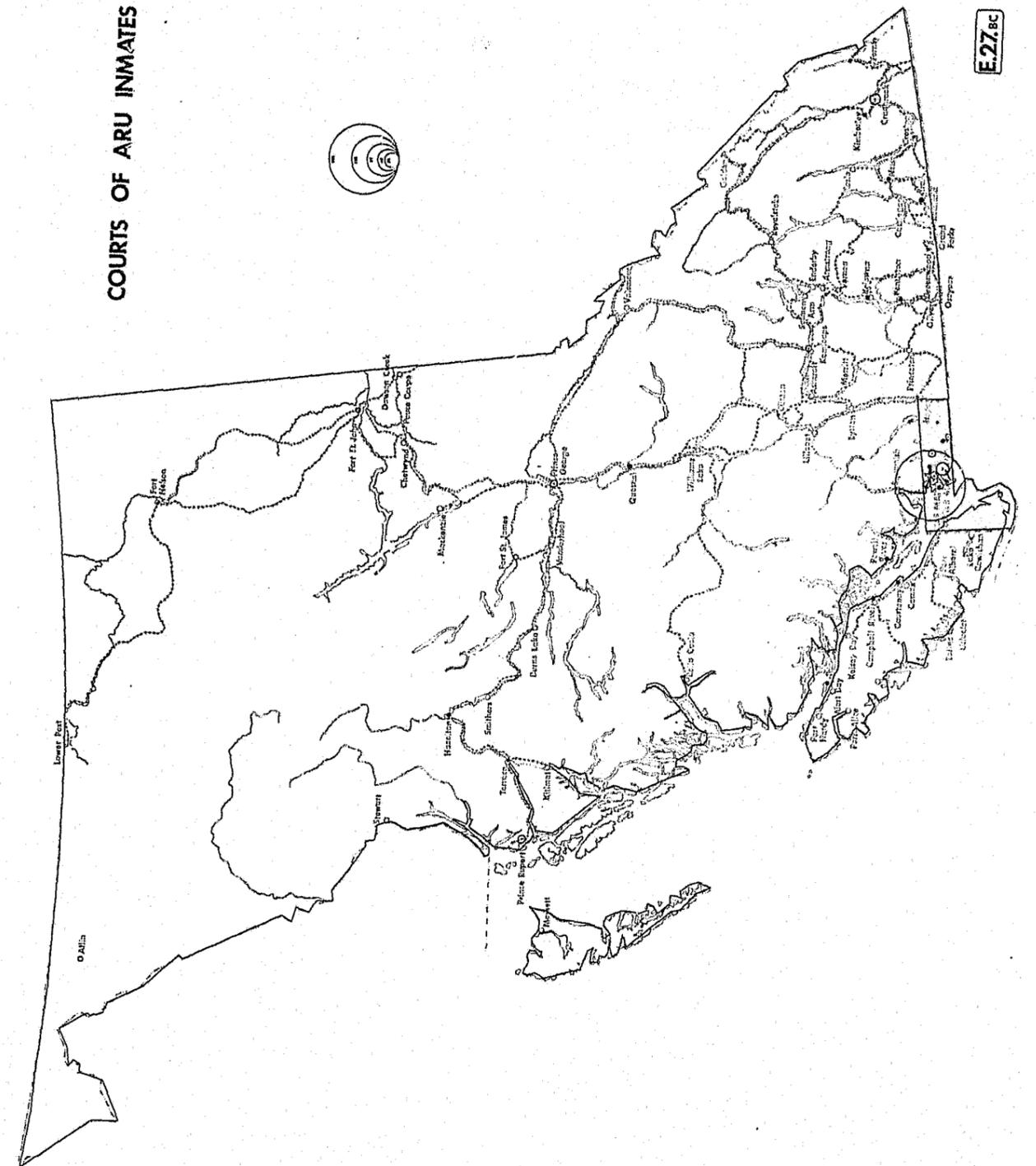
E.12 COURTS OF OAKALLA - MALE INMATES

The referring courts of those admitted or transferred to Lower Mainland Regional Correctional Centre - Male.

CODE LOCATION	VALUE	CODE LOCATION	VALUE	CODE LOCATION	VALUE
0101 BRIGHOUSE	8	0333 LYTTON	6	0505 BELLA COOLA	3
0102 GIBSONS	7	0334 MERRITT	2	0506 BURNS LAKE	3
0103 GIBSONS LANDING	5	0341 NELSON	31	0508 CHETWYND	1
0104 LADNER	1	0344 OLIVER	3	0509 DAWSON CREEK	9
0105 PEMBERTON	1	0345 OSOYOOS	1	0512 FORT NELSON	4
0107 POWELL RIVER	21	0347 PENTICTON	20	0513 FORT ST. JAMES	2
0108 SECHELT	16	0348 PRINCETON	2	0514 FORT ST. JOHN	16
0109 SQUAMISH	24	0350 REVELSTOCK	7	0516 HAZELTON	5
0201 ABBOTSFORD	6	0351 ROSSLAND	1	0517 HOUSTON	3
0202 AGASSIZ	11	0353 SALMO	5	0520 KITIMAT	4
0203 BOSTON BAR	2	0354 SALMON ARM	11	0523 MCBRIDE	1
0204 CHILLIWACK	138	0356 SICAMOUS	2	0524 MASSET	2
0208 HOPE	46	0357 SILVERTON	1	0525 OCEAN FALLS	2
0211 MAYSQUI	21	0362 SPARWOOD	12	0526 100 MILE HOUSE	5
0212 MISSION	37	0364 SUMMERLAND	1	0530 PRINCE GEORGE	37
0214 PORT COQUITLAM	13	0366 TRAIL	22	0531 PRINCE RUPERT	28
0215 PORT MOODY	20	0367 VALLEYVIEW	3	0532 QUEEN CHARLOTTE	4
0216 SUMAS	26	0368 VERNON	11	0533 QUESNEL	14
0217 WHITE ROCK	20	0401 ALERT BAY	10	0539 TERRACE	12
0301 ARMSTRONG	3	0403 CAMPBELL RIVER	13	0540 VALEMOUNT	1
0302 ASHCROFT	5	0404 CHEMAINUS	1	0541 VANDERHOOF	4
0305 BLUE RIVER	1	0407 COURTENAY	23	0544 WILLIAMS LAKE	10
0308 CASTLEGAR	8	0409 OUNCAN	10	1101 BURNABY	279
0311 CLINTON	2	0411 GOLD RIVER	2	1102 COQUITLAM	68
0313 CRANBROOK	80	0413 LADYSMITH	3	1103 DELTA	37
0314 CRESTON	20	0416 NANAIMO	26	1104 HANEY	3
0317 FERNIE	14	0418 PARKSVILLE	3	1105 LANGLEY	36
0320 GOLDEN	7	0419 PORT ALBERNI	6	1106 MAPLE RIDGE	58
0321 GRANDFORKS	20	0421 PORT HARDY	7	1107 NEW WESTMINSTER	170
0324 INVERMERE	7	0427 SIDNEY	2	1108 NORTH VANCOUVER	68
0325 KAMLOOPS	40	0428 SOOKE	1	1109 RICHMOND	74
0326 KASLO	2	0430 TOFINO	1	1110 SURREY	210
0327 KELOWNA	20	0431 UCLUELET	1	1111 VANCOUVER	2349
0329 KIMBERLEY	8	0502 ALEXIS CREEK	4	1112 WEST VANCOUVER	19
0331 LILLOOET	4	0504 BELLA BELLA	4	1204 OAK BAY	2
				1205 SAANICH	2
				1208 VICTORIA	109

01	SUNSHINE COAST/SQUAMISH	83
02	LOWER MAINLAND	340
11	GREATER VANCOUVER	3,371
04	VANCOUVER ISLAND	109
12	GREATER VICTORIA	113
03	OKANAGAN/KOOTENAY	362
05	NORTHERN B.C.	178
	TOTAL	4,556

COURTS OF ARU INMATES



be made to involve him in the whole process. The opportunities for family counselling, for example, as well as establishing employment interview opportunities are two such examples.

A further opportunity for involving inmates in community programmes becomes another argument for such a decentralized approach. This is based on the premise that the only valid way in which readiness for release can be valued is to test the inmates, by allowing them to exercise and demonstrate that they can handle increased levels of responsibility. If the inmate, during periods of work release, home leave, and educational programmes can demonstrate his capacity to handle these responsibilities, it leaves little doubt as to his suitability for his release on parole.

A further factor the Task Force was most concerned with was the exposure of relatively unsophisticated offenders from the Northern, Central and Eastern regions of the Province to the young adult criminal culture of the urban area by mixing them at the Haney Correctional Centre. The same principle applies to New Haven although the problem here is not as severe due to the less criminally sophisticated type of offender classified to this unit. (See courts of origin for Haney and New Haven.)

By the development of regional facilities with close integration with local community resources, it is felt that a far greater involvement of indigenous groups in the community can be made possible and enhance the opportunities for rehabilitation. This also allows the institution to use and coordinate with existing community service agencies offering resources in areas such as general social service, medical treatment, and employment.

Also by locating institutions near the communities from which the inmates come there is far greater opportunity of providing or attracting adequate number of qualified line and professional staff members of racial and ethnic origin, compatible to the inmate population. This is of particular significance to the Interior and Northern regions of the Province where the largest percentage of Indian offenders are represented in the population and in custody.

The entire institutional stay should be oriented toward the offender's return to the community and the problems existing there. The opening up of the institutions, by bringing in professionals from the community over the past few years has been of great benefit both to the institution and the offenders. The Task Force was very impressed by the steps that have been taken in this regard, and the efforts made to develop links back to the community for the offender. We were particularly impressed by the HOPE project at the Vancouver Island Regional Correctional Centre, as an example of the community and ex-offenders developing liaison with the institution to bridge the gap back to the community, and help offenders, upon release, in re-establishing themselves in the community. The operation of this volunteer project, which involves coming into the institution and dealing with the problems offenders will have upon release, establishing contact with them during their period in custody, and then following up with assistance upon release to the community, was indeed impressive. It is recommended that such projects be developed at all facilities around the Province.

This latter project perhaps best illustrates the need to have the Regional Correctional Facilities located next to the major centres of population. As the major facilities are now located, they are in advantageous positions to allow the maximum possible community involvement. All facilities are within a few minutes of the downtown areas of their communities. It is therefore recommended:

1. That no moves be made of the existing facilities from their present locations, but that the current renovation programme for facilities such as the Vancouver Island Regional Correctional Centre be continued, and that this type of facility be kept within the community, rather than be banished to the isolated wilderness area that is often recommended.

2. In line with this it is therefore recommended that the renovation programme at the Vancouver Island Regional Correctional Centre continue as planned, and that the next phase of that project be proceeded with immediately as planned, as specifications are now ready.

3. That property designated for the new Kamloops Regional Correctional Centre, it is felt should be retained, rather than moving this centre out of the boundaries of Kamloops. If this is not possible it is then recommended that the existing facility be retained as a work release and education release centre.

A badly-needed facility to replace the Kamloops Regional Correctional Centre should not be a centralized one for the Interior and Kootenay area, but should, instead, be decentralized into three facilities as will be detailed in the following section.

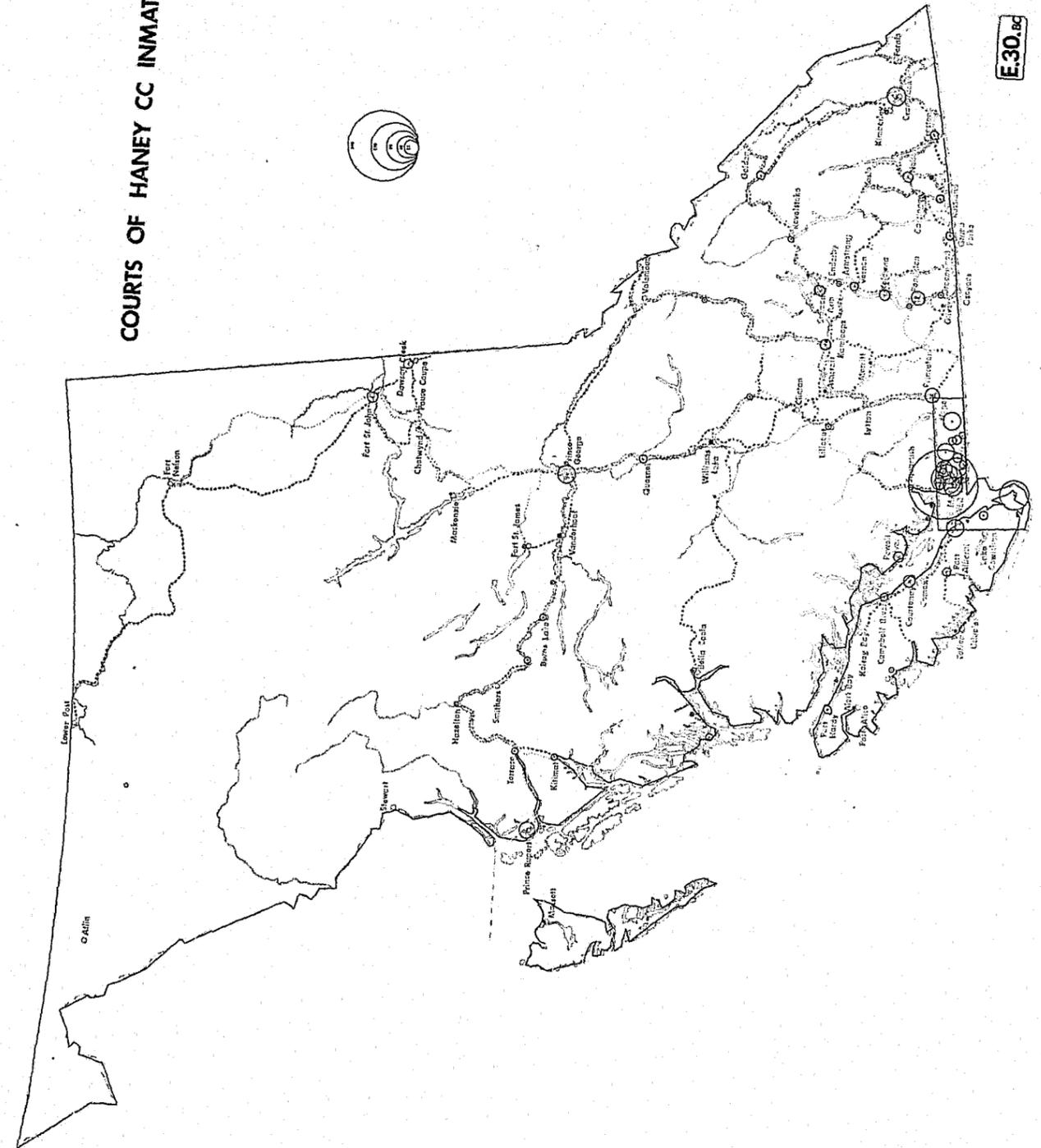
The same principle applies to the existing New Haven facilities and land, which are strategically located in the centre of the Greater Vancouver area. It is recommended that these facilities be retained for Corrections, as our information is that they are not of continuing interest to the municipality. It is therefore recommended that immediate steps be taken to reassign these facilities back to Corrections rather than the plan for transfer of them to the Municipality of Burnaby. In addition, there is the situation of the young offender group at this facility being housed in the gymnasium for a long period of months, which should be curtailed as quickly as possible by the construction of a new facility. This standard of living accommodation for the young offender population is most inadequate, and the continued use of the gymnasium with all its attendant problems, in terms of lack of recreational opportunities during the winter months, should be discontinued as soon as possible by the construction of the plan for the new institution at Langley.

The existing facility, however, can serve admirably as a release centre, not only for the young offender population from New Haven, but also could be well utilized as a staff training facility, where an integrated probation and correctional institution staff programme could be developed. This latter point is commented on later in the section on "Organization".

Apart from the critical problem experienced at Lower Mainland Regional Correctional Centre with the overcrowded situation in the remand wings, the next greatest problem experienced in the correctional system of the Province is the housing of several hundred inmates in the Westgate Unit at this Centre. The Westgate Unit is of wooden construction and represents a major fire hazard. It has been recognized as such for a number of years, and must be replaced as soon as possible in order to avoid the loss of lives should this facility be set on fire. There has already been one major fire in this unit, creating \$15,000 damage and several attempts have been made to set the unit on fire by highly-disturbed inmates. By the construction of the remand facilities, the main building at this Centre could then be vacated for renovation and eventual use by the existing Westgate population.

In line with the concept of locating correctional facilities as close as possible to major centres of population, it is recommended that renovation programmes for existing

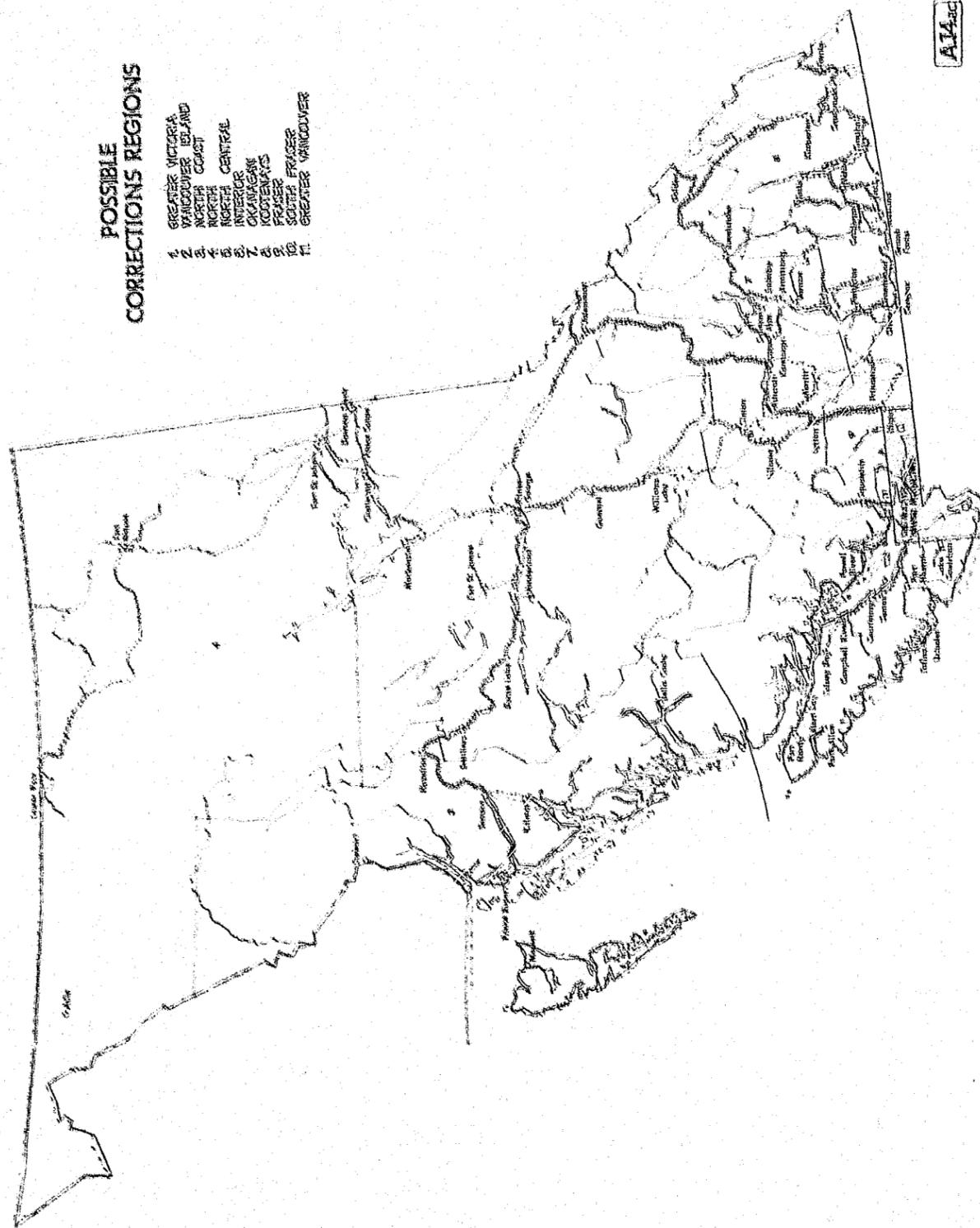
COURTS OF HANEY CC INMATES



Corrections Regions

POSSIBLE
CORRECTIONS REGIONS

- 1 GREATER VICTORIA
- 2 VANCOUVER ISLAND
- 3 NORTH COAST
- 4 NORTH CENTRAL
- 5 INTERIOR
- 6 OKANAGAN
- 7 KOOLENAYS
- 8 FRASER
- 9 SOUTH FRASER
- 10 GREATER VANCOUVER



A14-3C

POSSIBLE REGIONS FOR CORRECTIONAL SERVICES

Code	Name	Major Centre	Population of Region
1	Greater Victoria	Victoria	243,791
2	Vancouver Island	Campbell River	165,697
3	North Coast	Prince Rupert	63,840
4	North	Dawson Creek	45,466
5	North Central	Prince George	130,866
6	Interior	Kamloops	88,833
7	Okanagan	Kelowna	157,609
8	Kootenays	Nelson	115,907
9	Fraser	Chilliwack	86,193
10	South Fraser	Cloverdale)	1,086,419
11	Greater Vancouver	Vancouver)	

COMMENTS:

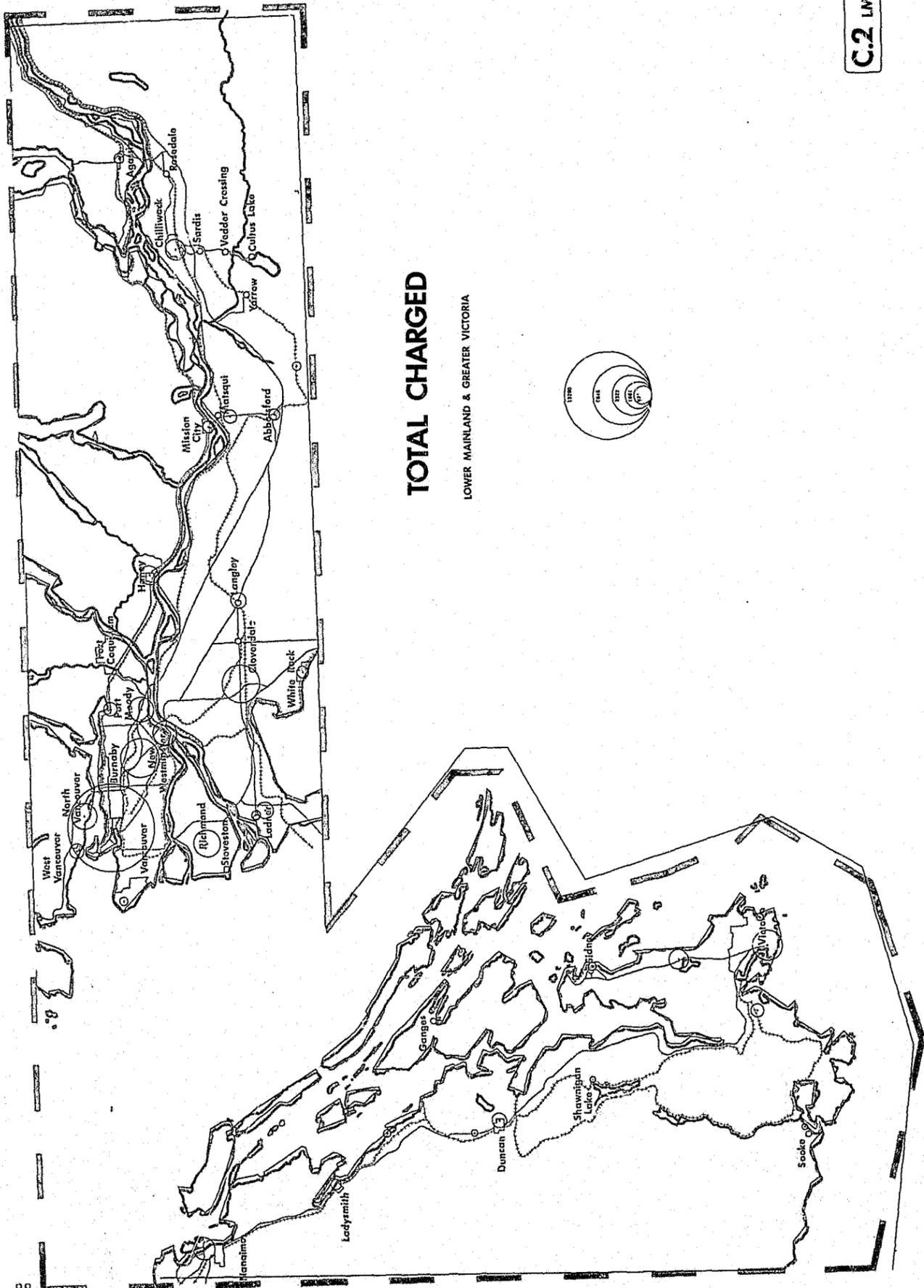
One of the basic concerns of the Task Force has been the concept of regionalization. The key question regarding the decentralization of services is the size of the region. Does the catchment area provide a large enough case load to warrant a complete Correctional Service? Other considerations in determining the regions include the distances between concentrations of population, transportation patterns, the existing districts of other related organizations, as well as other characteristics of the population and the region.

By examining the patterns of maps which display the geographical distribution of the total population (Map B.2), the total number of persons charged with an offence (Map C.2) and the total number admitted into the care of the Corrections Service (Map E.7), population groupings begin to emerge. For example, the Okanagan appears as a strong formation.

A preliminary investigation of the regional breakdowns of the province indicates that the regional Districts (Maps A.6) are the most important areas to relate to, since these regions are also the Census divisions, as well as the basis for School Districts and Hospital planning.

Relating the distribution patterns to the Regional District boundaries yields a preliminary breakdown of the province into regions for the Corrections Service (Map A.14).

Distribution Patterns

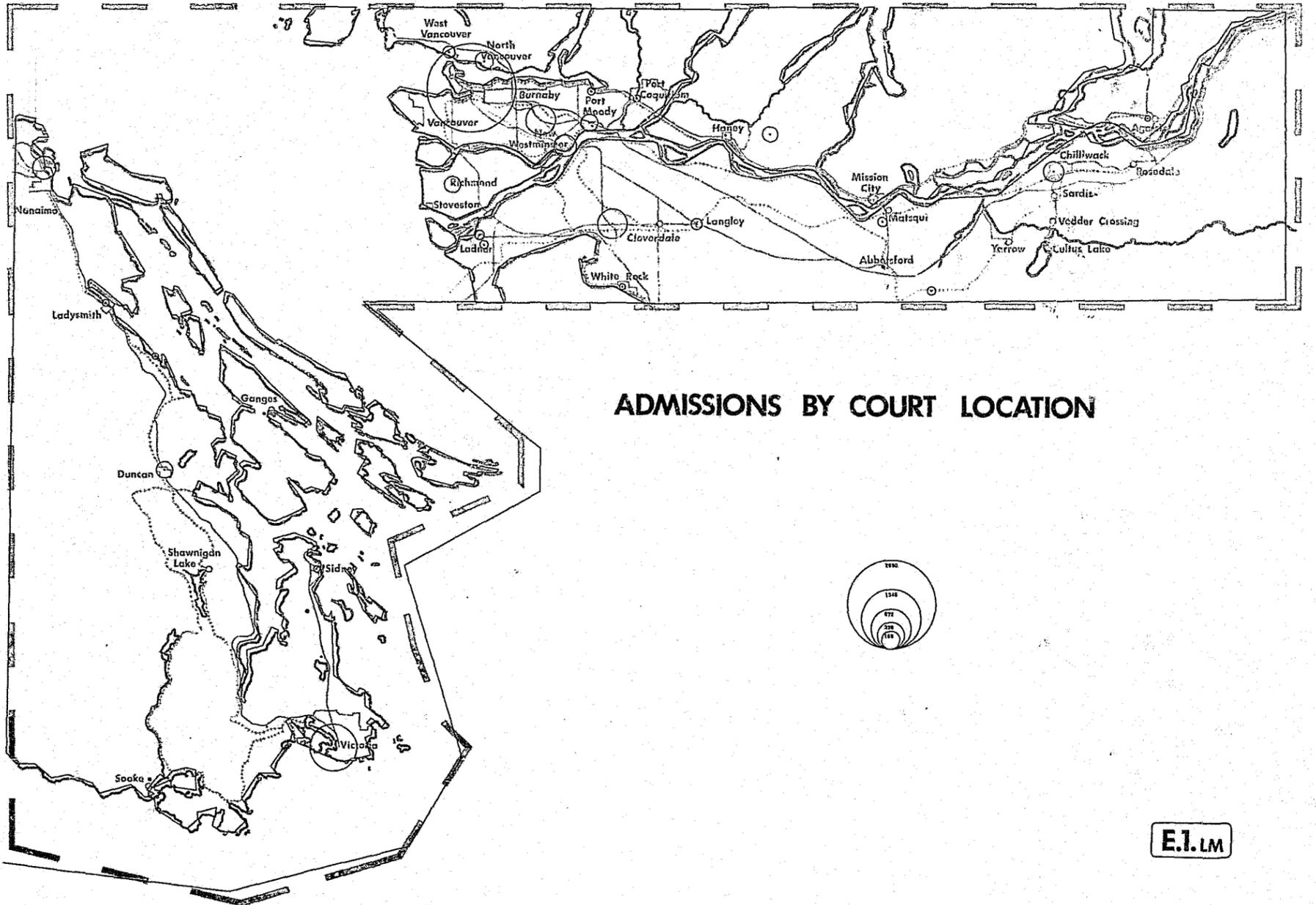
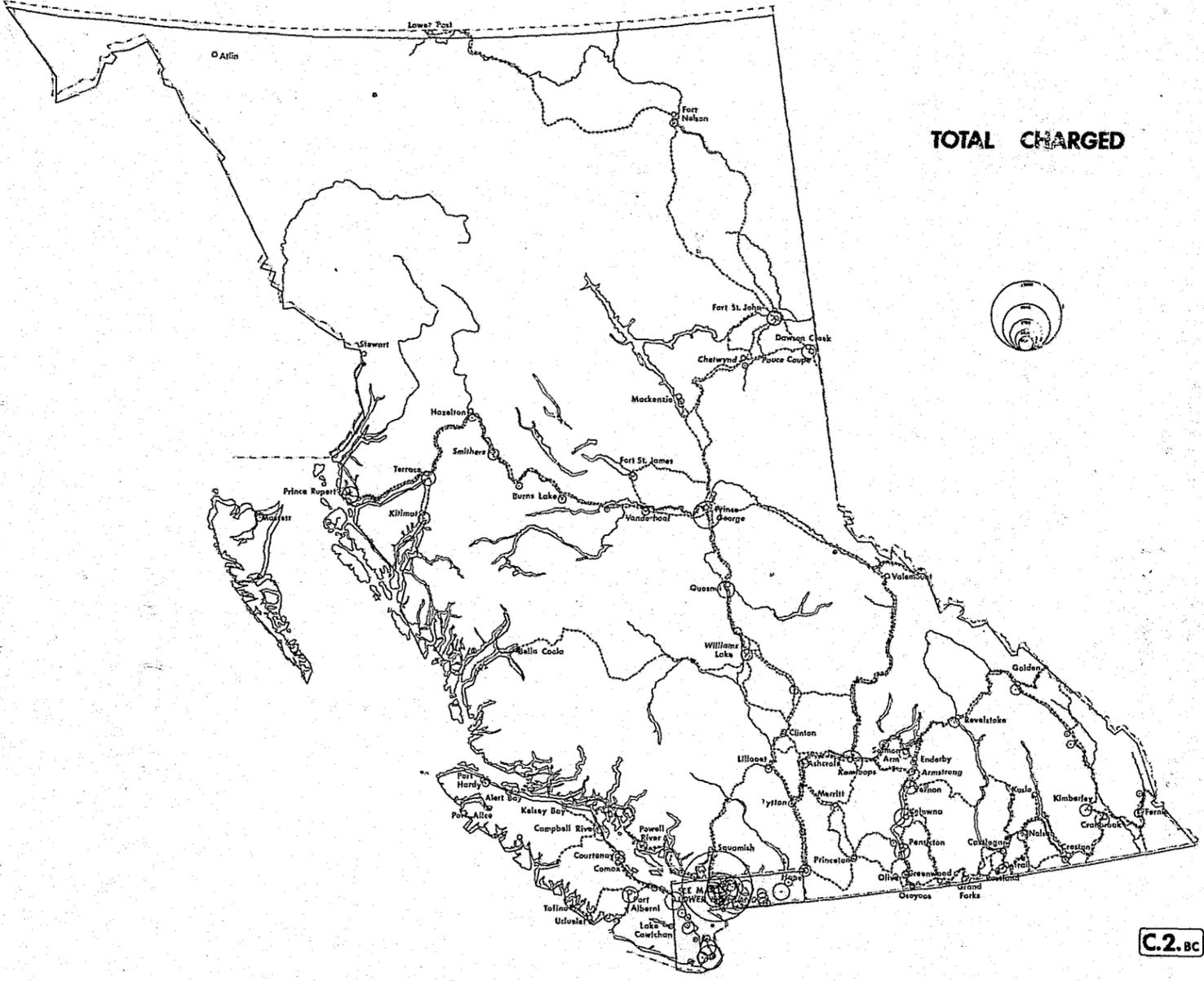


C.2 TOTAL CHARGED

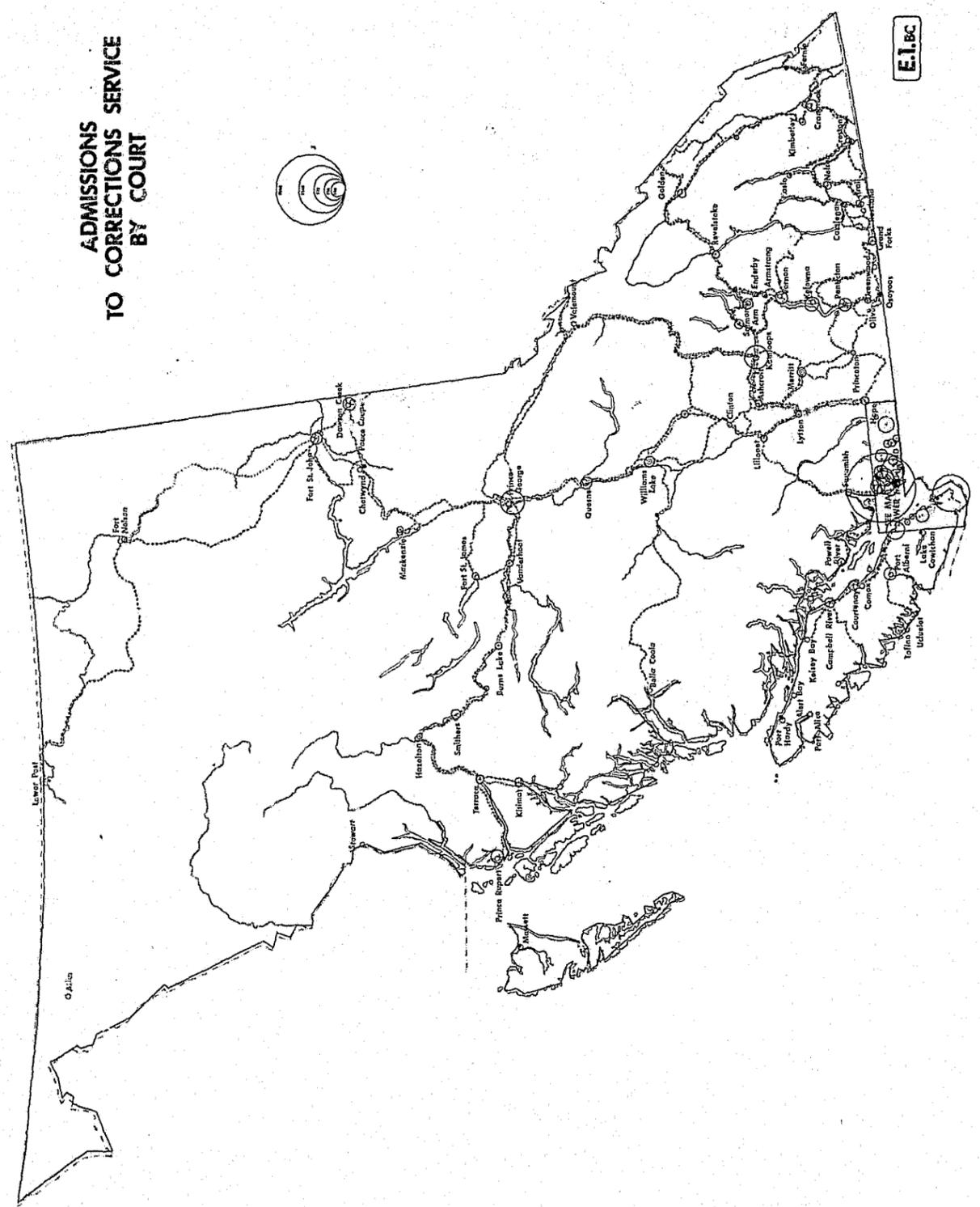
Number of persons charged with Criminal Code Offences; Federal, Provincial or Municipal statutes; Food and Drug Act and Narcotics Control Act violations; and Criminal Traffic offences for the periods April 1, 1971 to March 31, 1972 (R.C.M.P.) or January 1 to December 31, 1972 (Municipal Police Forces).

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0103	GIBSON'S LANDING	218	0337	MIDWAY	90	0505	BELLA COOLA	78
0104	LADNER	235	0339	NAKUSP	93	0506	BURNS LAKE	283
0105	PEMBERTON	79	0341	NELSON	463	0507	CASSIAR	81
0117	POWELL RIVER	448	0342	NEW DENVER	43	0508	CHETWYND	144
0108	SECHLT	190	0344	OLIVER	261	0509	DANSON CREEK	813
0109	SQUAMISH	364	0345	OSOYOOS	126	0512	FORT NELSON	293
0201	ABBOTSFORD	353	0347	PENICTON	927	0513	FORT ST. JAMES	284
0202	AGASSIZ	280	0348	PRINCETON	159	0514	FORT ST. JOHN	825
0203	BOSTON BAR	152	0349	RADIUM	142	0515	FRASER LAKE	127
0204	CHILLIWACK	1043	0350	REVELSTOKE	470	0516	HAZELTON	229
0208	HOPE	563	0351	ROSSLAND	77	0517	HOUSTON	188
0211	MATSQUI	472	0353	SALMO	71	0518	HUDSON HOPE	34
0212	MISSION	365	0354	SALMON ARM	474	0520	KITIMAT	553
0215	PORT MOODY	490	0356	SICAMOUS	111	0522	MACKENZIE	162
0216	SUMAS	224	0362	SPARWOOD	166	0523	MCBRIDE	81
0217	WHITE ROCK	385	0363	SPENCES BRIDGE	55	0524	MASSET	291
0301	ARMSTRONG	200	0364	SUMMERLAND	195	0525	OCEAN FALLS	123
0302	ASHCROFT	377	0366	TRAIL	330	0526	100 MILE HOUSE	339
0303	BARRIERE	36	0368	VERNON	761	0530	PRINCE GEORGE RCC	2504
0305	BLUE RIVER	49	0380	CRESCENT VALLEY	77	0531	PRINCE RUPERT	1033
0308	CASTLEGAR	173	0401	ALERT BAY	254	0532	QUEEN CHARLOTTE	96
0310	CHASE	368	0403	CAMPBELL RIVER	851	0533	QUESNEL	1058
0311	CLINTON	137	0404	CHEMAINUS	182	0536	STEWART	70
0312	CLEARWATER	72	0407	COURTENAY	682	0539	TERRACE	768
0313	CRANBROOK	797	0409	DUNCAN	582	0540	VALEMOUNT	77
0314	CRESTON	219	0411	GOLD RIVER	86	0541	VANDERHOOF	271
0315	ENDERBY	143	0412	GULF ISLANDS	46	0543	WELLS	127
0316	FALKLAND	39	0413	LADYSMITH	314	0544	WILLIAMS LAKE	545
0317	FERNIE	303	0414	LAKE COWICHAN	100	0545	SMITHERS	496
0318	FIELD	69	0416	NANAIMO	1197	1101	BURNABY	3169
0319	FRUITVALE	97	0417	N. COWICHAN	137	1102	COQUITLAM	1440
0320	GOLDEN	485	0418	PARKSVILLE	179	1103	DELTA	709
0321	GRANDFORKS	324	0419	PORT ALBERNI	956	1104	HANEY	893
0324	INVERMERE	264	0420	PORT ALICE	37	1105	LANGLEY	633
0325	KAMLOOPS	1898	0421	PORT HAROY	234	1107	NEW WESTMINSTER	1392
0326	KASLO	47	0424	QUALICUM	58	1108	NORTH VANCOUVER	1552
0327	KELOWNA	1294	0426	SHAWNIGAN LAKE	102	1109	RICHMOND	1657
0328	KEROMEOS	126	0427	SIDNEY	201	1110	SURREY	3019
0329	KIMBERLEY	580	0428	SOOKE	114	1111	VANOUVER	13283
0331	LILLOOET	223	0429	TAHSIS	49	1112	WEST VANCOUVER	575
0332	LUMBY	98	0430	TOFINO	54	1117	AIRPORT	29
0333	LYTTON	221	0431	UCLUELET	100	1118	UBC	210
0334	MERRITT	294	0502	ALEXIS CREEK	68	1201	COLWOOD	472
0335	MICA CREEK	22	0503	ATLIN	3	1204	OAK BAY	160
						1205	SAANICH	967
						1208	VICTORIA	2027

01	SUNSHINE COAST/SQUAMISH	1,534
02	LOWER MAINLAND	4,327
11	GREATER VANCOUVER	28,561
04	VANCOUVER ISLAND	6,515
12	GREATER VICTORIA	3,626
03	OKANAGAN/KOOTENAY	14,046
05	NORTHERN B.C.	12,044
TOTAL		70,653



ADMISSIONS SERVICE
TO CORRECTIONS SERVICE
BY COURT



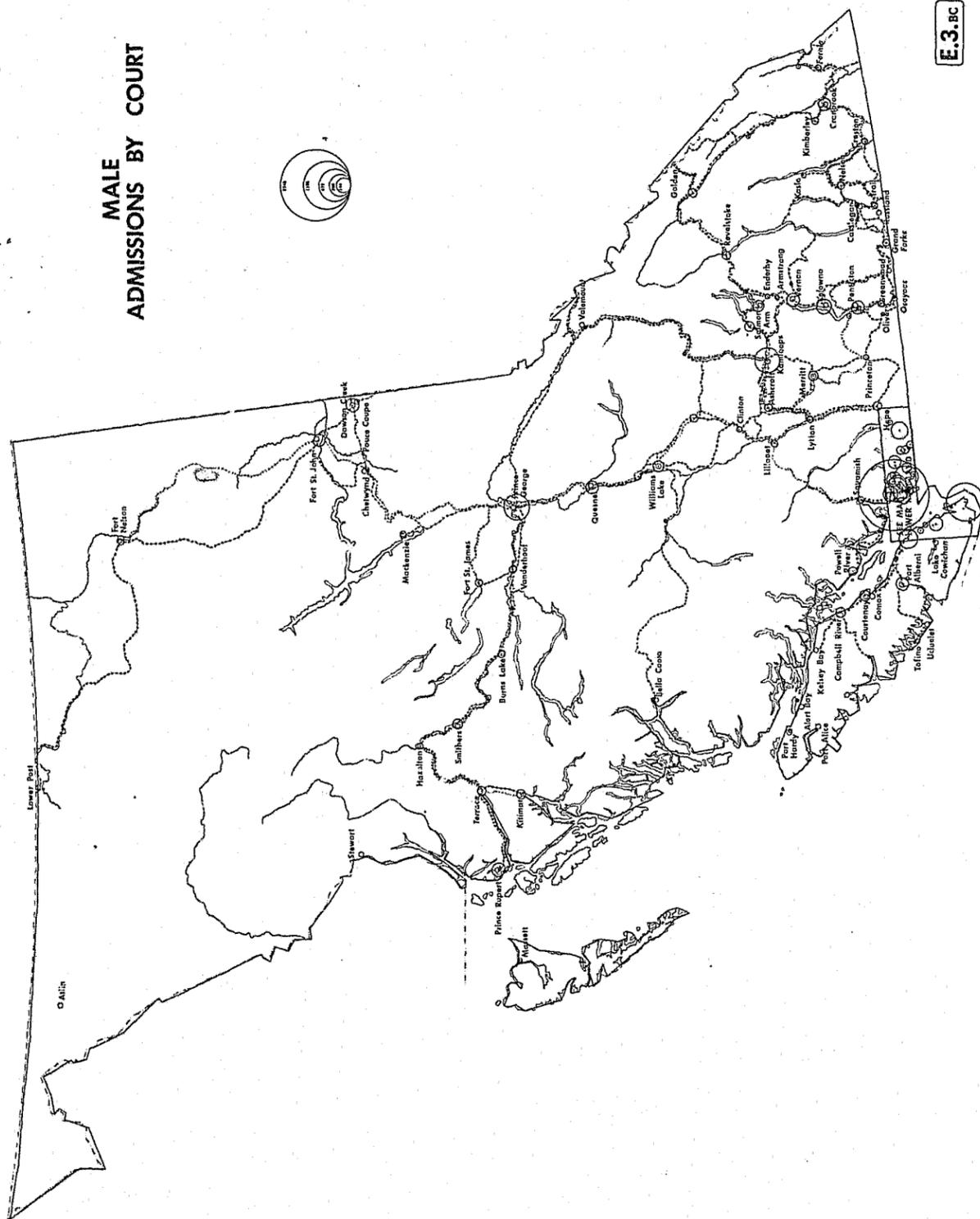
E.1 ADMISSIONS BY COURT LOCATION

Offenders admitted into the Corrections Service (institutions or probation) by the referring court for the period April 1 to December 31, 1972.

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0000	NOT STATED	1645	0317	FERNIE	24	0514	FORT ST. JOHN	114
0001	PRAIRIE	101	0311	CLINTON	24	0533	QUESNEL	113
0002	ONTARIO, QUEBEC	38	0364	SUMMERLAND	21	0544	WILLIAMS LAKE	95
0011	N.W.T.	7	0308	CASTLEGAR	21	0545	SMITHERS	81
0012	YUKON	6	0348	PRINCETON	20	0520	KITIMAT	66
0004	U.S.A.	4	0324	INVERMERE	18	0539	TERRACE	63
0003	MARITIMES	2	0356	SICAMOUS	18	0506	BURNS LAKE	51
0107	POWELL RIVER	56	0315	ENDERBY	18	0526	100 MILE HOUSE	51
0104	LAJNER	51	0362	SPARWOOD	16	0513	FORT ST. JAMES	47
0109	SQUAMISH	37	0301	ARMSTRONG	13	0541	VANDERHOOF	44
0102	GIBSONS	17	0312	CLEARWATER	12	0522	MACKENZIE	35
0108	SECHLT	17	0328	KEROMEOS	12	0516	HAZELTON	31
0103	GIBSONS LANDING	6	0345	OSYOOS	11	0512	FORT NELSON	30
0105	PEMBERTON	2	0332	LUMBY	10	0517	HOUSTON	23
0106	PENDER HARBOUR	1	0353	SALMO	6	0508	CHETWYNO	14
0204	CHILLIWACK	203	0326	KASLO	5	0515	FRASER LAKE	13
0208	HOPE	59	0322	GREENWOOD	3	0502	ALEXIS CREEK	12
0212	MISSION	53	0351	ROSSLAND	2	0524	MASSLET	11
0211	MATSQUI	52	0309	CHAPMAN CRK.	2	0504	BELLA BELLA	10
0216	SUMAS	42	0339	NAKUSP	1	0540	VALEMOUNT	10
0215	PORT MOODY	34	0305	BLUE RIVER	1	0527	PORT EDWARD	8
0214	PORT COQUITLAM	29	0316	FALKLAND	1	0507	CASSIAR	6
0217	WHITE ROCK	23	0363	SPENCES BRIDGE	1	0532	QUEEN CHARLOTTE	5
0202	AGASSIZ	20	0416	NANAIMO	257	0521	LOWER POST	5
0201	ABBOTSFORD	8	0409	DUNCAN	141	0505	BELLA COOLA	3
0205	CLOVERDALE	4	0419	PORT ALBERNI	128	0525	OCEAN FALLS	2
0203	BOSTON BAR	3	0407	COURTENAY	83	0529	POJCE COUPE	2
0206	FRASER MILLS	1	0403	CAMPBELL RIVER	81	0501	AIYANSH	2
0325	KAMLOOPS	395	0413	LADYSMITH	30	0523	MCBRIDE	2
0327	KELOWNA	159	0404	CHEMAINUS	27	0538	TALKWA	1
0347	PENTICTON	132	0427	SIDNEY	25	0511	FORT FRASER	1
0368	VERNON	124	0418	PARKSVILLE	17	0542	WATSON LAKE	1
0313	CRANBROOK	113	0421	PORT HARDY	14	1111	VANCOUVER	2687
0354	SALMON ARM	93	0401	ALERT BAY	11	1101	BURNABY	395
0310	CHASE	73	0411	GOLD RIVER	9	1110	SURREY	393
0334	MERRITT	71	0431	UCLUELET	7	1107	NEW WESTMINSTER	238
0321	GRANDFORKS	64	0414	LAKE COWICHAN	7	1108	NORTH VANCOUVER	164
0320	GOLDEN	63	0428	SOOKE	7	1102	COQUITLAM	149
0350	REVELSTOKE	55	0410	GANGES	5	1109	RICHMOND	137
0341	NELSON	54	0430	TOFINO	2	1106	MAPLE RIDGE	124
0302	ASHCROFT	48	0406	COMOX	1	1112	WEST VANCOUVER	79
0331	LILLOOET	45	0424	QUALICUM	1	1105	LANGLEY	70
0333	LYTTON	38	0417	N. COWICHAN	1	1103	DELTA	41
0329	KIMBERLEY	37	0420	PORT ALICE	1	1104	HANEY	3
0344	OLIVER	33	0530	PRINCE GEORGE	411	1208	VICTORIA	886
0314	CRESTON	30	0531	PRINCE RUPERT	139	1206	CENT. SAANICH	9
0366	TRAIL	29	0509	DAWSON CREEK	131	1205	SAANICH	2
						1203	LANGFORD	1

01	SUNSHINE COAST/SQUAMISH	187
02	LOWER MAINLAND	531
11	GREATER VANCOUVER	4,480
04	VANCOUVER ISLAND	855
12	GREATER VICTORIA	898
03	OKANAGAN/KOOTENAY	1,916
05	NORTHERN B.C.	1,633
TOTAL		10,500

MALE
ADMISSIONS BY COURT



E.3.BC

E.3 MALE ADMISSIONS BY COURT LOCATION

Male offenders admitted into the Corrections Service (institutions or probation) by the referring court for the period April 1 to December 31, 1972.

CODE LOCATION	VALUE	CODE LOCATION	VALUE	CODE LOCATION	VALUE
0000 NOT STATED	1411	0317 FERNIE	24	0533 QUESNEL	109
0001 PRAIRIE	90	0311 CLINTON	23	0514 FORT ST. JOHN	102
0002 ONTARIO, QUEBEC	33	0344 PRINCETON	19	0544 WILLIAMS LAKE	87
0012 YUKON	5	0364 SUMMERLAND	18	0545 SKIATHEES	71
0011 N.W.T.	6	0308 CASTLEGAR	16	0520 KITIHAH	65
0004 U.S.A.	3	0315 ENDERBY	17	0539 TERRACE	59
0003 MARITIMES	2	0362 SPARWOOD	16	0526 100 MILE HOUSE	48
0107 PUVELL RIVER	52	0324 INVERMERE	15	0513 FORT ST. JAMES	44
0104 LADNER	45	0356 SICAMOUS	15	0506 BURNS LAKE	42
0109 SQUAMISH	36	0301 ARMSTRONG	13	0541 VANDERHOOF	41
0102 GIBSONS	16	0312 CLEARWATER	12	0512 FORT NELSON	29
0108 SECHULT	16	0328 KEREMEOS	12	0522 MACKENZIE	28
0103 GIBSONS LANDING	6	0345 OSOYOOS	10	0516 HAZELTON	26
0105 PEMBERTON	2	0332 LUNBY	9	0517 HOUSTON	22
0106 PENDER HARBOUR	1	0353 SALMO	6	0508 CHETWYND	13
0204 CHILLIWACK	186	0326 KASLO	5	0502 ALEXIS CREEK	12
0208 HOPE	55	0322 GREENWOOD	3	0515 FRASER LAKE	11
0212 MISSION	49	0351 RUSSELLAND	2	0524 MASSET	11
0211 HATSQUI	47	0309 CHAPMAN CRK.	2	0540 VALEMGUNT	10
0216 SUHAS	40	0339 HARUSP	1	0527 PORT EDWARD	8
0215 PORT HOODY	31	0305 BELLIE RIVER	1	0504 BELLA BELLA	7
0214 PORT COQUITLAM	28	0316 FAULKLAND	1	0507 CASSIAR	5
0217 WHITE ROCK	23	0363 SPENCES BRIDGE	1	0521 LOWER POST	5
0202 AGASSIZ	19	0415 HANKINGO	222	0532 QUEEN CHARLOTTE	5
0201 ABBOTSFORD	8	0409 DUNCAN	122	0505 BELLA COOLA	3
0205 CLOVERDALE	3	0419 PORT ALBERNI	111	0525 OCEAN FALLS	2
0203 BOSTON BAR	3	0407 COURTENAY	80	0529 POUCE COUPE	2
0325 KAMLOOPS	371	0503 CAMPBELL RIVER	70	0501 AYVANSK	2
0327 MELONNA	146	0413 LADYSMITH	26	0523 MCBRIE	2
0368 VERNON	117	0404 CHEMAINUS	21	0542 WATSON LAKE	1
0347 FERTICTON	116	0427 SIDNEY	21	0511 FORT FRASER	1
0313 CRANBROOK	106	0418 PARKSVILLE	15	1111 VANCOUVER	2305
0354 SALMON ARM	87	0421 PORT HARDY	13	1110 SURREY	351
0310 CHASE	69	0401 ALERT BAY	11	1101 BURNABY	367
0334 MERRITT	65	0411 GOLD RIVER	9	1107 NEW WESTMINSTER	209
0320 GOLDEN	57	0414 LAKE COWICHAN	7	1108 NORTH VANCOUVER	144
0350 REVELSTOKE	52	0428 SOOKE	7	1102 COQUITLAM	138
0302 ASHCROFT	47	0431 UCLUELET	6	1109 RICHMOND	118
0341 NELSON	45	0410 GANGES	3	1106 MAPLE RIDGE	113
0331 LILLOOET	38	0430 TONGUE	2	1105 LANGLEY	67
0321 GRANDFORKS	37	0406 COMOX	1	1112 WEST VANCOUVER	64
0329 KIMBERLEY	36	0424 QUALICUM	1	1103 DELTA	40
0344 OLIVER	34	0417 N. COWICHAN	1	1104 HANEY	3
0333 LYTTON	32	0530 PRINCE GEORGE	391	1208 VICTORIA	767
0314 CRESTON	24	0531 PRINCE RUPERT	124	1206 CENT. SAANICH	9
0365 TRAIL	28	0509 DAVSON CREEK	119	1205 SAANICH	2
				1203 LANGFORD	1

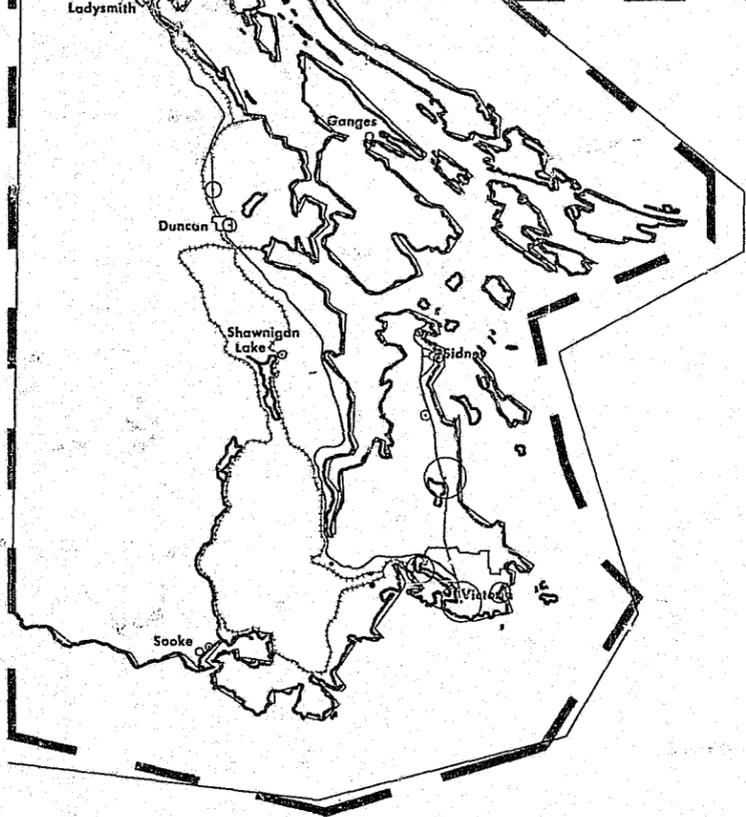
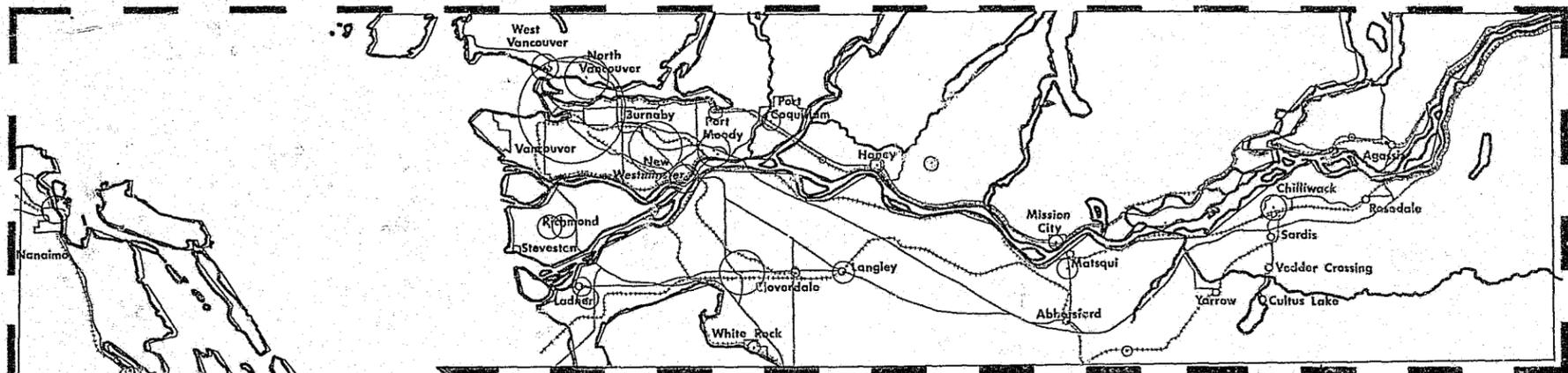
01 SUNSHINE COAST/SQUAMISH	173
02 LOWER MAINLAND	492
11 GREATER VANCOUVER	3,899
04 VANCOUVER ISLAND	639
12 GREATER VICTORIA	779
03 OKANAGAN/KOOTENAY	1,717
05 NORTHERN B.C.	1,514
TOTAL	9,213

COMMENTS:

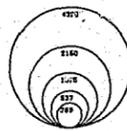
1. Male offenders completely dominated provincial court admissions with 88% of total admissions. (Map E.3).
2. This proportion was generally true with the exception of those few locations mentioned as having highs in female admissions. However the smaller towns in the north as well as Prince George and Kamloops had over 90% males.
3. Of the 135 court locations that produced data last year, 46 of those admitted males only. The larger of these

were Fernie, White Rock, Sparwood, Armstrong, Clearwater, Keremeos, and Alexis Creek.

4. The percentage of males charged by police in the province generally reflected the same pattern as for Corrections admissions. Prince George and Kamloops were over 90% males charged.
5. At Oakalla, 81.5% of admissions and transfers by court location were from the Lower Mainland, mostly Vancouver. A similar proportion (78.9%) existed for admissions and transfers by last address. (Map E.12).
6. Prince George R.C.C. had 43.5% admissions and transfers coming from the court at Prince George. 34.7% of admissions and transfers by last address were from the city of Prince George. (Map E.21).
7. Kamloops R.C.C. recorded 27.1% of admissions and transfers by court location and 19.4% by last address from Kamloops. (Maps E.18).
8. At Haney and Vancouver and Lower Mainland admissions and transfers were 58.3% by court location and 62.7% by last address. (Maps E.30).



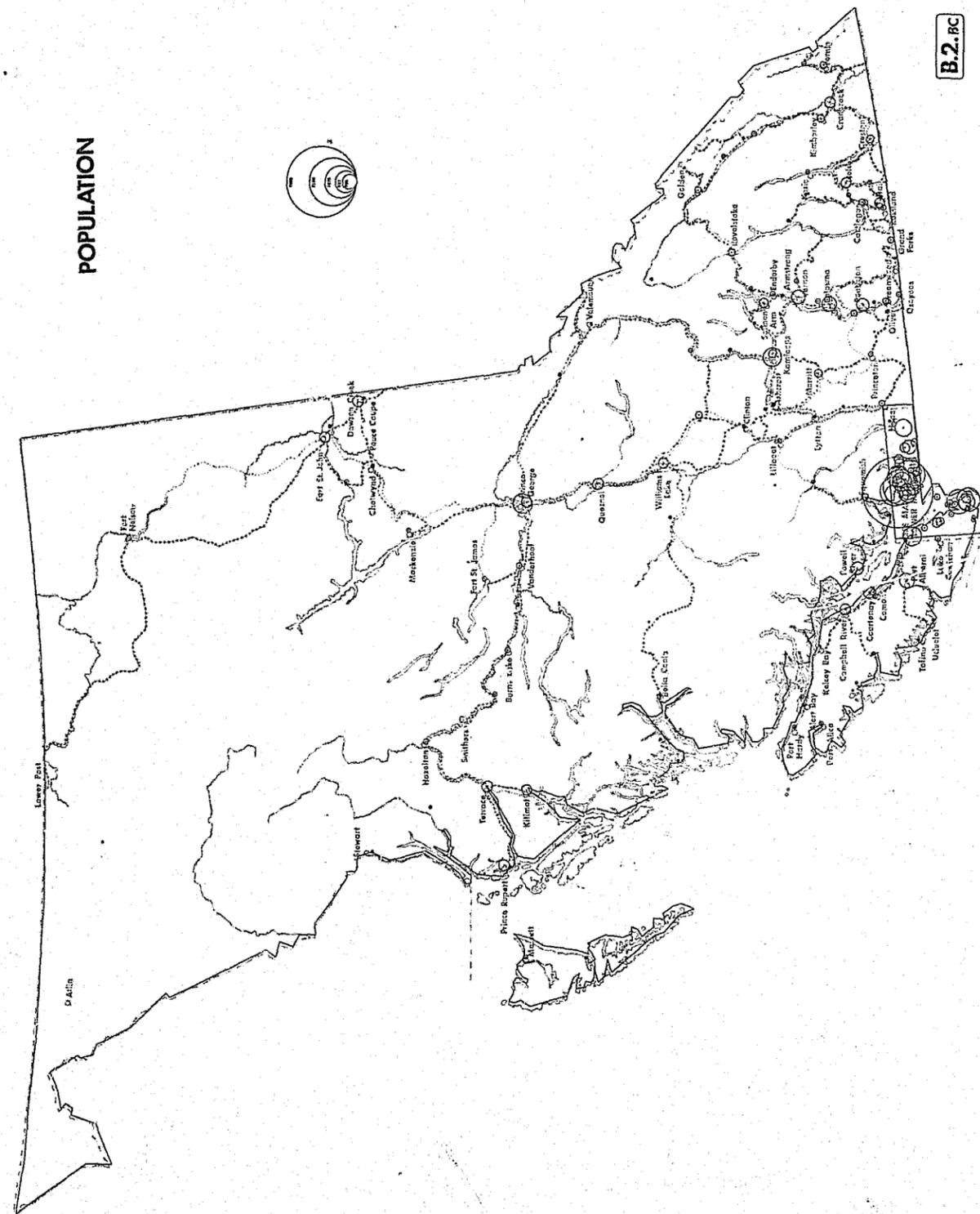
POPULATION



B.2.LM

B.2 POPULATION OF B.C.

Population in hundreds of the area served by each court from the 1971 Census.



B.2 BC

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0101	BRIGHOUSE	310	0328	KEROMEOS	23	0530	PRINCE GEORGE	255
0107	POWELL RIVER	208	0311	CLINTON	22	0533	SUNSMEL	252
0104	LADNER	200	0303	BARRIERE	22	0531	PRINCE RUPERT	161
0109	SQUAMISH	72	0302	ASHCROFT	22	0509	DAWSON CREEK	152
0108	SECHLT	36	0319	FRUITVALL	21	0539	TERRACE	154
0102	GIBSONS	34	0346	PEACHLAND	18	0514	FORT ST. JOHN	148
0105	PEMBERTON	22	0343	O-K. FALLS	17	0520	KITIHAT	137
0103	GIBSONS LANDING	15	0339	NAKUSP	17	0535	S. FORT GEORGE	137
0106	PENDER HARBOUR	14	0307	CACHE CREEK	17	0544	WILLIAMS LAKE	135
0204	CHILLIWACK	348	0301	ARMSTRONG	16	0545	SMITHERS	69
0211	MATSOUI	237	0333	LYTTON	15	0526	100 MILE HOUSE	65
0214	PORT COQUITLAM	196	0335	MICA CREEK	14	0541	VANDERHOOF	49
0212	MISSIDN	126	0338	MONTRUSE	14	0506	BURNS LAKE	46
0215	PORT MOODY	117	0349	RADIUM	13	0516	HAZELTON	43
0217	WHITE ROCK	103	0365	TADANAC	13	0512	FORT NELSON	36
0216	SUMAS	68	0337	MIDWAY	12	0513	FORT ST. JAMES	33
0205	CLOVERDALE	50	0310	CHASE	12	0517	HOUSTON	30
0208	HOPE	49	0322	GREENWOOD	11	0518	HUDSON HOPE	29
0210	KENT	53	0316	FALKLAND	10	0522	MACKENZIE	27
0213	PITT MEADOWS	30	0342	NEW DENVER	9	0524	MASSET	23
0207	HARRISON H.S.	11	0305	BLUE RIVER	9	0508	CHETVINO	21
0203	BOSTON BAR	11	0355	SHUSWAP	9	0523	MCBRIDE	20
0218	YALE	9	0357	SILVERTON	8	0515	FRASER LAKE	20
0201	ABBOTSFORD	7	0358	SLOCAN	8	0537	TAYLOR	19
0202	AGASSIZ	5	0309	CHAPMAN CRK.	6	0501	AIYANSH	18
0206	FRASER MILLS	2	0306	BRALORNE	5	0529	POUCE COUPE	17
0209	HUNTINGTON	2	0340	NATAL	5	0502	ALXIS CREEK	16
0325	KAMLOOPS	403	0323	HEDLEY	5	0505	BELLA COOLA	15
0327	KELOWNA	270	0363	SPENCES BRIDGE	5	0525	OCEAN FALLS	15
0368	VERNON	237	0318	FIELD	4	0540	VALE MOUNT	14
0347	PENTICTON	203	0336	MICHEL	4	0536	STEWART	14
0313	CRANBROOK	149	0304	BEAVERDOLL	4	0527	PORT EDWARD	11
0341	NELSON	139	0416	NANAIMO	416	0532	QUEEN CHARLOTTE	11
0366	TRAIL	133	0419	PORT ALBERNI	284	0507	CASSIAR	11
0354	SALMON ARM	117	0407	COURTENAY	171	0504	BELLA BELLA	11
0367	VALLEYVIEW	94	0403	CAMPBELL RIVER	155	0538	TALKWA	10
0334	MERRITT	90	0417	N. COVICHAN	123	0534	SANDSPIT	9
0314	CRESTON	88	0409	DUNCAN	93	0528	PORT SIMPSON	7
0329	KIMBERLEY	80	0413	LAUYSMITH	52	0519	KINCLOOTH	7
0350	REVELS TOKE	79	0412	GULF ISLANDS	51	0511	FORT FRASER	6
0317	FERNIE	68	0427	SIDNEY	49	0546	AMALIM LAKE	6
0320	GOLDEN	59	0406	COMOX	48	0543	WELLS	5
0321	GRANDFORKS	57	0414	LAKE COVICHAN	46	0510	ENDAKO	5
0364	SUMMERLAND	57	0418	PARKSVILLE	46	0521	LOWER POST	3
0308	CASTLEGAR	56	0426	SHAWNIGAN LAKE	37	0503	ATLIN	3
0344	OLIVER	51	0408	CUMBERLAND	34	1111	VANCOUVER	4298
0369	WESTBANK	44	0424	QUALICUM	31	1101	BURNABY	1257
0352	RUTLAND	44	0420	PORT ALICE	30	1110	SUPREY	936
0351	ROSSLAND	42	0428	SOOKE	29	1108	NORTH VANCOUVER	897
0324	INVERMERE	37	0401	ALERT BAY	27	1102	COQUITLAM	531
0330	KIMWAI ROY	36	0421	PORT HARDY	25	1107	NEW WESTMINSTER	428
0348	PRINCE TOY	36	0422	PORT MCNEILL	22	1112	WEST VANCOUVER	378
0370	WINFIELD	35	0411	GOLD RIVER	20	1109	RICHMOND	311
0345	OSOYOOS	35	0415	LANTZVILLE	17	1105	LANGLEY	266
0315	ENDERBY	35	0431	UCLUELET	16	1103	DELTA	259
0362	SPARWOOD	30	0429	TAMNIS	14	1104	HANEY	125
0332	LUMBY	29	0430	TOFINO	13	1106	MAPLE RIDGE	120
0312	CLEARWATER	29	0432	ZEBALLOS	8	1205	SAANICH	650
0331	LILLOOET	26	0425	SAYWARD	8	1208	VICTORIA	618
0326	KASLO	26	0405	GOLDSTREAM	8	1202	ESQUIMALT	329
0360	SOUTH SLOCAN	26	0423	PORT RENFREW	7	1204	OAK BAY	182
0353	SALMO	24	0404	CHEMAINUS	5	1206	CENT. SAANICH	51
0361	SPALLUMCHEEN	23	0402	BAMFIELD	3	1207	NORTH SAANICH	36
0356	SICAMOUS	23	0410	GANGES	3	1201	COLWOOD	14
						1203	LANGFORD	7

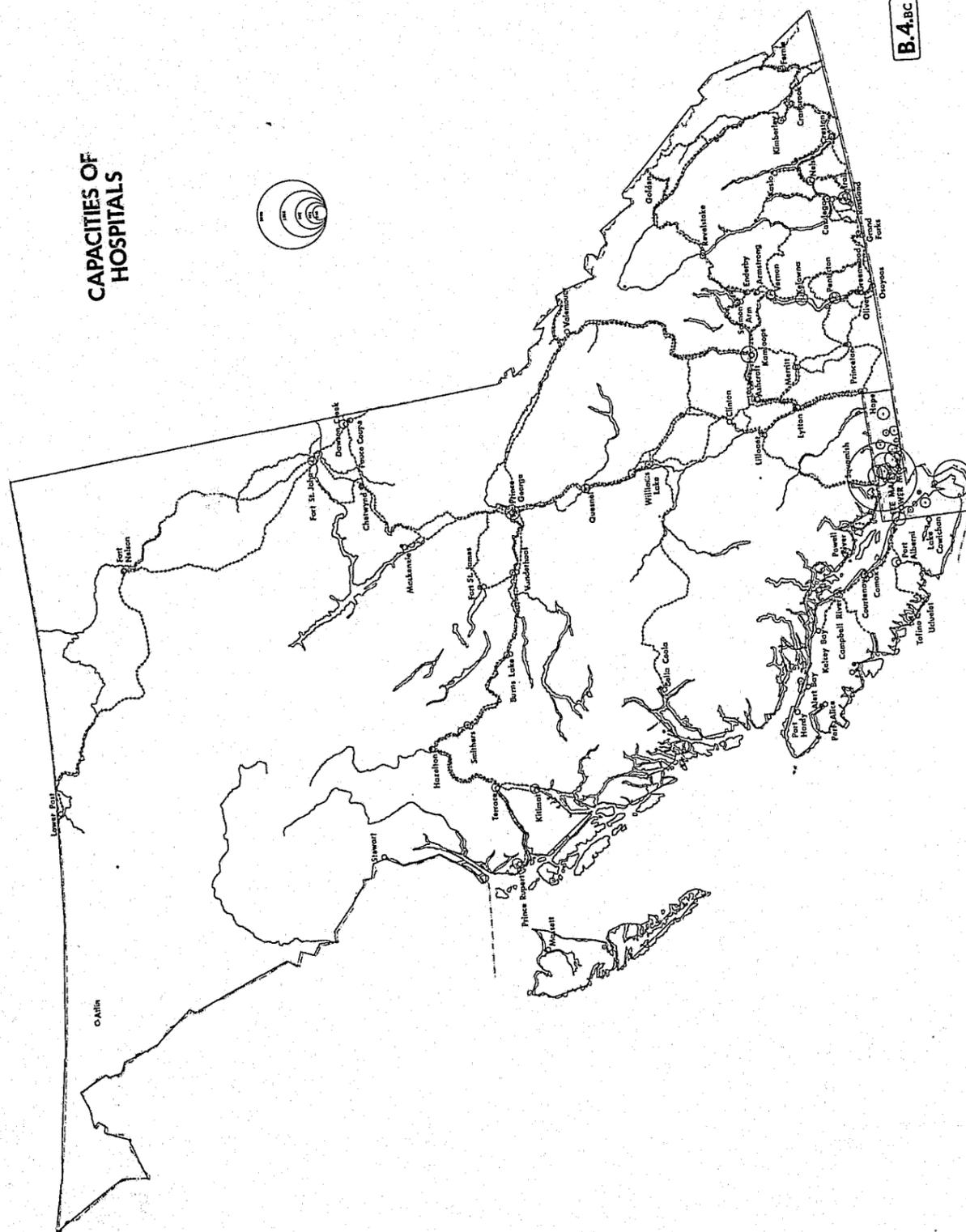
01	SUNSHINE COAST/SQUAMISH	91,100
02	LOWER MAINLAND	140,400
11	GREATER VANCOUVER	980,600
04	VANCOUVER ISLAND	189,100
12	GREATER VICTORIA	188,700
03	OKANAGAN/KOOTENAY	315,700
05	NORTHERN B.C.	238,000
TOTAL		2,143,600

A COMPARISON OF MAJOR B.C. CENTRES

This table compares important variables for all those court locations in B.C. with greater than fifty admissions. They are arranged in descending order by admissions. Sources of data were the B.C. Corrections Service, police, and Statistics Canada 1971 Census.

CODE NO.	COURT LOCATION	1971 POPULATION IN HUNDREDS (INCL. SUBURB.)	CORRECTIONS DATA (01/04/1972 - 31/12/1972)								POLICE DATA (NUMBERS CHARGED)				
			TOTAL ADMISSION	MALE	FEMALE	27 AND UNDER	JUVENILE	NATIVE/INDIAN	USE OF PERSON	REMAINED	TOTAL	MALES	FEMALES	JUVENILES	CRIMINAL TRAFFIC
1111	VANCOUVER	4298	2687	2305	382	1337	50	209	556	1064	13283	10930	2353	1912	3004
1208	VICTORIA	618	886	767	119	558	212	44	68	148	2027	1688	339	421	472
0580	PRINCE GEORGE	445	411	391	20	206	48	65	17	88	2504	2320	184	256	845
0325	KAMLOOPS	403	395	371	24	218	64	31	33	60	1898	1726	172	199	473
1101	BURNABY	1257	395	347	48	245	70	13	39	100	3169	2663	506	485	864
1110	SURREY	936	393	351	42	263	93	7	34	58	3019	2416	603	355	572
0416	NANAIMO	416	257	222	35	175	68	30	17	34	1197	1016	181	224	283
1107	NEW WESTMINSTER	428	238	209	29	135	20	5	37	50	1392	1213	179	236	323
0204	CHILLIWACK	345	203	186	17	109	15	45	12	26	1043	937	106	107	228
1108	NORTH VANCOUVER	897	164	144	20	119	49	9	9	21	1552	1386	166	397	435
0327	KELOWNA	270	159	146	13	105	33	9	3	2	1294	1181	113	142	551
1102	COQUITLAM	531	149	138	11	102	49	4	5	26	1440	1390	50	141	727
0409	DUNCAN	93	141	122	19	90	31	37	7	9	582	520	62	68	156
0531	PRINCE RUPERT	161	139	124	15	98	28	70	7	4	1033	938	95	127	245
1109	RICHMOND	311	137	118	19	88	48	0	4	22	1657	1460	197	329	711
0347	PENTICTON	203	132	116	16	96	20	8	2	0	927	840	87	74	280
0509	DAWSON CREEK	159	131	119	12	73	30	21	1	1	813	752	61	114	186
0419	FORT ALBERNI	284	128	111	17	93	43	23	4	3	956	879	77	142	327
1106	MAPLE RIDGE	120	124	113	11	94	43	0	1	14	-	-	-	-	-
0868	VERNON	237	124	117	7	69	17	17	2	3	761	707	54	95	244
0514	FORT ST. JOHN	148	114	102	12	58	15	13	1	3	825	748	77	117	232
0313	CRANBROOK	149	113	106	7	65	18	17	1	2	797	751	46	153	240
0633	QUESNEL	162	113	109	4	65	22	26	4	7	1058	1101	47	141	442
0544	WILLIAMS LAKE	133	95	87	8	51	20	32	2	5	545	536	9	17	199
0354	SALMON ARM	117	93	87	6	43	11	29	4	0	474	449	26	73	195
0407	COURTENAY	171	83	80	3	63	20	3	2	9	682	648	34	202	235
0403	CAMPBELL RIVER	155	81	70	11	48	12	13	7	7	851	788	63	109	245
0545	SMITHERS	69	81	71	10	48	20	46	0	0	496	440	56	89	152
1112	WEST VANCOUVER	378	79	64	15	64	29	1	4	9	575	527	48	149	104
0310	CHASE	12	73	69	4	36	12	41	2	1	368	351	17	24	111
0334	MERRITT	90	71	65	6	44	9	6	0	1	294	282	12	40	133
0520	KITIMAT	137	66	65	1	47	24	7	4	1	553	528	25	78	203
0321	GRAND FORKS	57	64	57	7	24	8	1	0	36	324	312	12	46	102
0341	NELSON	139	54	45	9	26	9	0	3	2	463	449	14	30	233
0506	BURNS LAKE	46	51	42	9	28	5	35	0	3	283	258	25	40	117
0104	LADNER	200	51	45	6	48	34	8	0	0	235	227	8	0	232

CAPACITIES OF HOSPITALS

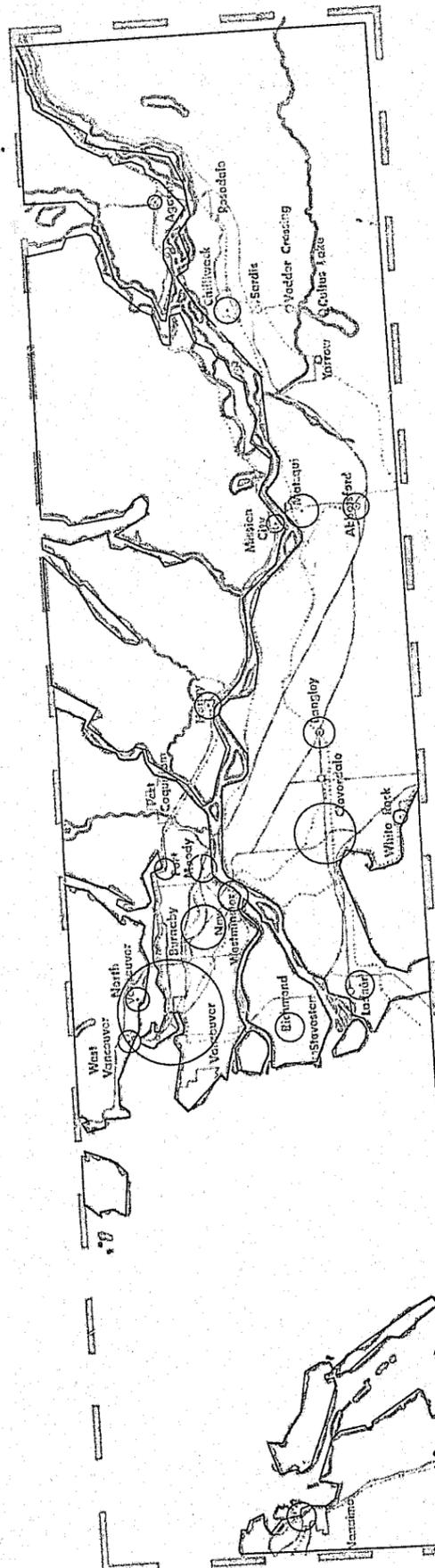


B.4 CAPACITIES OF HOSPITALS

Numbers of beds available for each acute care hospital.

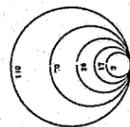
CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0107	POWELL RIVER	117	0344	OLIVER	37	0507	CASSIAR	7
0108	SECHelt	45	0347	PENTICTON	159	0508	CHETWYND	30
0109	SQUAMISH	21	0348	PRINCETON	25	0509	DAWSON CREEK	100
0201	ABBOYSFORD	109	0350	REVELSTOKE	50	0512	FORT NELSON	41
0204	CHILLIWACK	182	0351	ROSSLAND	45	0513	FORT ST. JAMES	25
0208	HOPE	38	0354	SALMON ARM	56	0514	FORT ST. JOHN	100
0212	MISSION	54	0362	SPARWOOD	17	0516	HAZELTON	50
0217	WHITE ROCK	108	0364	SUMMERLAND	28	0520	KITIMAT	113
0301	ARMSTRONG	16	0366	TRAIL	188	0522	MACKENZIE	18
0302	ASHCROFT	29	0368	VERNON	117	0523	MCBRIDE	21
0305	BLUE RIVER	3	0401	ALERT BAY	61	0524	MASSET	11
0306	BRALORNE	3	0402	BAMFIELD	3	0525	OCEAN FALLS	12
0308	CASTLEGAR	60	0403	CAMPBELL RIVER	70	0526	100 MILE HOUSE	31
0313	CRANBROOK	75	0404	CHEMAINUS	33	0529	POUCE COUPE	20
0314	CRESTON	44	0406	COMOX	74	0530	PRINCE GEORGE RCC	248
0315	ENDERBY	23	0408	CUMBERLAND	41	0531	PRINCE RUPERT	128
0317	FERNIE	43	0409	DUNCAN	131	0532	QUEEN CHARLOTTE	26
0320	GOLDEN	33	0410	GANGES	25	0533	QUESNEL	100
0321	GRANDFORKS	35	0413	LADYSMITH	43	0536	STEWART	9
0324	INVERMERE	24	0416	NANAIMO	225	0539	TERRACE	87
0325	KAMLOOBS	313	0419	PORT ALBERNI	111	0541	VANDERHOOF	45
0326	KASLO	10	0420	PORT ALICE	18	0544	WILLIAMS LAKE	75
0327	KELOWNA	183	0421	PORT HARDY	10	0545	SMITHERS	63
0329	KIMBERLEY	55	0427	SIDNEY	40	1101	BURNABY	242
0331	LYLLOOET	30	0429	TAHISIS	21	1105	LANGLEY	107
0333	LYTTON	27	0430	TOFINO	21	1106	MAPLE RIDGE	106
0334	HERRITT	41	0502	ALEXIS CREEK	3	1107	NEW WESTMINSTER	735
0335	MICA CREEK	9	0503	ATLIN	3	1108	NORTH VANCOUVER	485
0339	NAKUSP	15	0504	BELLA BELLA	25	1109	RICHMOND	153
0341	NELSON	94	0505	BELLA COOLA	25	1110	SURREY	297
0342	NEW DENVER	21	0506	BURNS LAKE	50	1111	VANOUVER	3928
						1208	VICTORIA	1370

01	SUNSHINE COAST/SQUAMISH	183
02	LOWER MAINLAND	491
11	GREATER VANCOUVER	6,053
04	VANCOUVER ISLAND	927
12	GREATER VICTORIA	1,370
03	OKANAGAN/KOOTENAY	1,908
05	NORTHERN B.C.	1,466
	TOTAL	12,398

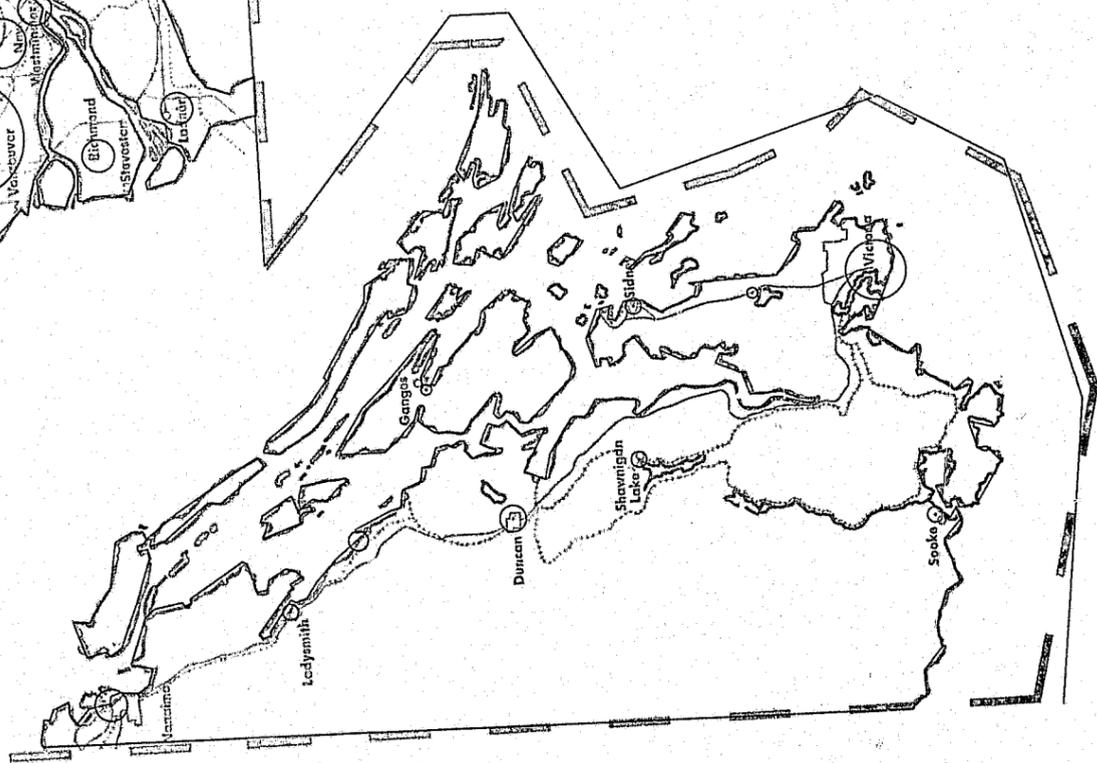


CAPACITIES OF POLICE LOCKUP FACILITIES

LOWER MAINLAND & GREATER VICTORIA

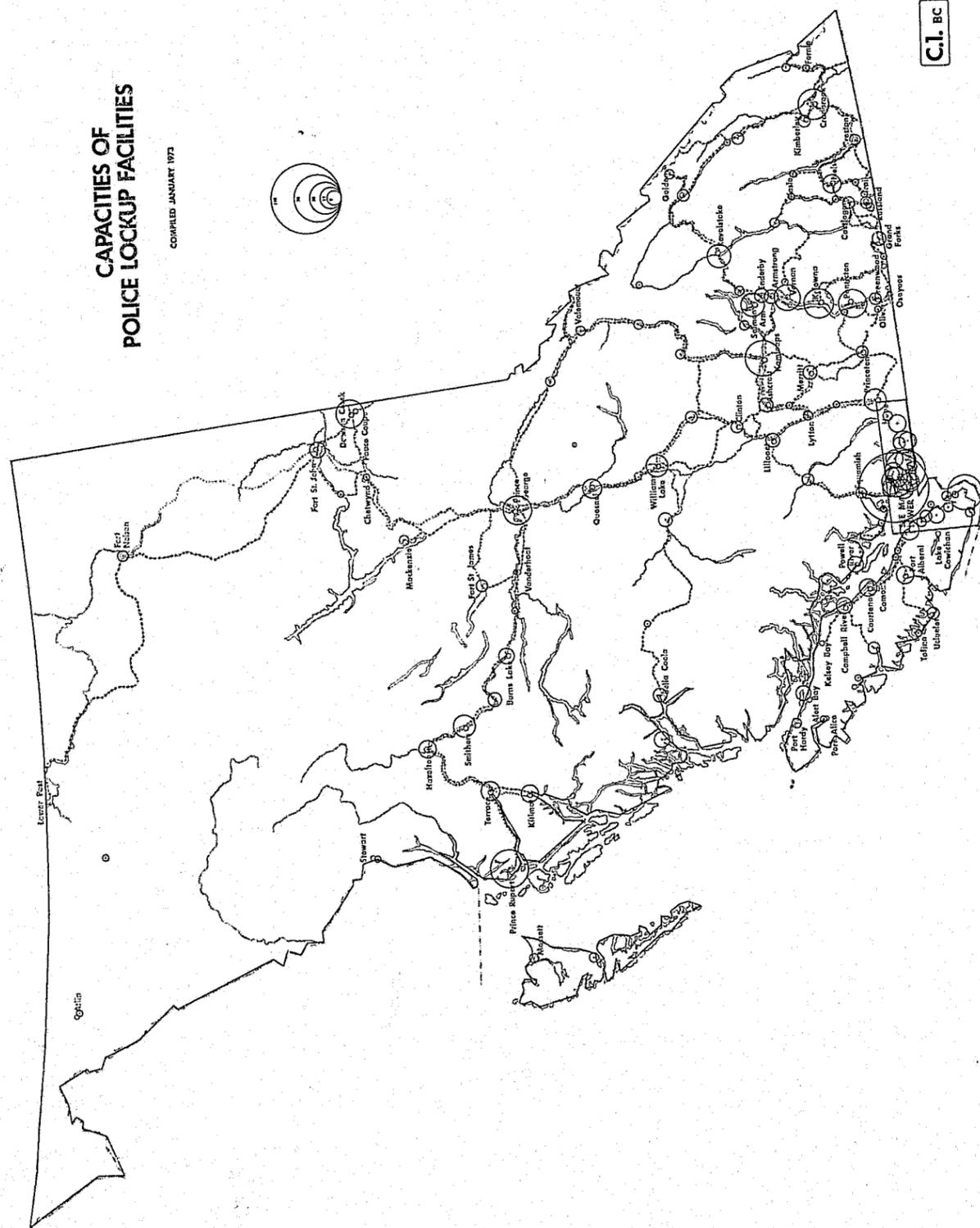


C.I. I.M.



CAPACITIES OF
POLICE LOCKUP FACILITIES

COMPILED JANUARY 1973

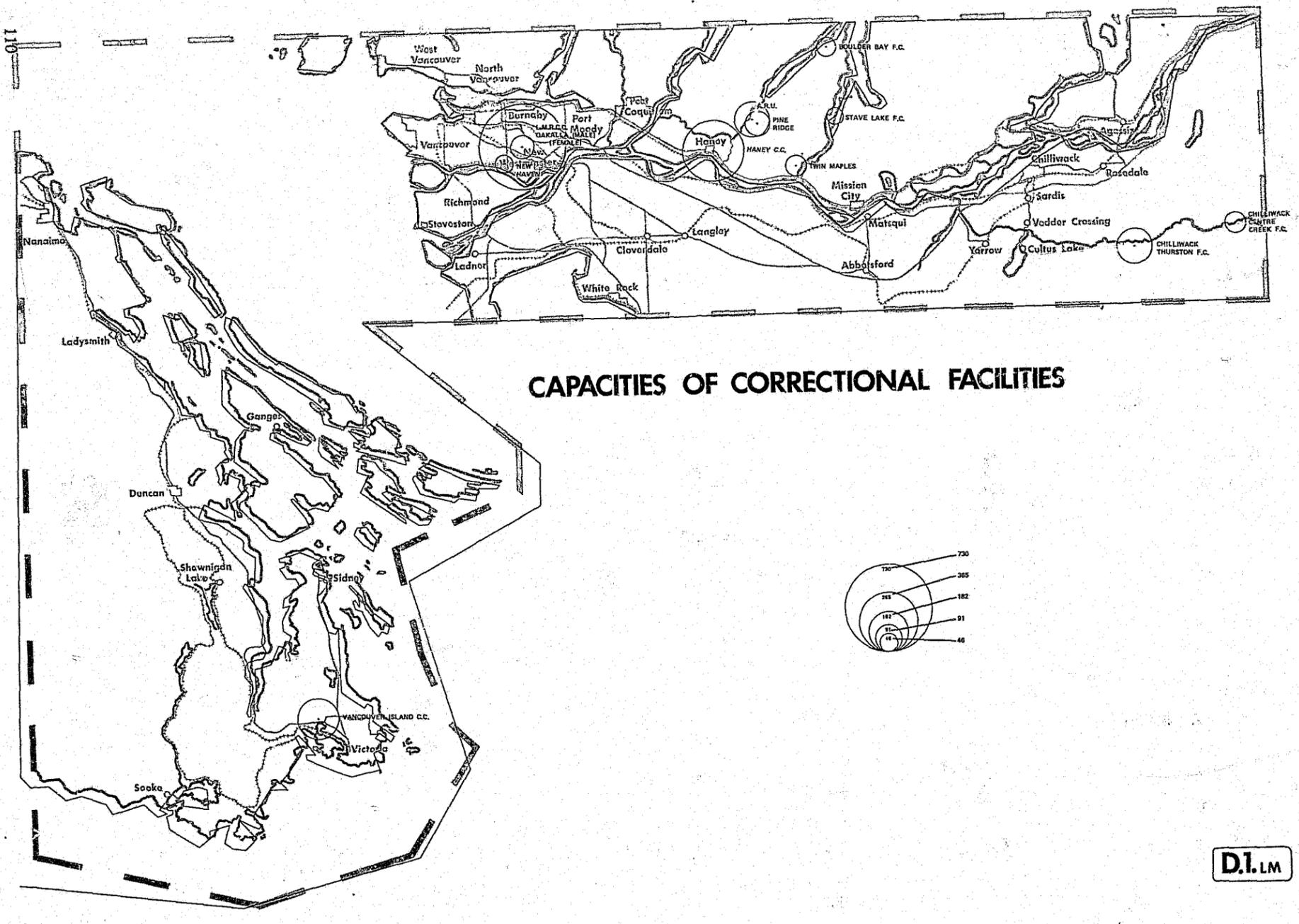


C.1 CAPACITIES OF POLICE LOCKUP FACILITIES

Overnight detention capacity for each police station.

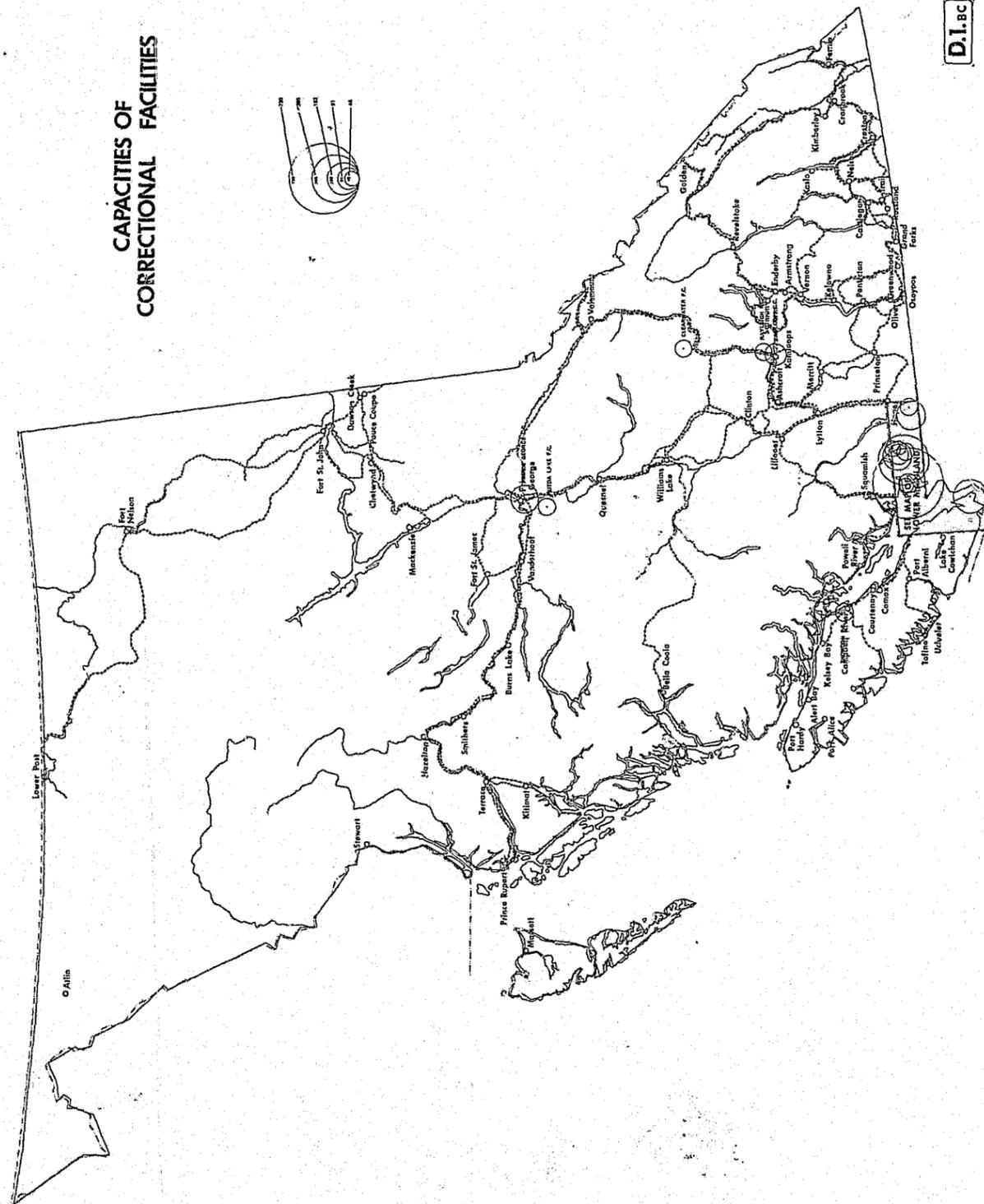
CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0102	GIBSONS	2	0339	NAKUSP	4	0506	BURNS LAKE	10
0105	PEMBERTON	6	0341	NELSON	13	0507	CASSIAR	2
0107	POWELL RIVER	10	0342	NEW DENVER	2	0508	CHETWYND	2
0108	SECHLT	2	0344	OLIVER	6	0509	DAWSON CREEK	28
0109	SQUAMISH	5	0347	PENTICTON	28	0512	FORT NELSON	5
0201	ABBOTS FORD	12	0348	PRINCETON	6	0513	FORT ST. JAMES	6
0202	AGASSIZ	4	0349	RADIUM	2	0514	FORT ST. JOHN	10
0203	BOSTON BAR	2	0350	REVELSTOKE	20	0515	FRASER LAKE	2
0204	CHILLIWACK	12	0351	ROSSLAND	3	0516	HAZELTON	12
0208	HOPE	18	0353	SALMO	2	0517	HOUSTON	8
0211	MATSGUI	18	0354	SALMON ARM	20	0518	HUDSON HOPE	2
0212	MISSION	6	0356	SICAMOUS	4	0520	KITIMAT	12
0215	PORT MOODY	8	0362	SPARWOOD	3	0522	MACKENZIE	4
0217	WHITE ROCK	4	0363	SPENCES BRIDGE	2	0523	MCBRIDE	4
0301	ARMSTRONG	8	0364	SUMMERLAND	2	0524	MASSET	4
0302	ASHCROFT	8	0366	TRAIL	6	0525	OCEAN FALLS	10
0305	BLUE RIVER	4	0368	VERNON	24	0526	100 MILE HOUSE	6
0308	CASTLEGAR	6	0380	CRESCENT VALLEY	2	0530	PRINCE GEORGE RCC	29
0310	CHASE	4	0401	ALERT BAY	9	0531	PRINCE RUPERT	48
0311	CLINTON	6	0403	CAMPBELL RIVER	10	0532	QUEEN CHARLOTTE	4
0312	CLEARWATER	4	0404	CHEMINUS	6	0533	QUESNEL	14
0313	CRANBROOK	32	0407	COURTENAY	12	0536	STEWART	2
0314	CRESTON	5	0409	DUNCAN	10	0539	TERRACE	14
0315	ENDERBY	8	0410	GANGES	2	0540	VALEMOUNT	4
0317	FERNIE	2	0411	GOLD RIVER	6	0541	VANDERHOOF	1
0318	FIELD	4	0413	LADYSMITH	4	0543	WELLS	1
0319	FRUITVALE	2	0416	NANAIMO	14	0544	WILLIAMS LAKE	18
0320	GOLDEN	6	0418	PARKSVILLE	2	0545	SMITHERS	18
0321	GRANDFORKS	8	0419	PORT ALBERNI	12	0546	ANAHEIM LAKE	2
0324	INVERMERE	6	0420	PORT ALICE	2	1101	BURNABY	30
0325	KAMLOOPS	42	0421	PORT HARDY	4	1102	COQUITLAM	13
0326	KASLO	2	0424	QUALICUM	2	1103	DELTA	14
0327	KELOWNA	30	0426	SHAWNIGAN LAKE	4	1104	HANEY	12
0328	KERMEOS	2	0427	SIDNEY	4	1105	LANGLEY	16
0329	KIMBERLEY	6	0428	SOOKE	4	1107	NEW WESTMINSTER	15
0331	LILLOOET	8	0429	TAHSIS	2	1108	NORTH VANCOUVER	10
0332	LUMBY	2	0430	TOFINO	2	1109	RICHMOND	14
0333	LYTTON	4	0431	UCLUELET	6	1110	SURREY	52
0334	MERRITT	8	0502	ALEXIS CREEK	8	1111	VANOUVER	138
0335	MICA CREEK	2	0603	ATLIN	2	1112	WEST VANCOUVER	9
0337	MIDWAY	2	0505	BELLA COOLA	8	1205	SAANICH	2
						1208	VICTORIA	41

01	SUNSHINE COAST/SQUAMISH	25
02	LOWER MAINLAND	84
11	GREATER VANCOUVER	323
04	VANCOUVER ISLAND	117
12	GREATER VICTORIA	43
03	OKANAGAN/KOOTENAY	370
05	NORTHERN B.C.	300
TOTAL		1,262



D.I.L.M.

CAPACITIES OF
CORRECTIONAL FACILITIES



D.1 CAPACITIES OF CORRECTIONAL FACILITIES

Total designed capacity for B.C. Correctional Service facilities.

CODE LOCATION	VALUE	CODE LOCATION	VALUE	CODE LOCATION	VALUE
0220 ALOUETTE RIVER	147	0276 CENTRE CREEK	60	0571 HUTDA LAKE	60
0221 TWIN MAPLES	60	0325 KAMLOOPS	90	1104 HANEY	396
0271 PINE RIDGE	80	0371 CLEARWATER CAMP	60	1115 OAKALLA	723
0272 BOULDER BAY	51	U372 RAYLEIGH CAMP	60	1116 NEW HAVEN	46
0273 STAVE LAKE	40	0471 SNOWDON CAMP	65	1119 GAKALLA-WOMEN	73
0275 THURSTON, FORO MTN	150	0530 PRINCE GEORGE RCC	140	1209 VAN. IS. R.C.C.	196

02	LOWER MAINLAND	588
11	GREATER VANCOUVER	1,238
04	VANCOUVER ISLAND	65
12	GREATER VICTORIA	196
03	OKANAGAN/KOOTENAY	210
05	NORTHERN B.C.	200
TOTAL		2,497

E.9 YOUNG OFFENDERS BY COURT LOCATION

Offenders 24 years or less admitted into the Corrections Service (institution or probation) by the referring court for the period April 1 to December 31, 1972.

CODE LOCATION	VALUE	CODE LOCATION	VALUE	CODE LOCATION	VALUE
0102 GIBSONS	11	0331 LILLOOET	32	0506 BURNS LAKE	28
0103 GIBSONS LANDING	4	0332 LUMBY	10	0507 CASSIAR	4
0104 LADNER	48	0333 LYTTON	16	0508 CHETWYND	7
0105 PEMBERTON	1	0334 MERRITT	44	0509 DAWSON CREEK	73
0106 PENDER HARBOUR	1	0339 NAKUSP	1	0512 FORT NELSON	13
0107 POWELL RIVER	38	0341 NELSON	26	0513 FORT ST. JAMES	27
0108 SECHLT	9	0344 OLIVER	11	0514 FORT ST. JOHN	56
0109 SQUAMISH	23	0345 OSOYOOS	8	0515 FRASER LAKE	6
0201 ABBOTSFORD	5	0347 PENTICTON	96	0516 HAZELTON	21
0202 AGASSIZ	12	0348 PRINCETON	14	0517 HOUSTON	16
0203 BOSTON BAR	2	0350 REVELSTOKE	25	0520 KITIMAT	47
0204 CHILLIWACK	109	0351 ROSSLAND	2	0521 LOWER POST	2
0205 CLOVERDALE	4	0353 SALMO	3	0522 MACKENZIE	29
0208 HOPE	40	0354 SALMON ARM	43	0523 MCBRIDE	1
0211 MATSQUI	41	0356 SICAMOUS	8	0524 MASSET	6
0212 MISSION	27	0362 SPARWOOD	8	0525 OCEAN FALLS	2
0214 PORT COQUITLAM	27	0364 SUMMERLAND	17	0526 100 MILE HOUSE	39
0215 PORT HOODY	25	0366 TRAIL	16	0527 PORT EDWARD	7
0216 SUHAS	27	0368 VERNON	69	0530 PRINCE GEORGE RCC	206
0217 WHITE ROCK	13	0401 ALERT BAY	6	0531 PRINCE RUPERT	98
0301 ARMSTRONG	10	0403 CAMPBELL RIVER	48	0532 QUEEN CHARLOTTE	2
0302 ASHCROFT	27	0404 CHEMAINUS	18	0533 QUESNEL	65
0308 CASTLEGAR	16	0406 COMOX	1	0538 TALKWA	1
0309 CHAPMAN CRK.	1	0407 COURTENAY	63	0539 TERRACE	39
0310 CHASE	36	0409 DUNCAN	90	0540 VALEMOUNT	7
0311 CLINTON	10	0410 GANGES	5	0541 VANDERHOOF	26
0312 CLEARWATER	9	0411 GOLD RIVER	8	0544 WILLIAMS LAKE	51
0313 CRANBROOK	65	0413 LADYSMITH	17	0545 SMITHERS	48
0314 CRESTON	20	0414 LAKE COWICHAN	4	1101 BURNABY	245
0315 ENDERBY	8	0416 NANAIMO	175	1102 COQUITLAM	102
0317 FERNIE	16	0418 PARKSVILLE	11	1103 DELTA	23
0320 GOLOEN	50	0419 PORT ALBERNI	93	1104 HANEY	3
0321 GRANDFORKS	22	0420 PORT ALICE	1	1105 LANGLEY	60
0322 GREENWOOD	2	0421 PORT HARDY	10	1106 MAPLE RIDGE	94
0324 INVERMERE	14	0427 SIDNEY	15	1107 NEW WESTMINSTER	135
0325 KAMLOOPS	218	0428 SOOKE	5	1108 NORTH VANCOUVER	119
0326 KASLO	3	0431 UCLUELET	6	1109 RICHMOND	88
0327 KELOWNA	105	0502 ALEXIS CREEK	10	1110 SURREY	263
0328 KEROMEQS	7	0504 BELLA BELLA	8	1111 VANOUVER	1337
0329 KIMBERLEY	32	0505 BELLA COOLA	1	1112 WEST VANCOUVER	64
				1206 CENT. SAANICH	6
				1208 VICTORIA	558

01	SUNSHINE COAST/SQUAMISH	135
02	LOWER MAINLAND	332
11	GREATER VANCOUVER	2,533
04	VANCOUVER ISLAND	576
12	GREATER VICTORIA	564
03	OKANAGAN/KOOTENAY	1,106
05	NORTHERN B.C.	948
	TOTAL	6,194

8. Regional Model

A prototype of the type of correctional complex envisioned for a region which would tie in with local needs is defined as follows.

a) Under community correctional services there would be access to:

- Forensic service, close to the court and to correctional facilities
- Mental health clinics
- Public health clinics
- Temporary care facilities
- Attendance centres
- Week-end camps
- Detoxification facilities
- Probation services
- Native Indian field worker
- Community correctional centres, which would also operate as a work release centre for work, education and intermittent sentences, as well as a pre-parole period for graduated releases
- Half-way houses for alcoholics and parolees
- Local police lock-up facilities.

b) Under institutions, the following types of units are envisioned:

- Remand Unit, with male and female capacity, and a proper psychiatric assessment unit with facilities for classification studies, both for cases at the court level and sentenced offenders
- Sentenced units facilities for male and female, ranging from secure to non-secure types
- Special units for addicts, alcoholics, youth and native Indians.

It is recommended that, rather than trying to centralize within a region, that small units be developed throughout the region, many of which could use existing community structures on a purchase or rental contract service basis.

G. PAROLE AND COMMUNITY RE-ENTRY PROGRAMMES

1. Role of the Parole Board

Parole is defined as the release of an offender, from a correctional institution after he has served a portion of his sentence, to be under the continuous supervision of a Probation Officer with such conditions that permit his reincarceration in the event of failure to comply with the conditions of parole.

It is this question of the policy of when the offender should be released that has caused a great deal of conflict between the courts and the concept of parole, as well as a great deal of misunderstanding on the part of the offender who has received a definite-plus-indeterminate sentence. As has been described earlier, this conflict in interpretation of the definite-plus-indeterminate sentence has created a substantial feeling of injustice on the part of offenders.

After reviewing the concepts of what is the objective of the period in the community, it is the opinion of the Task Force that the period in the institution, as described earlier, should be viewed as a sanctioning period where a person is housed in humane custody with a vigorous work programme. For the offenders requiring training or therapy in the way of preparing them for reintegration into the community, this should indeed be provided, but only on the basis of preparation for release into the community where the major part of the behaviour modification process is to take place. The essential difference here, is that the institution is not seen as the beginning and end of a behaviour modification process, but instead, represents a staging level for eventual release into the community where the major part of the work with the offender must occur. As described earlier, this requires a great deal of coordination between the court sentencing process and the determination of the needs of the offender, in order to provide the appropriate type of definite sentence.

It is considered that the definite portion should be served in custody in relation to the time needed for both the sanction of the offender and, where necessary, his preparation for re-entry into the community and that no parole be considered during this period. Upon completion of the definite portion of his sentence, the case should then automatically be released on parole, unless he represents a clear and present danger. This would then focus the Parole Board's role on the review of exceptional cases which the institution does not feel are ready for release at the end of their definite term.

Of greater significance, however, is the feeling that the Parole Board's role should focus on the offender group in the community, where the major emphasis in terms of rehabilitation should be placed. The Parole Board here can monitor the whole process of parole supervision in terms of its adequacy and establish policies in regard to standards and criteria for this process. Parole Board members should also take a vigorous part in the development of resources for parolees and, as an influential group in the Province, should exert pressure as needs are identified.

The closer attention that could be given by the Board, to the performance of parolees in the community, would not only enhance the level of service provided to the parolees but also ensure a greater degree of protection to both the offender and society, as rapid decisions could be made for alterations in parole conditions as necessary. Where the parolee is obviously deteriorating, effective action could be taken in terms of the suspension of his parole and, after a proper hearing, either reinstate him in the community or institute revocation and return to the institution.

It is felt that, at the moment, the Parole Board tends to duplicate the role of the review board, especially at the Haney Correctional Centre. At Boulder Bay and Centre Creek Camps it also tends to duplicate the decision of staff that the individual should be released. It would appear, therefore, that there is a duplication in terms of effort and time of the Parole Board which might be much better utilized in terms of attention given to the area of the parolee in the community. By attention to the community level, the Parole Board could not only give greater time to parole revocation hearings, but also provide the parolee access to the Board, to have his rights considered by the Board, as well as the opportunity to be heard in person before the Board.

In addition, as with the concept of the continuing jurisdiction of the court with probation cases, the Parole Board can exercise continuing jurisdiction over the parolee and provide for periodic reviews of his or her progress. It is felt this can be a substantial influence in terms of the parolee's performance in the community, knowing that he will be facing the Parole Board on a periodic review of his progress to date.

2. Organization of the Board

Under this recommended revision of the Parole Board, it is envisioned that the Board would have a much more demanding and vigorous role within the whole correctional process. In line with this, it is recommended that a full-time chairman be appointed and that he be an expert in the field of corrections. Also that the chairman have a full-time administrative assistant who is expert in Corrections and would provide the necessary staff services for the Board.

It is further recommended that the Board be separated administratively from the Corrections Service in order to provide the necessary degree of independence required for the Board within its role as an independent decision-making body.

In line with the regionalization concept, as developed earlier, the Board in turn should be regionalized with the small permanent staff travelling to the regions. Within each region there should be a number of members appointed from the region in order to provide the necessary diversification of representation around the Province.

The Board should also have the opportunity through this travel and local representation to be kept closely in touch with, not only the local needs of offenders and what resources are necessary for them, but also for closer liaison with the agencies responsible for support services to parolees as well as the Probation Officers providing the direct supervision of the case. In this way it is hoped that a closer integration between the role of the Parole Board and the role of local personnel and agencies could be achieved for a continuous integrated approach to dealing with the offender. This would provide the maximum level of protection to society in terms of not only the rehabilitation of the offender but also the necessary control and immediate action with the case as required.

3. Jurisdiction of the Board

In line with the recommendation of the Ouimet Report on Corrections in Canada it is recommended that: the B.C. Parole Board assume jurisdiction over all cases sentenced to a provincial institution. This would eliminate a current overlapping of the jurisdiction of the National Parole Board over inmates in provincial institutions and the problems inherent in that situation.

Particular problems have been experienced in terms of the length of time required to release an inmate on a National Parole. The remoteness of the National Parole process has meant that some inmates have been released after having completed their full definite term and approval for release on parole arrives after his discharge.

It is not a question of time as much as it is an issue of being closely coordinated with the region. This is impossible for the National Parole Board; even with the regionalization of this service across Canada, it still represents a gross level, compared to the refinement needed to deal with the local problems in British Columbia. It is therefore the position of the Task Force that the British Columbia Parole Board, within a regionalized frame of reference, would be in a much better position to integrate the total correctional process with all offenders in British Columbia, under provincial jurisdiction.

This would also allow far greater integration of policy and philosophy between the Parole Board and the sentencing courts. Under the Regional plan the Parole Board and the local sentencing courts can both be in touch with what the regional problems represent so that their decisions can be in concert rather than opposing.

4. After-Care Services

The after-care services provided by the John Howard Society and Elizabeth Fry Society have been mentioned as being of particular value and should warrant greater government support.

A particular problem has arisen in the access of Probation Officers to the contract Half-way Houses for their cases. At the moment the National Parole Officers have the advantage of a higher per diem funding formula for their cases, with the result that the existing private half-way houses are giving priority to federal cases. To alleviate this problem it is recommended that additional half-way house facilities be provided for provincial prisoners themselves rather than being mixed in with the more sophisticated penitentiary group and that the funding formula be upgraded to match the federal level of up to \$10 per diem.

5. Work Release

The use of work release has been developed at the Lower Mainland Centre with the utilization of two Probation Officers to assist in this operation. This programme considers first the occasional offenders, of any age, with less than three months to serve. Those selected were investigated by the Probation Officer who made contact with the court as to their suitability for the work release programme. In the past year, 195 cases were released from the centres and camps around the Province for work release. Only 17 of these proved to be a problem and had their work release privilege suspended. Unfortunately, due to the lack of Probation Officers, only the Lower Mainland Centre is able to provide the intensive community investigation and counselling programme for the work releasees. It is recommended

that with the expansion of probation services, additional personnel be allowed to work in close cooperation with the Centre staff to develop a more intensive level of work release supervision.

6. Community Re-Entry

A total of 1,736 cases were released in the fiscal year 1971/72 by various authorities for supervision in the community. Thirty-seven percent of those released were by the British Columbia Parole Board, 27% by Probation Orders, 18% by the National Parole Board and 16% by Order of the Chief Probation Officer under Section 64 of the Summary Convictions Act, which is the provision for alcoholics. Although this total released under supervision represents an increase of 15% over the previous year, in terms of the total number of offenders released from Correctional Centres, it represents only one in five cases.

Supervision in the community was thus extended to only one in every five offenders returned to the community. In line with the concept providing for a much more intensive community level of rehabilitation, it is recommended that the whole sentencing process be developed to the point where all offenders be examined closely for a sentence that will allow continuing supervision in the community. For those who require a short sanction without any such supervision, it is recommended that the court consider alternatives such as intermittent sentences. The petty offender rotating in and out of correctional centres on short sentences and moving from one area of the Province to the other, as the courts become aware of his performance in the community, represents a continuing problem that must be dealt with by a more effective response on the part of the court and corrections. It is therefore recommended that, along with the development of probation services, the court be more closely integrated into the whole process of supervision in the community.

7. Effectiveness of Parole

It is encouraging to note that the percentage of B.C. parolees successfully completing their period of parole has remained consistently high throughout the Province. The range is from a 96% successful completion rate for New Haven, with selected young offenders, to 73% for Lower Mainland Centre, with the more difficult group. The average across the Province was 83%, with 529 cases successfully completing their parole in the fiscal year 1971/72.

It is also encouraging to note that of those who did not complete their parole successfully only half of them, i.e. 89, had their parole revoked due to a further offence resulting in court action.

It is of concern, however, to note that the average age of B.C. parolees has now dropped to 17.9 years. Again, this illustrates the necessity of focusing on the young adolescent group separately in order to provide for the special needs of this age group.

Within the current year, for the nine month period April to December 1972, it is again encouraging to note that only 60 B.C. Parole cases have had their paroles revoked.

8. Temporary Leaves

The use of various types of leave such as day parole, leave of absence, educational leave, and home leave, has continued. In the current year, the total of 184 cases for the nine month period, to the end of December, again portrays the previous level of success which has been experienced with this form of release.

It has been noted, however, that all cases undergoing release have been authorized on the basis of careful community investigations which often involve the sentencing Judge. This is another time-consuming function being assumed by Probation Officers around the Province but it illustrates the degree of success that can be achieved with these programmes, provided probation at the local level is well integrated into the whole process and provides the necessary preliminary investigation of the circumstances in the community before the offender is released to the community on a temporary leave. The indiscriminate use of temporary leave, without such an investigation, is strongly condemned as it offers little, if any, protection to the community. Again, it is recommended that the number of Probation Officers be increased substantially, as previously detailed, in order to provide for continued investigation of this nature.

SECTION 3

Juveniles in Conflict with the Law

TRENDS IN JUVENILE DELINQUENCY IN B.C.

Reference has been made earlier to the fact that in British Columbia total offences against the Criminal Code have nearly doubled over the past ten years. It has also been noted that juveniles commit approximately one-third of the offences charged against property. However, it is significant that although the proportion of total offences against the person between 1962 - 1971 has increased, the representation of juveniles in this category has remained relatively constant at about 10% of the total. Nevertheless, great concern has been expressed to members of the Task Force by police and social agencies alike regarding the absence of facilities and services to control and treat the aggressive, acting-out delinquent who presents a danger both to himself and the community. Moreover, the near doubling of total offences against the Code by juveniles has placed a severe strain on existing resources available to the Juvenile Courts.

The Task Force is also greatly concerned that the number of juveniles charged with offences against the Narcotic Control Act has increased by nearly 500% since 1967. Although the bulk of these offences are in relation to cannabis, it is distressing to learn that 32 juveniles were charged with opiate offences in 1971 compared to only three in 1967. We have no comprehensive statistics for 1972, but interviews with police and parents at different centres in the province reveal heroin addiction among juveniles to be a problem of increasing magnitude. Its relationship to a pattern of escalating criminal behaviour is suggested by the fact that of 90 cases of offenders studied who had been transferred from juvenile to adult court between February 6, 1972 - December 31, 1972, 12 were found to be regular heroin users. We will be dealing elsewhere in this report with the increasing extent of heroin use in B.C. both by juveniles and young adults. Among our most pressing concerns at the present time is the serious shortage of suitable resources for the voluntary treatment of heroin addiction, especially in the Vancouver and Victoria metropolitan areas. Vancouver, in particular, has witnessed a doubling of opiate charges against female juveniles between 1971 - 1972. These youngsters are almost always school dropouts and, more often than not, are wards of social agencies. Many of them gravitate to prostitution and petty crime to support their habits.

Although we did not have sufficient time in our eight weeks of study to canvass evolving patterns of juvenile anti-social behaviour in all parts of the province, we were made aware of a developing pattern of criminal gang activity among juveniles and young adults in the metropolitan Vancouver area. In a preliminary study completed for the Task Force it was found that at least six gangs are presently operating in the Dunbar, East Vancouver and South Vancouver areas, involving varying degrees of structure and criminal sophistication. The ages of gang members are predominantly 16 - 25 years and the involvement of older adult offenders in leadership roles is noticeable. Gang numbers range from 12 to over 50 and include females as well as males. Gang activities include vandalism, offences of violence, trafficking in drugs, breaking and entering, and causing civil disturbances. The study also revealed the more recent proliferation of gang activities among Chinese Canadians with participants ranging in age from 12 years to approximately 30 years. Gang activities range from truancy, fighting, shoplifting, to assaults, fighting (with weapons), drug usage and trafficking. One killing occurred in 1972 as a result of an alleged gang fight.

The police have been prominent in efforts to control and reduce the activities of delinquent and criminal gangs. In Vancouver this has included vigorous law enforcement supported by careful assessment of gang membership, structure and behavioural patterns. In North Vancouver's Lynn Valley District, where a serious problem of gang vandalism existed a year ago, the neighbourhood R.C.M. Police detachment succeeded in winning the confidence of the youthful offenders by an imaginative out-reach programme designed to foster better relations between members of the detachment and the young people in the area. The result was a total elimination of vandalism and a marked reduction in juvenile delinquency.

Efforts at controlling and redirecting the activities of juvenile gangs have also been made by the Spring Street Project of the Vancouver Social Planning Department and youth workers employed by Children's Aid Societies and special Local Initiatives Projects. Included have been attempts to work with individuals and groups in leisure time pursuits and to foster better adjustment in school settings. Results to date appear to be uncertain.

Your Task Force suggests that a variety of approaches are needed to deal effectively with the phenomenon of antisocial gang behaviour. Where a gang is highly structured and predominantly engaged in exploitive or predatory criminal activity, the primary intervention should take the form of vigorous law enforcement by police squads specially trained for this work. Where gang activity reflects a desire for excitement coupled with alienation from the dominant youth and adult cultures, major effort should be made to intervene in restructuring leisure time behaviour patterns and counselling with respect to personal problems and career opportunities. It should also be noted that the escalation of gang activity in recent years has come at a time of high unemployment among youth. Major efforts to reduce unemployment should form a key component of concerted attack on this problem. Finally, efforts should be made to employ more teachers who share the ethnic backgrounds of children who constitute a significant minority in many of our schools. In particular, efforts should be made to employ more Canadians of Chinese and native Indian backgrounds.

Juvenile Delinquency and the Schools

It goes without saying that the most effective way to deal with juvenile delinquency is to modify social conditions contributing to crime and to intervene at a stage prior to its serious onset. We will deal later in this report with crime prevention. However, at this point we wish to draw to our readers' attention the importance of the school setting as a base for preventative and early remedial action. Specialists in the field of criminology have known for years the close relationship between adjustment and learning problems in school and the development of delinquent behavioural patterns. This has been confirmed in our recent discussions with social workers, judges, and probation officers. What has impressed the Task Force has been several imaginative and concerted efforts of various disciplines to find effective ways of intervening to reach troubled children in school settings around the province. These efforts have taken a number of forms. We cite only three examples:

1. In Prince George three social workers from the Department of Rehabilitation and Social Improvement have recently been seconded to work with children experiencing social adjustment and learning problems in the elementary schools. In addition to engaging in casework with selected children, the social workers are involved in family coun-

selling. This work is closely coordinated with teaching specialists.

2. At Carson Graham Secondary School in North Vancouver a programme has been operating for the past five years designed to encourage dropouts or potential dropouts to modify their attitudes toward life and the educational system. Many of the students have previously engaged in delinquencies and most of them have had a poor self-image. The programme, known as English-Social Studies 11, enrolls up to 68 pupils from Grade 10, 11 and 12 in a class which is held for 2½ hours each afternoon for one semester. Each class is "salted" with up to eight students whose academic performance has been average to good and whose attitudes are positive. The course is team taught by two teachers and heavily emphasizes contemporary issues, field trips and discussions stressing the importance of personal integrity and respect for peoples' unique differences. The positive efforts of the students bring consistent praise and the teachers make an effort to demonstrate their pleasure in working with the students.

This program has enjoyed considerable success as evidenced by the fact that over 85% of the students re-enter the regular school stream on its completion. One student who has just completed the programme spoke glowingly of the course. She felt she had learned for the first time to care for people and to be non-condemning. She had learned more about herself and society. She said she now had confidence "that people aren't all bad . . . I have learned what makes myself and other people tick."

3. In North Vancouver the neighbourhood R.C.M. Police detachments have made a consistent effort to meet with children in a variety of elementary and secondary school settings. Activities have included discussions on the nature and purpose of our criminal laws and the role of police in society. Stress has been placed on honest communication and genuine explanation of issues raised by students. In addition, the police officers have worked closely with social workers, probation officers and school teachers in an effort to share information designed to organize remedial activities on behalf of children experiencing difficulties both at home and in the schools.

Many other examples could be cited of creative work with problem children in our elementary and secondary schools. However, it should be frankly stated that these appear to be the exception rather than the rule at the present time. Some school administrators feel that such programmes are beyond the scope of the school while others pay only "lip-service" to the concept. Many administrators are happy to get the "trouble-makers" out of their schools and seem singularly lacking in a sense of responsibility to the community at large. Your Task Force is firmly of the opinion that a concerted and organized effort should be made throughout the province to work at both remedial and preventative levels to reach and assist the potential or actual delinquents through the school system. We therefore recommend:

1. That a positive, supportive and coordinated approach be adopted by School Boards with a view to establishing programmes for problem children in the school system. The school system must recognize its obligation to the wider community to do all in its power to prevent "dropouts" from the system.
2. That the English-Social Studies programme at North Vancouver's Carson Graham Secondary School be seriously considered for implementation in other school districts.

3. That social workers be placed in elementary schools to identify and work with problem children and their families.

4. That in schools with a high ethnic minority population more teachers of similar ethnic background be employed.

5. That the schools work in close cooperation with police, probation officers, social workers and members of other disciplines to coordinate efforts on behalf of school children experiencing learning or adjustment problems.

TRANSFERS FROM JUVENILE TO ADULT COURT

Your Task Force was asked specifically to examine the extent to which juvenile offenders are presently being transferred from Juvenile Courts for trial in the adult court system. We were also asked to examine the reasons for such transfers with particular reference to the adequacy of resources to control and treat such at the Juvenile Court level.

Legal authority for transfer to adult court is contained in Section 9(1) of the Juvenile Delinquents Act which reads as follows:

"9(1) Where the act complained of is, under the provisions of the Criminal Code or otherwise, an indictable offence, and the accused child is apparently or actually over the age of fourteen years, the court may, in its discretion, order the child to be proceeded against by indictment in the ordinary courts in accordance with the provisions of the Criminal Code in that behalf; but such course shall in no case be followed unless the court is of the opinion that the good of the child and the interest of the community demand it."

It is evident from the above wording that parliament intended the exercise of this power only in those exceptional cases involving serious offences where it is clearly indicated both for the good of the child and his community. Actual decision-making, however, has tended to focus primarily on whether the juvenile offender has responded to facilities and services available at the Juvenile Court level. We will return to this subject later.

A clear understanding of the transfer question requires an awareness of the legal and administrative initiatives taken by the previous Government. In October, 1970, in response to the pressure on juvenile court resources, the maximum age for prosecution in the juvenile court was lowered from under 18 years to under 17 years. However, as a result of B.C. Supreme Court decision, the age was raised again to under 18 years in June of 1971. This decision was eventually reversed by the Supreme Court of Canada and the maximum age set at under 17 as and from January 25, 1972. Thus for the past 13 months, all 17 year olds charged with offences have been proceeded against in the adult court. We have no exact statistics on the total number involved, although the fact that 347 offenders aged 17 on intake were received at the Haney Correctional Institution in 1972, is evidence of the large numbers of juvenile offenders diverted to the adult court as a result of the decision to lower the age.

In spite of the lowering of the juvenile age, pressure continues to exist to transfer 14, 15, and mostly 16 year olds to the adult court. The Attorney-General's Department has attempted to reduce transfers by requiring that prosecutors attain the consent of the department before applying for transfer. Your Task Force was informed that such consent is only given when all resources available to the juvenile court have been tried unsuccessfully. We note, however, that at present the request by the crown prose-

cutor for consent to a transfer application is by telephone call to the Attorney-General's office. The decision on whether to grant consent is also conveyed by telephone. We think this procedure places the Attorney-General's office under undue pressure to grant consent. We were also informed that it is possible for Judges of the Juvenile Court to initiate such transfers without prior consultation with the Attorney-General's Department. This probably accounts for the disproportionate number of transfers taking place from smaller centres in the province.

Transfer statistics for 1972 are not complete. However, it is possible to project from statistics made available to the Task Force covering the six month period April 1, 1972 - September 30, 1972. During this period a total of 82 young persons were transferred from juvenile to adult court. Of these 48 were sentenced to institutions and 34 placed on probation. Therefore it would appear that at present juvenile offenders in British Columbia are being transferred to adult court at the rate of approximately 164 per year.

In an attempt to gain knowledge of the type of juvenile offender elevated to adult court at the present time, your Task Force commissioned a special study of 90 offenders dealt with in 1972. Of the sample studied 63 or 70% was engaged in non-violent offences against property. Those convicted of violent offences such as robbery, assault and murder totalled 17 or 19% of the sample. Fifty-eight came from broken homes and 70 to 82 of the sample studied had a parent either unemployed or employed in a low paying, unskilled occupation. Sixty-nine of the boys had completed grade eight or less and none had progressed beyond grade 10. Indians were disproportionately represented in the sample, making up 25% of the total studied. Sixty of the group were wards of the Superintendent of Child Welfare or a Children's Aid Society and 54 had a history of residence at Brannan Lake School. Only 37 had legal counsel at the time transfer was being considered and 49 were held in police lock-ups pending transfer decision. Marked use of alcohol and drugs was found in 60% of the cases and 12 were described as confirmed heroin users. Forty of the total sample had prior contact with a psychiatrist and of this group 25 had shown symptoms of severe emotional disturbance while under the age of 10 years.

This study suggests the importance of low socio-economic status and family discord and disorganization as major contributing factors in the development of confirmed patterns of delinquent and criminal behaviour. It also confirms the linkage of delinquency to poor school performance. Moreover, it highlights the fact that significant numbers of potential delinquents are known to practitioners in the helping professions at an early age. Above all it suggests the pressing need for greater investment in treatment and special education resources for disturbed, and delinquent, and socially disadvantaged children.

The study also highlights the need for legal assistance to juveniles appearing in juvenile court, especially at the time of a transfer application. Our Task Force was struck by the fact that only nine juveniles were raised to adult court from the Vancouver Juvenile Court during 1972 compared to five in the village of Salmon Arm. This clearly reflects the policy of Vancouver judges not to consider transfer to adult court in the absence of legal counsel for the juvenile. The Task Force therefore recommends:

1. That the Attorney-General take immediate steps to ensure that legal counsel is provided to all juveniles where an application has been made or judicial consideration is being given with respect to transfer from juvenile to adult court.

2. That crown prosecutors be required to request pre-transfer report from the Probation Service before formally applying for transfer of a juvenile to adult court.

3. That the Attorney-General's office continue its policy of requiring its consent to a transfer application by a crown prosecutor, but that in future all consents be made in writing.

THE JUVENILE JUSTICE SYSTEM

The Juvenile Justice system in British Columbia operates within the philosophy and legal parameters of the Juvenile Delinquents Act which has been in force since 1929. This is a progressive and enlightened piece of legislation designed to reflect the concern of the adult community to protect juvenile law violators from the stigma and harshness of the criminal law and provide them with mature guidance, discipline and support. The Juvenile Delinquents Act deals with juvenile delinquents in three basic and distinctive ways:

1. It removes them from the jurisdiction of the adult criminal courts and the adult criminal law and places them within the jurisdiction of specialized juvenile courts.

2. It makes provision for private trials of juveniles with parents in attendance, free of publicity and separate from adult trials, with hearings conducted in an informal manner but in accord with a proper administration of justice.

3. It provides for a range of reformative sentencing dispositions focussed primarily on the welfare of the individual offender.

The essential sentencing philosophy of the Juvenile Delinquents Act is stated in Section 3(2) of the Act as follows:

"3(2) Where a child is adjudged to have committed a delinquency he shall be dealt with, not as an offender, but as one in a condition of delinquency and therefore requiring help and guidance and proper supervision."

The foregoing comments are not intended to convey the impression that the present Juvenile Delinquents Act is without shortcomings. This is far from the case. What should be emphasized is that our legal and social policy in relation to juvenile delinquents is substantially different from that of the adult criminal justice system.

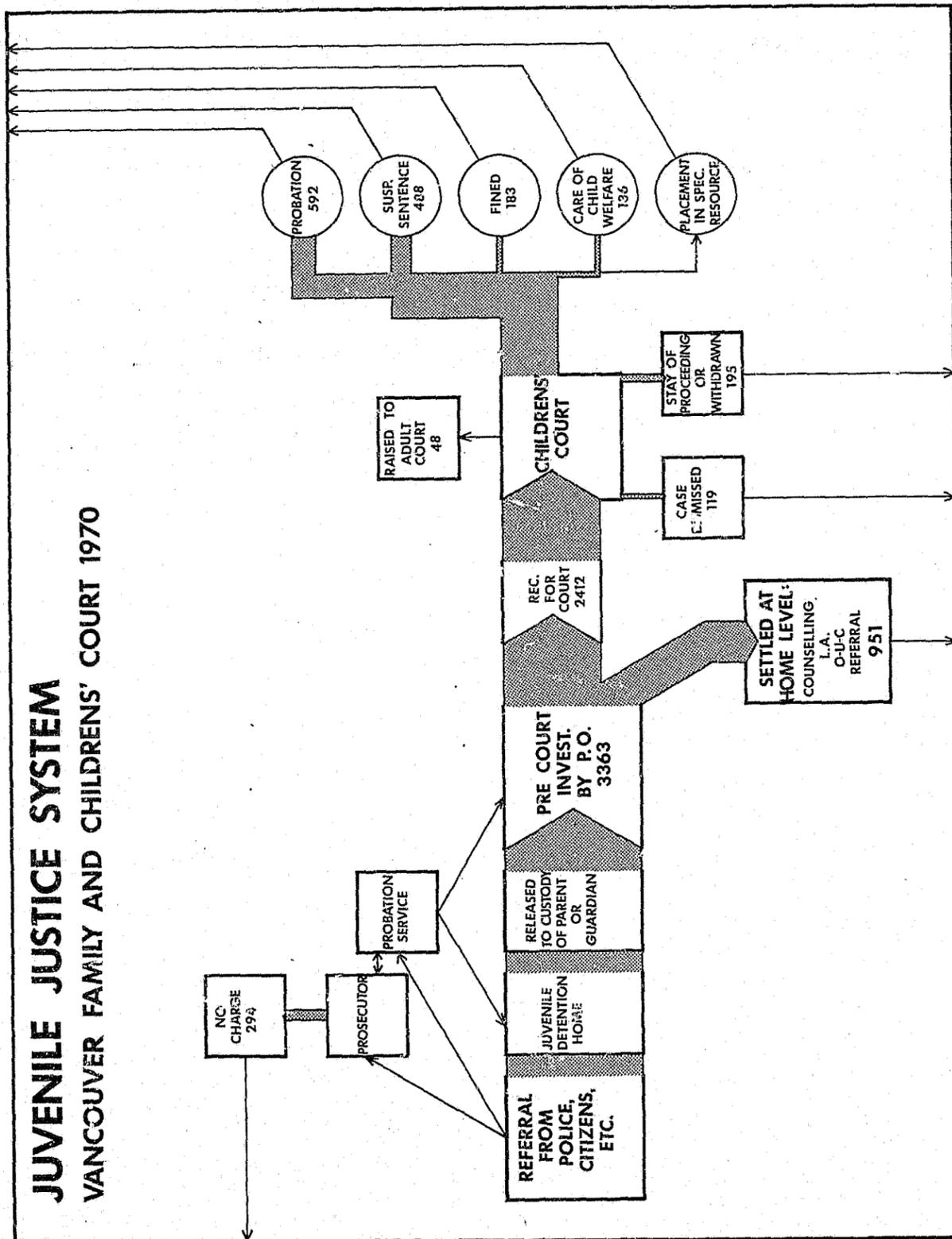
Figure A indicates the alternative ways juvenile delinquents in Vancouver were dealt with in 1970 through a range of resources available to the Juvenile Court. For purposes of clarity we can discuss these general alternatives under the headings "out-of-court settlements," "pre-trial and pre-disposition detention," and "dispositions following court hearing."

Out-of-Court Settlements

Out-of-court settlements are of two types. Firstly, the police officer in relation to less serious offences can exercise discretion to counsel or caution a juvenile offender or his parents. We think this practice should be encouraged so long as the discretion is applied equitably. Police officers can also make referrals to social workers employed by Children's Aid Societies or the Department of Rehabilitation and Social Improvement. In the City of Vancouver this type of referral has been facilitated by placement of a Children's Aid Society Social Worker with the youth squad of the Vancouver City Police. Similar arrangements are in effect at Prince George where the police play an active role in referring wayward juveniles to the local office of the Department of Rehabilitation and Social Improvement.

The second type of out-of-court settlement is provided for under Section 16 of the Provincial Court Act. This permits a probation officer, with the concurrence of the

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prosecutor, on prosecution being waived, to enter into a written arrangement with the child for a period not exceeding one year. This legislation has been in effect for the past four years and in some districts of the province is being used effectively in 60% of the cases coming to the attention of the courts. In Vancouver where it was used in 42% of cases in 1971, a low rate of 15% recidivism was reported.

The Task Force endorses the practice of out-of-court settlements through the powers given probation officers under Section 16 of the Provincial Court Act.

We think that in the majority of cases involving delinquency this procedure can result in a more effective learning experience for the child than that afforded by a formal court hearing and disposition. We are also of the opinion that this procedure can be significantly developed and expanded if more probation officers are appointed to serve the more remote areas of the province.

We wish, however, to register our concern that Section 16(5) of the Provincial Court Act appears to deny due process of law to juveniles affected. It should be noted that Section 16(4) permits the entering into of an arrangement without a court finding that the child has committed a delinquency. Section 16(5) provides that where a child fails to abide by the terms of an arrangement, he may be dealt with in Family Court as a child beyond the control of his parent or guardian. Thus a child can be subject to possible committal to the Superintendent of Child Welfare solely on the basis of his having failed to abide by a voluntary arrangement and in the absence of any judicial finding of delinquency. We think this is unjust and contravenes basic legal rights.

The Task Force recommends:

1. That Provincial Probation Officers place increasing emphasis on developing effective techniques of pre-court intervention.
2. That additional Probation Officers be appointed as needed to permit the allocation of time and effort to pre-court intervention activities.
3. That arrangements between the probation officer and the child and his family be entered into on a truly voluntary basis.
4. That Section 16(5) of the Provincial Court Act be repealed.

PRE-TRIAL AND PRE-DISPOSITION DETENTION

The Present Situation

At the present time detention facilities for children needing secure confinement awaiting trial or disposition in Juvenile Court exist only in the cities of Vancouver and Victoria. In Victoria the juvenile detention home is jointly financed by the City of Victoria and the surrounding municipalities. In Vancouver financing is the sole responsibility of the City although a portion of costs are defrayed by per diem rates charged adjoining municipalities for children of those municipalities placed there. Outside of Vancouver and Victoria, children needing secure custody prior to or during court proceedings are placed in police lock-ups, most often, but not always, separated from cells occupied by adult offenders.

The Task Force is concerned that the present practice of placing juveniles in police cells is contrary both to good correctional practice and to the intent of the Juvenile Delinquents Act. We were especially concerned when we learned that one juvenile had been recently confined in police cells in Kamloops for a period of 33 days.

We found during the course of visits to various centres in the Province that this concern is shared by Police Officers,

Probation Officers, and Judges. The essential problem, we discovered, is that municipalities are unable to bear the present financial burden imposed upon them of constructing and administering detention facilities. In this connection we have been informed that the financial responsibility for detention homes is entirely assumed by the Province in Alberta, Manitoba and Ontario.

The Task Force recommends:

1. That the Province assume total financial responsibility for the cost of detention facilities for juveniles and that the relevant provisions of the Provincial Court Act which impose this burden on the Municipalities be repealed.

It was drawn to our attention that significant differences in administration exist between the Vancouver and Victoria detention homes. In Vancouver the facility is administered by the Chief Juvenile Probation Officer for the City. This promotes early access to Probation Officers and diversion of many youths from formal court hearings. In Victoria the facility is administered by the city separately from the Probation Service. The result is that all children appear in court before being seen by a Probation Officer, thereby eliminating the opportunity for pre-court diversion.

Your Task Force favours the Vancouver system of administration and recommends:

2. That the senior juvenile probation officer in each region where a juvenile detention facility is established be assigned responsibility for administration of the facility.

Future Needs

In discussing future requirements for detention home facilities in the Province it is important to stress that we are referring to facilities needed to confine only a very small percentage of juvenile delinquents processed through the Juvenile Justice System. In the vast majority of cases the child should be summonsed to court from his own home. Where a child is not living at home it is expected that normally he would be placed in a foster home or group residence or shelter pending his appearance in court. Your Task Force agrees with the Report of the Department of Justice Committee on Juvenile Delinquency which in 1965 recommended that the use of detention be restricted to:

- a) children who are almost certain to run away during the period when the court is studying the case or between disposition and transfer to an institution or another jurisdiction;
- b) children who are almost certain to commit an offence dangerous to themselves or to the community before the court disposition or between disposition and transfer to an institution or another jurisdiction; and
- c) children who must be held for another jurisdiction, for example, parole violators, run-aways from institutions to which they were committed by a court, or certain material witnesses." (page 289)

The Task Force recommends that the Attorney-General ensure that the guidelines set forth in the Report of the Department of Justice Committee on Juvenile Delinquency be followed in the utilization of detention facilities for juveniles in the Province.

Elsewhere in this report we stress the concept of regional planning in the development of correctional services and facilities. The same concept holds true for detention facilities. We note that at the present time planning is well advanced in the Vancouver Regional District for the development of a regional detention facility to serve the needs of lower mainland municipalities. We think similar planning should commence in each major region of the Province for

a detention facility to be located in the largest population centre of the region. We would caution that such facilities should be small with accommodation normally for some five to ten juveniles. They should be richly and imaginatively programmed so as to provide residents with opportunities for continued education and recreation, and as well as access to family and community groups.

The Task Force therefore recommends;

That the Provincial Government initiate early discussions with the municipalities in each major region of the Province with a view to construction and development of small regional detention facilities for juveniles requiring pre-trial and pre-disposition confinement.

THE QUALIFICATIONS OF JUDGES

The Juvenile Court Judge is required to discharge functions that require the utmost in knowledge, skill, tact and judgment. He must symbolize the dignity, fairness and integrity of a court of law while at the same time be able to communicate informally and effectively with the child, the parents and professionals attached to the court. He must possess a solid knowledge of family and juvenile law. He must also have a good knowledge of child development and family life. Above all he must possess an expert knowledge of his community and the resources that can be marshalled to aid in the socialization of the juvenile offender.

Given the exacting duties of Juvenile Court judges, it is reasonable to expect that great care will be taken in their initial selection and training. This seems all the more important in light of present policy of the government to encourage specialization of Judges in Family and Juvenile Court duties. Your Task Force heartily endorses this policy and draws to the attention of those responsible for selection and training of Juvenile Court judges the following comments from the Department of Justice Committee Report of 1965.

"It seems to us...that lack of competence in a juvenile court judge is less to be tolerated than it is in the case of an adult court judge. This is so because the juvenile court judge has a greater unsupervised discretion, and also because those who appear before the juvenile court are more likely to suffer personality damage by reason of mistakes that might be made by the court. We think that a new appointee, whether lawyer, psychologist, or social worker, should ordinarily receive a specialized programme of training, covering such matters as the principles of personality development, the prevention and treatment of delinquent behaviour, juvenile court law and the rules of evidence, and the organization and administration of a juvenile court. So far as possible, such training should be given before a judge assumes his duties. We support the proposal that judges should be selected only from names recommended by an advisory group consisting of representatives of such fields as education, law, medicine, psychology, religion and social work. Public knowledge that highly qualified persons are appointed to the juvenile court bench should serve to enhance the status of both judge and court." (pg. 133-134)

Your Task Force endorses the guidelines of the Report of the Department of Justice Committee on Juvenile Delinquency for training and selection of Juvenile Court Judges, subject to the qualification that any advisory group or selection of judges be broadened to include representatives of voluntary community groups, business and labour. The Task Force therefore recommends:

1. That the Provincial Government appoint a representative advisory committee to assist in selection of judges

for the Family Division of the Provincial Court.

2. That specialized training be provided for judges of the Juvenile Court both prior to and after assuming court duties.

LEGAL AID SERVICES TO JUVENILES

We have not had time to explore thoroughly the adequacy of present legal aid services to juveniles, but it appears that the availability of defence counsel be made available to all juveniles facing an application for transfer to adult court. We think that the same principle might apply in cases where the crown prosecutor is seeking commitment of a child to the Superintendent of Child Welfare or a Children's Aid Society.

The Task Force recommends:

1. That in line with the current review of legal aid services in the Province, the government in consultation with the Legal Aid Society and the Law Society of British Columbia, give special attention to the development of appropriate legal aid services for children appearing in the juvenile court.

THE DEVELOPMENT OF CHILD AND YOUTH CARE RESOURCES FOR CHILDREN IN CONFLICT WITH THE LAW

Before indicating the broad dimensions of resources needed for the management and correction of delinquent children, we think it appropriate to stress the importance of developing effective mechanisms for planning and implementation. In line with our concept of regionalization in the development of services and facilities, there is a pressing need for the coordination of regional planning within an overall provincial plan. We see this taking place by means of ongoing communication between a central planning group based in Victoria and regional and local planning groups throughout the province. Closely tied to this concept is the notion of interdepartmental participation both at the central and regional levels. Also included is the importance of citizen input at each level.

When we visited Victoria we were impressed with a planning model now being implemented which embraces the above concepts. At the central level it features a *children's committee* for planning composed of cabinet ministers and senior civil servants from the Departments of Education, Rehabilitation, Health, and the Attorney-General. Serving the committee is a four member secretariat charged with monitoring child care resource needs throughout the province. The secretariat in turn is closely linked to parallel interdepartmental committees in each region. The latter in turn are charged with identifying regional resource needs in close conjunction with citizen groups.

At the central government level we were informed that the present planning model differs from the planning model of the previous government in two basic ways:

1. The previous model involved separate committees of civil servants and cabinet members. The present model amalgamates both groups in one committee. This should facilitate communication and speed policy decisions on funding.
2. The previous model made no provision for a permanent secretariat which under the present model should enhance communication between the regions and the central headquarters.

The Task Force endorses this model as a promising mechanism for resource development. The challenge will be to ensure adequate input of citizen effort at the regional and local levels. In this connection we suggest the importance

of each regional interdepartmental committee developing close linkages with existing community groups established to promote development of child care services and resources. An example of the latter is the Prince George Receiving Home Society which has developed a number of specialized group homes in the area and is now engaged in planning a reception and assessment centre.

It should also be stressed that the current planning mechanism will only succeed to the extent that there is a genuine commitment on the part of the provincial government to ensure funding for the needed programmes, services, and facilities.

In this connection it was drawn to our attention that many communities are experiencing difficulty in raising their 10% of funding required for development of local treatment resources under the Provincial Treatment Resources Act. We think in general that the role of local communities in the development of treatment resources should be one of identifying needed resources and preliminary planning. We think that the province should assume responsibility for funding of resources within an overall provincial-regional plan. We think this is reasonable in view of the fact that treatment resources for children are cost-shareable under federal welfare and health legislation.

The Task Force recommends:

1. That the province re-examine cost-sharing formulas for development of local treatment resources for children with a view to assuming a greater or total share of cost.

GENERAL RECOMMENDATIONS WITH RESPECT TO SPECIALIZED FACILITIES AND INSTITUTIONS

We would point out to begin with that we have not had sufficient time to do a comprehensive study of this subject. What follows, therefore, is a general guide to future planning in this area.

Security-treatment Residences

Almost all submissions to the Task Force have emphasized the need for secure treatment and containment facilities to deal with the severely disturbed, acting-out delinquent who is both dangerous to himself and the community. Research drawn to the attention of the Task Force has emphasized that what is needed is a series of small security treatment residences staffed by highly trained and skilled professionals and child care workers. The residences should be built to accommodate from four to eight persons undergoing treatment. Major emphasis should be placed on security being provided through the relationship and supervision skills of staff. Physical security should also be built in to each residence. Programme should involve both professional treatment and specially designed education and recreation features. We have been informed that there are approximately 25 - 30 children requiring this type of care in the province in any year.

The Task Force recommends:

1. That two security-treatment residences for disturbed, aggressive, anti-social juvenile offenders be developed immediately to serve the Lower Mainland area and that one residence be developed to serve the Victoria area.
2. That plans be developed on a regional basis for such further security treatment residences as may be required.
3. That the funding of such residences be seen exclusively as a provincial responsibility.
4. That pending the completion of such residences, temporary security quarters be utilized at Brannan Lake School and Willingdon School.

Co-educational Training Centres

The Task Force was impressed with the quality of training and leadership provided at Brannan Lake School which now accommodates approximately 100 boys. We were concerned, however, that many residents are placed there from distant parts of the province. This impedes family visiting, home leaves, and post release planning.

In our discussions with the Alberta authorities we were favourably impressed with the programme of the Youth Development Centre located five miles from Edmonton. This is a co-educational training facility with heavy emphasis on community involvement and temporary release for training, recreational and home visiting purposes. The Director of Brannan Lake School has indicated a readiness to develop a co-educational centre at Brannan Lake. We were informed that the use of the Edmonton Youth Development Centre for both boys and girls has led to a marked reduction in behavioural problems in that setting.

The Task Force recommends:

1. That Brannan Lake School be converted to a co-educational training centre to serve the Vancouver Island area.
2. That Willingdon School be converted to a co-educational training centre to serve the Lower Mainland area.
3. That immediate planning commence for the development of smaller co-educational centres in the other major regions of the province with local participation in planning.
4. That funding be exclusively a provincial responsibility.

Group Residential Facilities and Child Care Staff

The past few years has seen the development of large numbers of group home residences and specialized open treatment residences for teenagers committed by the courts. These are appropriate for children who are unsuitable for foster home care and who are not considered a danger to be at large. As in the case of training schools they require a dedicated and highly trained staff of child care workers. Also needed is regular consultation with professional child care specialists. The Task Force believes that there is a need for further development of open group residential facilities for children in this province.

The Task Force recommends:

1. That the Children's Committee of Cabinet, in close consultation with regional planning committees, plan for early expansion of the number of group home residences and specialized open treatment residences.
2. That the Provincial Government encourage community colleges and schools of social work to place greater emphasis on training specialists in residential child care.

Facilities for Mentally Ill Children

It has also been drawn to our attention that there are significant numbers of psychotic and mentally ill children that are referred from the courts to the Superintendent of Child Welfare and Children's Aid Societies. We are of the opinion that specialized institutional care for such children should be the responsibility of the Mental Health division of the Department of Health.

The Task Force recommends:

1. That the Children's Committee of Cabinet attach priority to the early development of specialized institutional care for psychotic and mentally ill children and that the Mental Health Division assume responsibility for developing needed services and facilities,

Provision for Increased Casework Services and Additional Foster Homes for Adolescents

It was drawn to our attention during discussions with senior child welfare officials at Victoria that more needs to be done in the way of outreach casework with children and families experiencing social adjustment problems. This is seen as having the potential of avoiding later anti-social behaviour. We were also impressed by the efforts of the Children's Aid Societies in the province to recruit significant number of foster parents to work with wayward teenagers.

The Task Force recommends:

1. That the Department of Rehabilitation and Social Improvement and Children's Aid Societies employ such additional staff as is necessary to provide adequate counselling and assistance to families and children prior to the onset of serious trouble.
2. That a major campaign be launched to persuade more citizens to become involved as foster parents in work with teenage youth who cannot be cared for in their own homes.

Reception and Assessment Centres

It was also suggested to the Task Force that there is a need for regionally based holding, reception, and diagnostic centres to facilitate on-going placement planning for children committed by the courts. An example of what is needed is the Joyce Centre operated by the Catholic Family and Children's Society and opened in Vancouver in 1970 to provide a residential, diagnostic assessment and treatment planning service for adolescents made wards under the province's revised legislation relating to juvenile offenders. This centre can accommodate three girls and nine boys for an average stay of six weeks. Secondary to the assessment planning programme is a short-term counselling focus intended to encourage children to participate in their own planning, and to develop social skills, and a beginning sense of responsibility. The entire programme stresses the "reality therapy" concepts of personal responsibility and consequences.

We understand that a similar centre has been developed by the Victoria Family and Children's Services and that plans are under way to establish such centres in the Prince George and Nanaimo areas. The Human Resources Centre at Victoria is also an example of a receiving, observation, and diagnostic centre for the temporary care and assessment of difficult to place wards.

The Task Force recommends:

1. That the government support regional and local planning committees in their efforts to develop small receiving, diagnostic, and observation centres for children requiring specialized assessment and treatment prior to placement in a child care resource.
2. That special priority be given to increasing the number of such facilities in the lower mainland and greater Victoria areas.

Probation Resources

The B.C. Probation service has experienced considerable success with the development of such resources as attendance centres, weekend training centres, probation hostels, and specialized weekend and summer training camps. We are of the opinion that such resources should be further developed so as to be available in each region of the province. We also consider that they should be utilized to serve the needs of those children committed to wardship as well as those on juvenile probation.

The Task Force recommends:

1. That the Provincial Government provide the necessary funding to permit the continued expansion of attendance centres, weekend training centres, probation hostels, and specialized weekend and summer training camps.

2. That such resources be utilized to serve as appropriate both probationers and children committed to wardship.

The foregoing is admittedly a sketchy blue-print for the development of needed resources for children in conflict with the law. In essence we are calling for the development of a full spectrum of services and facilities in each region of this province. This entails, wherever possible, the supervision, treatment and training of each child in his own community or within reasonable travelling distance thereof. It also involves a major emphasis on local initiative in monitoring resource needs and planning for their development. Finally it requires the fullest support of the provincial government in encouraging overall planning and providing needed funding.

FAMILY COURT COMMITTEES

The Provincial Court Act requires each municipality to appoint a Family Court Committee each year to include persons with experience in education, health, probation, or welfare. The committees are charged with examining community resources for family and children's work with a view to making recommendations for resource development. The committees are also asked to assist the court in providing specific resources in cases referred to them.

With some notable exceptions, it was the impression of the Task Force that Family Court Committees are not functioning effectively at the present time. Indeed in many municipalities they are not functioning at all. When they are appointed, their activities are often of limited value in the development of needed resources. Much seems to depend on the quality and motivation of persons appointed as well as the priority attached to this volunteer work by municipal councils. It was also drawn to our attention that committees tend to be more vigorous and effective where their membership includes a representation of the municipal council.

The Task Force was informed that Family Court committees are presently not provided with professional staffing assistance to guide them in their work. We think this is a major defect in the present structure.

We think that there is a role for family court committees but that this should be seen as fitting in with the work of regional children's committees now in process of establishment.

The Task Force recommends:

1. That the work of municipal Family Court committees be either merged or closely coordinated with the development of local and regional children's committees.
2. That where Family Court Committees are established they be provided with the staffing assistance of a probation officer attached to the local Family Division Court.

DIVERSION OF CHILDREN FROM PROSECUTION IN JUVENILE COURT

We dealt earlier with the diversion of juvenile offenders from court prosecution by means of police caution and out-of-court settlements or arrangements. We now turn to diversion based either on the age of the child or the more appropriate use of other legislation.

At the present time it is legally possible for children as young as seven years to be prosecuted in the juvenile court.

This has long been recognized as a shortcoming in the present Juvenile Delinquents Act. In response to this situation the Province of Alberta amended its Child Welfare Act in 1970 to provide that no child under the age of 12 be charged with being a juvenile delinquent without the consent of a Judge of the Juvenile Court (Section 75).

This subject was dealt with at length in 1968 in the British White Paper "Children in Trouble" and the following year the English Children and Young Persons Act was amended to forbid prosecution of children in Juvenile Court under the age of 14 years, with the sole exception of those charged with homicide. We note also that the Canadian CELDIC Report of 1970 recommended 14 years as the minimum age for prosecution of a child in Juvenile Court. We are in agreement with this recommendation although we think that flexibility should be provided for prosecution of children below this age in special circumstances.

The Task Force recommends:

1. That the Provincial Court Act be amended to provide that no child under the age of 14 years be prosecuted in Juvenile Court without the consent of a judge who has had the benefit of a pre-court enquiry by a Probation Officer.

2. That the Protection of Children Act be amended to provide that a child offender under the age of 14 years be dealt with under that legislation as a child in need of care of protection.

We also think that there are many children currently prosecuted in Juvenile Court over the age of 14 years who could more effectively and properly be dealt with as children in need of care and protection. We think this should involve screening which should normally be done prior to the laying of an information and complaint. However, we also think that a judge should have the power to refer the case after a charge has been laid in order that it can be dealt with under child protection legislation. Undoubtedly this type of screening is already being followed informally in many juvenile courts at the present time. We consider it important however, that there be specific legislative authorization for such screening.

The Task Force therefore recommends:

1. That the Provincial Court Act be amended to permit in appropriate cases:

a) a Police Officer or Probation Officer who is considering a charge of delinquency against a child, to instead refer the case to the appropriate child welfare authority for action under the Protection of Children Act.

b) a Judge of the Juvenile Court, where a charge of delinquency has been laid, to stay proceedings and refer the case to the appropriate child welfare authority for action under the Protection of Children Act.

COMMENTS ON THE MAJOR DISPOSITIONS AVAILABLE TO THE JUVENILE COURT JUDGE AT TIME OF SENTENCE

The dispositions available to a judge of the Juvenile Court at the time of sentencing are set forth in Section 20(1) of the Juvenile Delinquents Act. The principal dispositions available to judges in British Columbia are as follows:

1. *The judge may suspend disposition or adjourn the disposition for any definite or indefinite period.*
2. *The judge may impose a fine up to \$25.00.* Most specialists in the corrections field regard the present upper limit for a fine as too low to be effective as a

deterrent in the case of many young people today. The Task Force recommends:

That representation be made to the federal authorities currently studying a revision of the Juvenile Delinquents Act asking that the current upper limit for imposition of a fine in Juvenile Court be raised from \$25.00 to \$100.00.

3. *The judge may order that the child be placed on probation under the supervision of a probation officer.*

Probation is by far the most frequently used disposition in the Juvenile Court. Over the years it has been proven to be a correctional technique which is effective, reasonably inexpensive and adaptable to the correctional needs of the majority of juvenile offenders. It enables the juvenile to be supervised and counselled in his own home. It also enables the Probation Officer to work with the child's family. Where appropriate a probation order can be used to require special supervised activities on behalf of the probationer such as community service, taking part in the programme of an attendance centre, and participating in weekend and summer camp programmes.

The B.C. Probation service is to be commended for its consistent efforts to expand the availability of probation through increasing the staff of probation officers in various sections of the province. This has made possible the effective supervision of increasing numbers of youthful offenders while avoiding committals to institutional care. We note also that increasing attention has been given in recent years to the recruitment of volunteers to assist probation officers. We consider this a valuable correctional resource and urge that more efforts be made to expand volunteer services.

In recent years probation officers have become active in various forms of community work designed to prevent and reduce juvenile delinquency. Your Task Force anticipates that these new roles will place added strain on manpower resources. In recognition of this and also bearing in mind the increased numbers of juveniles being dealt with in Juvenile Court, the Task Force recommends:

That funds be made available to permit the employment of additional probation officers to work with juvenile offenders, to engage in related work designed to prevent and reduce crime, and to supervise the work of probation volunteers.

4. *The judge may commit the child to the care of the Superintendent of Child Welfare or a Children's Aid Society.*

It should be noted that prior to June, 1969, a judge also had the power to commit a child found delinquent to a training school. As a result of the repeal of the Training Schools Act in 1969 and concurrent amendments to the Protection of Children Act, Brannan Lake School and Willingdon School became child care resources available for the supervision, training and treatment of all children in the care of the Superintendent of Child Welfare or a Children's Aid Society. This represented a major change in government policy having the effect of ending direct judicial commitment to specific institutions and replacing it with child placement decision-making by the Superintendent or a Children's Aid Society within a spectrum of child care resources. This led to a rapid increase in judicial commitments to child welfare authorities under the Juvenile Delinquents Act. This is indicated by a jump in commitments from 174 in 1968 to 943 in 1970. With the lowering of the Juvenile age, total commitments had levelled off to 574 in 1972. At the same time, Brannan Lake School, which had received 473 children by direct judicial committal in 1958, received under the new policy 314 children in 1970

and 208 children in 1972. This had the effect of alleviating overcrowding in that setting and permitting greater emphasis on training and treatment within a longer training period (approximately 6 months at present).

The change in policy also led to a greater emphasis on the care and supervision of delinquent children in child care resources located in their home communities. Large numbers of foster parents were recruited to work with adolescent children. Group residences with various degrees of professional back-up were developed either directly by child welfare staff or through contracts with specialized treatment agencies. In addition, in Vancouver and Victoria, and elsewhere, a start was made on developing assessment centres for children committed by the Juvenile Court.

The foregoing are generally positive indicators. We will now attempt to summarize some of the problems that have developed.

1. Most of the children committed to the care of the Superintendent or a Children's Aid Society under the Juvenile Delinquents Act have previously been on probation. The present practice seems generally to be one of terminating the probation order at the time of committal. This means that the ongoing and potentially constructive relationship between the probation officer and child is severed. It also means that the probation officer does not participate in decision-making with respect to the type of child care resource in which the child is placed. The present practice has contributed significantly to development of professional tension, if not animosity, between probation officers and social workers. This has implications for the reorganization of juvenile corrections services which will be dealt with later in this report. For the present it can be noted that there is an obvious need for greater integration of services to children in conflict with the law.

2. The development of child care resources has not kept pace with demand with the result that children continue to be raised to adult court. There is a pressing need for more group residences staffed by mature and highly skilled child care workers. There is a total absence of small secure treatment facilities for dangerous, acting-out teenagers. There is need for additional services and facilities for the psychotic and psychiatrically disturbed youth. There are no training schools comparable to Brannan Lake to serve the lower mainland, central and northern regions of the province. In short, at the present time we do not have an adequate spectrum of child and youth care resources to serve large numbers of children needing them.

3. The present sentencing disposition of commitment to the Superintendent of Child Welfare or a Children's Aid Society is lacking both in legal safeguards to the child and protection to the community. In contrast to provisions applicable to neglected children under the Protection of Children Act, which confine the initial commitment to a temporary order of one year's duration and require court consent for extensions beyond that period, commitments of children under the Juvenile Delinquents Act are for a non-reviewable indefinite period. Moreover, once a child has been committed, he may be returned to his own home at any time on notification to the parents. Concern has been expressed to the Task Force concerning this procedure by police, probation officers, social workers, and judges. We think it should be changed.

The Task Force therefore recommends:
That the Protection of Children Act be amended to make provision for the following safeguards and controls with respect to children committed to the care of the Super-

intendent or a Children's Aid Society under the Juvenile Delinquents Act.

a) That no child be committed to the Superintendent or a Children's Aid Society in the absence of a pre-sentence report.

b) That where possible the child so committed be placed in a foster home, group residence, specialized treatment resource, or training facility located within the geographic region where he resides.

c) That the initial commitment be for a period not to exceed six months and that the child welfare authorities, if they deem an extension desirable in the interests of the child or community, be required to obtain approval from a judge of the Family Division, Provincial Court, for such extension.

d) That extension of the commitment period beyond the time of the first commitment be for periods of 12 months.

e) That the child and his parents be afforded the opportunity to be present in court to contest any application for extension of a commitment order.

f) That where the child welfare authorities deem it in the best interests of the child and the community to return a child to his parents during the currency of a commitment order, this be done with the consent of a judge of the Family Division, Provincial Court.

4. *The judge may impose on the child "such further or other conditions as may be deemed advisable."*

Although this power is stated in rather sweeping and vague language, in practice it has been interpreted to permit judges to order a juvenile offender to make restitution or to compensate the victim of his offence for injury or financial loss. It also permits the judge to order the juvenile to undertake some form of constructive community service.

The Task Force is of the opinion that there is a need to expand the scope of community-based sentencing alternatives for juveniles. One way of doing this would be to provide greater opportunities for juveniles to redress the wrongs they have done, thereby enabling them to demonstrate a readiness to assume responsibility for their behaviour.

In recent years there has been increasing concern that our society is failing to meet some of the basic human needs of children. It has been suggested that in all our haste to provide for and protect children, we tend to isolate them, to deny them real involvement, useful roles, or genuine responsibilities. Growing alienation, withdrawal and search for "kicks," or drift to delinquency are seen as the results, *not by choice but by the default of adults.* (Bronfenbrenner, 1972). In the words of the Report to the President, White House Conference on Children (1970):

"Our children are not entrusted with any real responsibilities in their family, neighbourhood, or community. Little that they do really matters. When they do participate, it is in some inconsequential undertaking. They are given duties rather than responsibilities; that is, the ends and means have been determined by someone else, and their job is to fulfill an assignment involving little judgment, decision-making, or risk. The latter remain within the purview of supervising adults. Although this policy is deemed to serve the interest of the children themselves by protecting them from burdens beyond their years, there is reason to believe that it has been carried too far in contemporary American society and has contributed to the alienation and alleged incapacity of young people to deal constructively with personal and social problems. The evidence indicates that children acquire the capacity to cope with difficult situations

when they have been given opportunity to take on consequential responsibilities in relation to others, and are held accountable for them."

Some of the criticism of the juvenile court, now frequently heard, stem from similar concerns. The child offender is said to need not only appropriate protection, understanding, and assistance but also to receive clear messages, to meet appropriate demands or responsibilities, and experience reasonable and suitable but definite consequences for his behaviour. The present limited alternatives available to the court are considered useful but insufficient in meeting these several needs. Worse, probation officers point out that small fines or probation, especially when repeated, are frequently seen as weakness in the eyes of the very delinquents most in need of more adequate and responsible measures.

Accordingly, there has been some development of several alternative or additional procedures, designed at once to strengthen the influence of the court, improve the control of probation in appropriate cases, and provide the juvenile offender with a constructive and therapeutic experience. Further, it has been pointed out that probation is sometimes imposed when it is not in fact necessary for want of a suitable alternative. These procedures may therefore hold promise as both a more effective response and more efficient use of probation.

Community Service

The basic idea here is to require juvenile offenders to participate for a determined number of hours in unpaid community service or charitable projects. A survey of developments to date in British Columbia reveals that such efforts are by no means recent. For many years individual probation officers or family court judges have arranged for juveniles to wash police cars, work at fire halls, clean up parks or beaches, plant trees, repair playgrounds, and so on. For the most part these limited efforts have been successful, with a positive response from parents, police, community officials and the offenders themselves. Community service thus enjoys, in principle, wide appeal.

Community service has remained, however, very much an exceptional procedure. The chief problem cited was the lack of staff necessary to invest the considerable time required to organize and supervise suitable projects, usually requiring the cooperation of several individuals or agencies. In some instances unions have resisted for fear that jobs or standards would be jeopardized, but in other instances unions have cooperated fully, and it is felt that this will be the case provided proper assurances are given. In some places municipal resistance, either because of anticipated union reaction or because of the need for insurance coverage, has been encountered. The insurance problem is now considered solved by the provision of Order-in-Council (#2635) passed July 6, 1972, which specifically included offenders working on community projects under the Workmen's Compensation Act.

It is considered that community service has not received the priority it deserves, and a broad programme of development is envisaged. It is anticipated that, for the most part, juvenile offenders would participate, either singly or in small groups, in volunteer charitable or social service projects, with adults or non-delinquent youths; e.g., services to the blind or elderly, clean-up and simple construction work on recreational facilities, anti-pollution programmes, et cetera. Participation of offenders in ongoing government projects, with cooperation of unions or other groups, is not excluded, however. Meaningful or appealing tasks which are

part of a definable and limited project are considered most suitable. Care would be taken to protect the anonymity of the offender in order to avoid humiliation. In any event, it is assumed that the consent of the offender would be required concerning community service arrangements and that he would be able to return to court at any time.

The Probation Service is considered the most appropriate agency to initiate and coordinate an expanded program, but the use of other staff or volunteers in administration and supervision is anticipated.

The Task Force therefore recommends:

1. That development of a broad community-service programme for juvenile offenders be given high priority;
2. That the Probation Service take the initiative in promoting community-service alternatives for juveniles and that sufficient staff be provided;
3. That development be planned and coordinated through regional and local planning committees.

Restitution and Compensation

In the time available for this report, it was not possible to obtain satisfactory data on the use of these two forms of reparation to the victim. On an average it is estimated that either compensation or restitution is ordered in less than 10% of the cases heard. There appears, however, to be wide variation between courts. Thus, the Vancouver City Probation Service advises that for many years an attempt to arrange some form of reparation has been made in well over 50% of the cases, with care to try to ensure that it is the juvenile offender and not the parent, who ultimately repays. A Nanaimo judge reports that in some 25% of the cases, whenever property damage or theft of money occurs, he orders compensation, sometimes involving fairly large amounts payable over a lengthy period of probation. A separate ledger to keep account is maintained by the court.

In most juvenile courts, however, such orders seem relatively rare, and the impression is gained that much of the variation is due to different policies of judges or to the attitude of probation officers and police.

For similar reasons to those outlined previously concerning community-service, it is considered important for the rehabilitation of juvenile offenders that reasonable reparation, in whole or in part, appropriate to the circumstances of the offender, be ordered whenever feasible. Where the victim has made successful claim upon an insurance company or under the Criminal Injuries Compensation Act, it would appear proper that the reparation should go toward repayment to such agencies.

The Task Force therefore recommends:

1. That the reasons for the present variation in the use of compensation be investigated;
2. That the Attorney-General initiate discussions with judges of the Family Division (Provincial Court) with a view to facilitating the expanded use of restitution and compensation as sentencing dispositions in the Juvenile Court.

Victim-Service

This may be defined as some form of service or labour by the offender for the victim. It is thus a form of reparation but has the virtue of being available to indigent or dependent offenders.

A brief survey of the use of victim-service for juveniles at present in the province showed numerous scattered instances. Thus it has been a policy of the Marpole Probation Hostel to require the juvenile to apologize to the victim of theft or other offence and offer service to compensate. Juvenile

shoplifters in Surrey have been required to apologize and offer to purchase the goods, while at Dawson Creek shoplifters have been required to wash windows.

While victim-service has unique potential, several factors have tended to limit its applicability: it is not appropriate for certain offences (e.g., drug offences); the victim may respond very negatively depending upon the type of offence, type of loss, fear of further offences, or his general attitude toward offenders. Further, the victim may not have suitable or sufficient tasks available or simply may not want to be bothered, particularly if insurance covers the loss. Finally there is a danger of undue stigmatization of the juvenile and his family unless strict care is taken to avoid this.

In general, probation officers consider it essential that the victim's response is known before any contact between victim and offender occurs, and that if done properly the emotional potential is not a problem but the very component needed to bring meaning to the experience. As to type of offence, repairable damage due to vandalism is considered "a natural" for victim-service. Thus, a group of juveniles in Coquitlam was required to wash all cars in a large auto sales lot, with very successful results. Further, where the victim is a business firm or the government, suitable simple tasks are more likely to be available and attitudes more dispassionate.

Despite its problems, victim-service is considered to have a definite, if limited, place in developing a more humane less bureaucratized and anonymous response to juvenile offenders. The Task Force therefore recommends:

1. That the use of victim-service for juveniles in appropriate cases be expanded.

Attendance Centres

The several virtues of attendance centres in the treatment of delinquency have long been recognized. In England by

1970, some 60 "junior" centres had been established. The offender is required to report and attend for a specified number of hours of the day or week, usually as a condition of probation. This provides an opportunity both to control the juveniles' activities during those "blocks of time" in which he tends to break the law and to assist him by various training, work or counselling programmes. Further, attendance may be ordered in combination with other requirements, e.g., probation reporting, community or victim-service, et cetera.

Attendance has been used not only to assist juveniles but also their parents. A centre for the education and assistance of parents of children before the juvenile court in Honolulu was established on a "voluntary" basis about 1960. There was considerable initial resistance from the parents, but this soon turned to positive acceptance and there was a sharp drop in further delinquency of the children concerned.

There has been, however, very limited development of such centres in British Columbia in any formal or systematic way. The Victoria Youth Attendance Centre appears the only major development to date. Planning was started in 1968, with the intent of providing for those juvenile probationers unable or unwilling to use conventional recreational resources in the community. The Centre is staffed by a supervisor and three youth workers, each of whom has a group of nine or ten juveniles under supervision. The programme gradually deepened from a "baby-sitting" function to a broad programme involving group counselling, group responsibility for the progress of individual boys, and vigorous outdoor activity, swimming, survival training, mountain-climbing, hiking, et cetera. Several community agencies have contributed equipment, instruction, et cetera, for some of the activities. Although evaluative research has not been conducted to date, the programme is considered a marked success.

SECTION 4

Special Offenders Categories

A. DRUG ADDICTS

Scope of the Problem

In British Columbia, a province which has long been faced with problems relating to drug taking, there are no reliable statistics on the extent and development of the phenomenon. The B.C. Research Council Report of September 1972 for the Advisory Council on drugs, alcohol and tobacco, indicated that the problem was more serious in British Columbia than anywhere else in Canada, with more than one half of Canada's drug addicts living in British Columbia. The report estimated that there were 10,000 heroin addicts in British Columbia with the users of other drugs being several times that number. The drug abuse problem is heavily concentrated in the Lower Mainland area, but it is spreading province wide with a lowering of age groups. (See maps for Heroin Addicts.) The Narcotic Addiction Foundation reported that 65% of their cases are between the ages of 16 and 23 years of age.

The B.C. Research Council Report also indicated that less than 10% of heroin addicts receive treatment of any kind. The report also confirmed the information given to the Task Force by police agencies, that the cost to the Province and the people of British Columbia of the drug problem is in excess of \$100,000,000 annually.

It was determined by the Task Force that the cost of a cap of heroin runs from \$15 to \$20 and that addicts are using numerous caps per day, some reported cases being as high as 32 caps per day. It was confirmed by the R.C.M.P. that the price of drugs has remained high but that the quality of the drug has deteriorated considerably, forcing the addicts to use more caps per day as their tolerance to the drug increases. Considering the fact that the addict receives only a small percentage of the value of goods stolen to support a habit, it would appear that the average addict would be stealing anywhere between \$150 and \$300 per day to support his habit. Other methods resorted to are, prostitution on the part of females, organizing a group of prostitutes on the part of a male user, and street-level trafficking.

Current information from agencies involved with addicts, and from the police would indicate that the use of soft drugs has tended to stabilize, but that the use of heroin is increasing dramatically. Considering the addictive nature of this drug and the tolerance levels produced, it soon results in users turning to trafficking to support the habit and thereby contaminating other potential users. It is not surprising that the number of users is increasing at a rapid rate. Information received from the Director of the Non-Medical Use of Drugs in January 1973 indicates that the total number of street or criminal addicts known to that agency in 1969 numbered 2,449 and by 1971 had increased to 4,112. This meant that by 1972 the number of street or criminal addicts had increased 100% over the total known in 1969.

Data on the increased use of drugs by offenders who come into custody is illustrated by Figures 1 and 2 on pages 4-7 and 4-8. These figures also indicate an almost 100% increase in habitual drug use over the past three years.

For the female offender group coming into custody a greater drug use is also indicated with a 33% increase in those classified as habitual drug users for the fiscal year 1971/72. At the time of the Task Force visit to the Women's Unit it was estimated that 50% of the population in custody were drug addicts.

Although no evidence was presented during our inquiry as to a definitive relationship between the use of soft drugs

and progression into heroin, all agencies did confirm that there was a marked increase in the use of heroin.

The Task Force was particularly concerned with the information provided by the parents of young heroin addicts. Indications were that for those that ended up as heroin users there was a very definite progression from glue-sniffing and soft drugs into the heroin use level. This progression appeared to take place over a two year period, with many starting with glue-sniffing as a more definitive route to later heroin use.

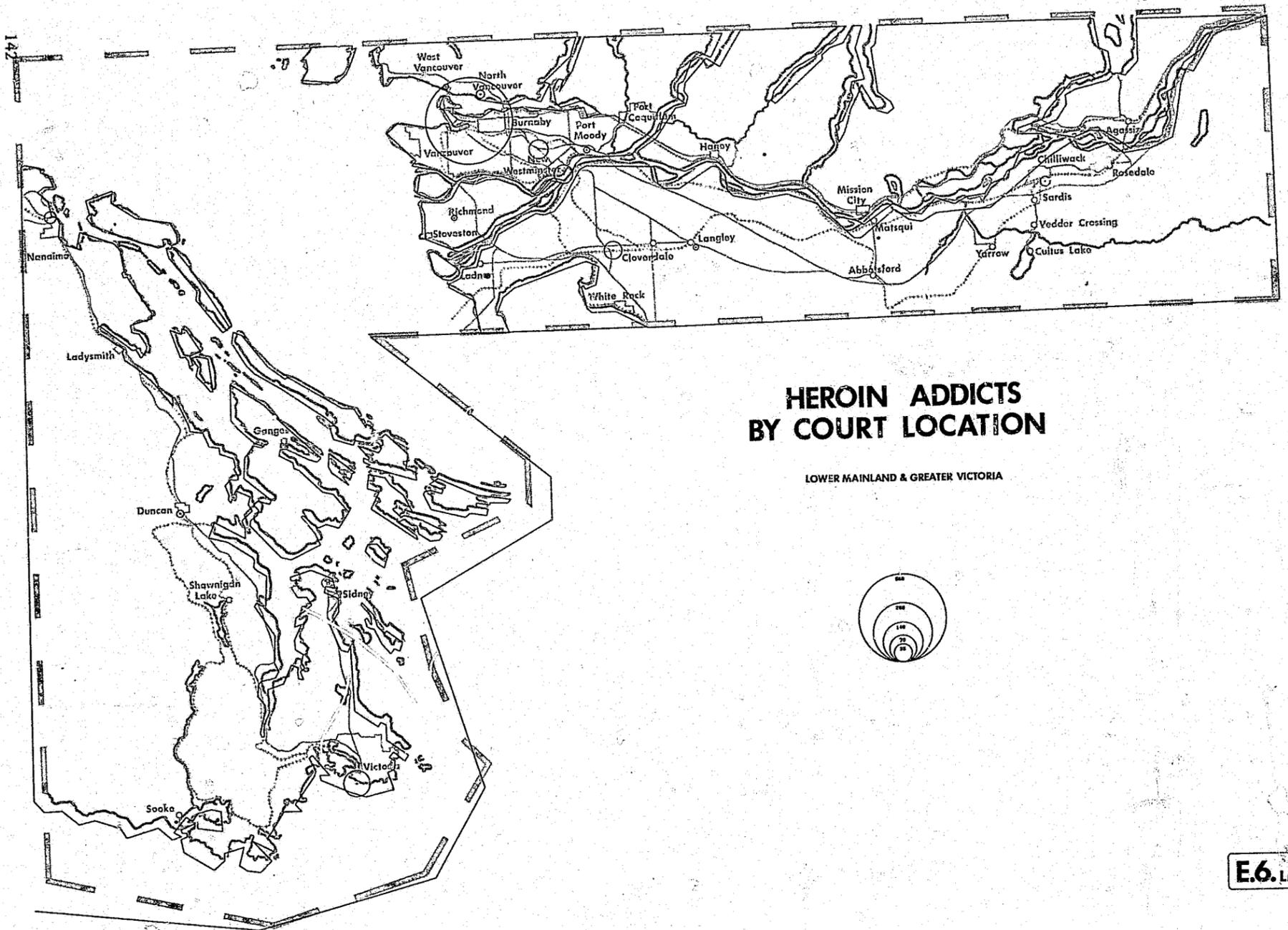
It should be noted that a marked change has occurred over the past 20 years in the nature of the drug addict population. As was indicated by Dr. G.H. Stevenson's early study in the 1950's on the heroin addict population, the majority of them were criminals first, and then progressed into heroin use. At that time one had to be well known in the criminal underworld in order to gain access to heroin. The situation has changed dramatically in that now the majority of drug users appear to come from a non-delinquent background, but progress to a delinquent or criminal level by virtue of the necessity to support a rapidly escalating and costly heroin habit. It is estimated that less than 10% of heroin users can support their habit without resorting to criminal activity of one form or another. This has presented a particularly acute problem to law enforcement agencies. The rapid and continuous increase in crime in British Columbia, especially property crimes, is due, according to the need of the addict population to support their habit by stolen goods. This has resulted in a major burden being placed on law enforcement agencies in their attempts to control crime in the Province.

Apart from the victimization of legitimate citizens by addicts in order to support their habit, the most tragic aspect appears to be the number of deaths of addicts, and the anguish created within the addict's family. In 1972 there were 65 deaths involving drugs alone, and 124 deaths involving drugs and alcohol in combination. We were all most concerned with the level of anguish on the part of parents who found themselves bewildered and completely demoralized in their attempts to help their children who were using drugs. Some remarked that they prayed that the police would pick up their child in order to prevent him from distributing drugs to other young people.

The Task Force was very concerned with the degree of exposure of young people to drugs. Adolescent youth are naturally at a very vulnerable age, and by virtue of the amount of drugs being sold in and around school areas, they are all being exposed to the drug use cult. It would appear that this has now spread throughout the entire Province.

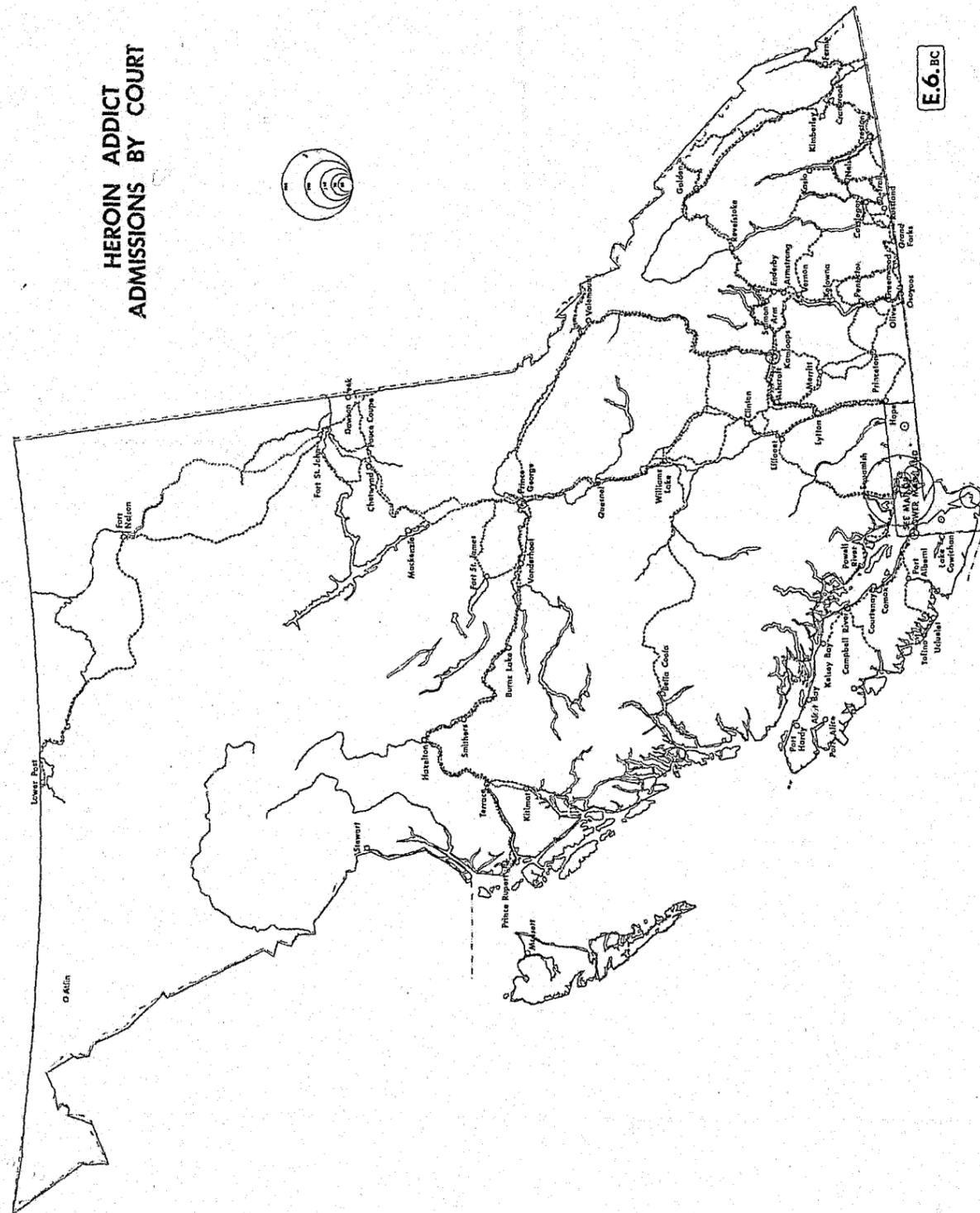
A new aspect of the drug problem that has been created by attempts to cope with heroin is the group of methadone addicts. Prior to the restrictions placed by Federal legislation on methadone, private doctors were reported as prescribing excessively high amounts. One case reported by the Narcotic Addiction Foundation, of a doctor prescribing for 57 youths on methadone, illustrates the scope of this new problem.

The Foundation, which utilizes methadone in a treatment programme, emphasizes that it is not the answer for heroin, and that its methadone clinics are now coping with the methadone addiction problem generated by the doctors' loose prescription of methadone. They emphasize that few heroin users have been attracted to the methadone clinics. They also note that very few have been able to successfully withdraw from the methadone habit. A number of addicts have also claimed that it is harder to "kick" the methadone habit than the heroin one. The Foundation emphasizes the



E.6.LM

HEROIN ADDICT ADMISSIONS BY COURT



E.6.BC

E.6 HEROIN ADDICT ADMISSIONS BY COURT LOCATION

Offenders whose primary drug use is heroin admitted into the Corrections Service (institutions or probation) by the referring court for the period April 1 to December 31, 1972.

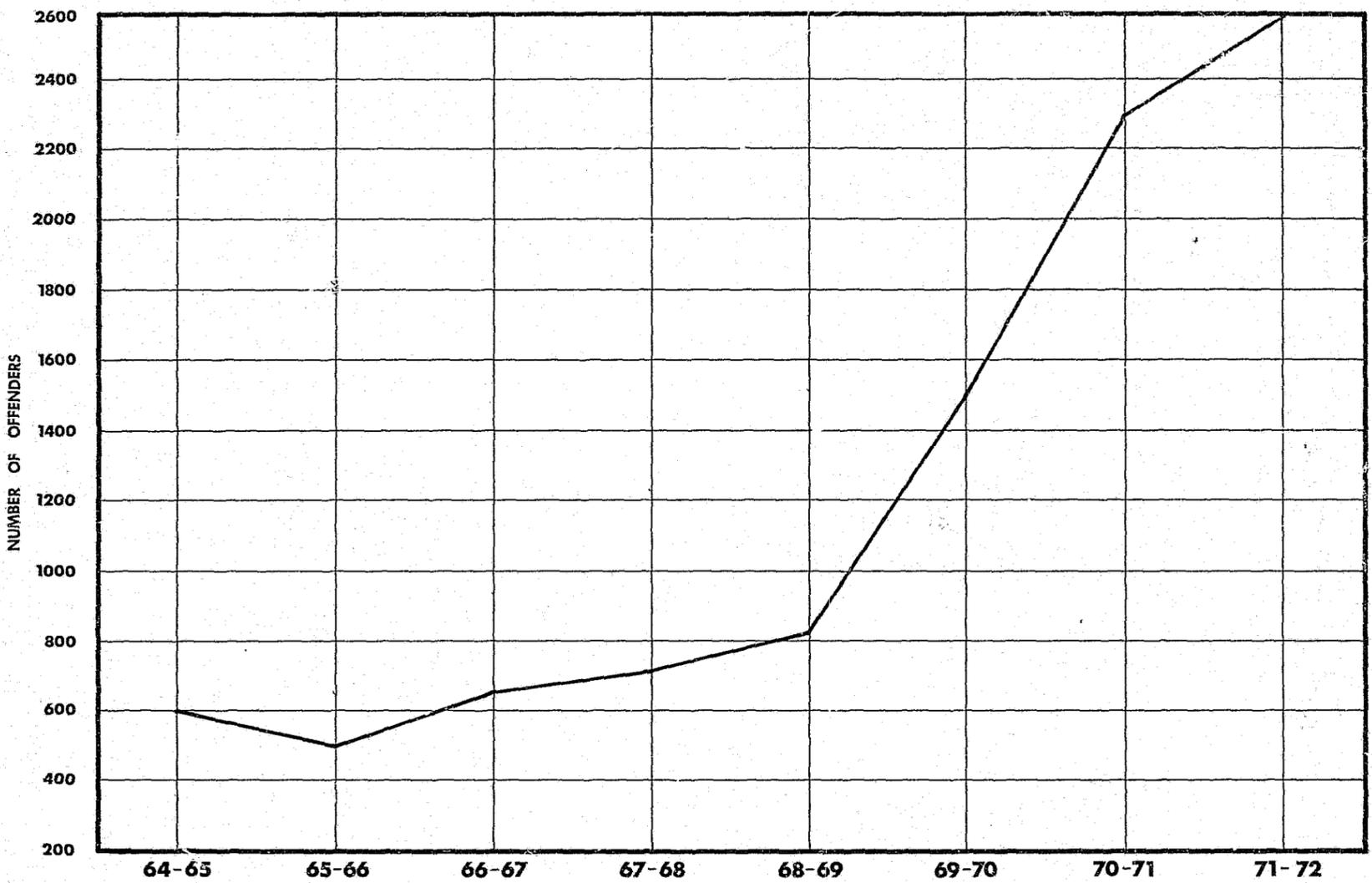
CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0103	GIBSONS LANDING	1	0329	KIMBERLEY	1	0509	DAWSON CREEK	1
0107	POWELL RIVER	2	0333	LYTTON	1	0514	FORT ST. JOHN	1
0109	SQUAMISH	1	0341	NELSON	3	0520	KITIMAT	4
0204	CHILLIWACK	12	0347	PENTICTON	2	0530	PRINCE GEORGE RCC	17
0208	HOPE	3	0348	PRINCETON	2	0531	PRINCE RUPERT	7
0211	MATSQUI	1	0350	REVELSTOKE	1	0533	QUESNEL	4
0217	WHITE ROCK	1	0354	SALMON ARM	4	0539	TERRACE	1
0302	ASHCROFT	2	0366	TRAIL	5	0544	WILLIAMS LAKE	2
0308	CASTLEGAR	3	0368	VERNON	2	1101	BURNABY	39
0310	CHASE	2	0403	CAMPBELL RIVER	7	1102	COQUITLAM	5
0312	CLEARWATER	1	0407	COURTENAY	2	1103	DELTA	3
0313	CRANBROOK	1	0409	DUNCAN	7	1105	LANGLEY	4
0317	FERNIE	1	0411	GOLD RIVER	1	1106	MAPLE RIDGE	1
0320	GOLDEN	4	0416	NANAIMO	17	1107	NEW WESTMINSTER	37
0324	INVERMERE	1	0418	PARKSVILLE	2	1108	NORTH VANCOUVER	9
0325	KAMLOOPS	33	0419	PORT ALBERNI	4	1109	RICHMOND	4
0327	KELOWNA	3	0428	SOOKE	1	1110	SURREY	34
0328	KEREMEOS	1	0502	ALEXIS CREEK	1	1111	VANOUVER	556
						1112	WEST VANCOUVER	4
						1208	VICTORIA	68

01	SUNSHINE COAST/SQUAMISH	4
02	LOWER MAINLAND	17
11	GREATER VANCOUVER	696
04	VANCOUVER ISLAND	41
12	GREATER VICTORIA	68
03	OKANAGAN/KOOTENAY	73
05	NORTHERN B.C.	38
TOTAL		937

COMMENTS:

- 8.9% of admissions into B.C. Corrections were noted as primary heroin users.
- The Greater Vancouver area showed the greatest number, 74.3%, of total recorded users. (Map E.6)
- In the City of Vancouver, 20.7% of admissions were primary heroin users. New Westminister noted 15.5%, Burnaby 9.9%, and Surrey 8.6%. Other centers were as follows: Victoria 7.7%, Kamloops 8.3%, and Prince George 4.1%.

DRUG USE by MALE OFFENDERS BRITISH COLUMBIA 1964-1972



DRUG USE BY MALE OFFENDERS

CORRECTIONAL CENTRE	1969 - 1970		1970 - 1971		1971 - 1972	
	INFREQUENT	HABITUAL	INFREQUENT	HABITUAL	INFREQUENT	HABITUAL
LOWER MAINLAND	38	1098	69	1615	2	1999
VANCOUVER ISLAND	44	178	11	321	15	258
KAMLOOPS	0	103	124	54	136	55
PRINCE GEORGE	44	18	107	32	108	49
SUB-TOTALS	126	1397	311	2022	261	2361
TOTAL	1523		2333		2722	

dangers of using methadone, which they describe as being two and one half times as powerful a drug as morphine. They also indicate that England is changing from the heroin maintenance programme, and switching over to methadone, as an addict cannot be maintained on a fixed level with heroin due to the rapid increase of body tolerance to the drug. They continue to emphasize the aspect of contagion of drug use as a major problem, now in England as well as in British Columbia.

Treatment

The Narcotic Addiction Foundation operates the major treatment programme for addicts in British Columbia and has offices and clinics in Vancouver, Victoria, Nanaimo, Coquitlam, Trail and Prince George. As of January 1973 they had 500 heroin users under treatment throughout the Province. Their emphasis is that drug maintenance is not a logical answer to drug use, which they regard as a symptom of a behaviour problem.

Their capacity for successful treatment is extremely restricted due to the limited facilities and staff that are now available. In terms of their methadone maintenance programme it was reported that as soon as the addict is given control of his medication under a maintenance programme he usually fails. They emphasize the need for continuing urinalysis which is tightly controlled and very well supervised, and strong controls being set on the use of methadone. They regard this as a last ditch treatment for the hopeless cases of hard-core heroin addicts. It is recognized, however, that this is simply substituting one chemical of addiction for another, and provides nothing in the way of allowing for maturation or behaviour change to occur.

The B.C. Research Council Report commented further in terms of additional facilities, available in British Columbia as follows:

"Two other well known agencies, which however, carry only a small fraction of the treatment load are X-Kalay (total abstinence through communal support-care group) and Batley Training Centre (individual therapy programmes, with some methadone).

"Teen Challenge" is a very small programme offering re-motivation through Christian principles. Various individuals, physicians and welfare agencies attempt to cope with isolated parts of the problem, more or less on a supportive, emergency basis."

Education programmes are improving in quality and number. The use of professional educators as resource people for teachers, social workers, nurses, etc. is a promising development.

Research programmes are extremely limited. Almost no clinical research is being done, and only the Narcotic Addiction Foundation has a few professional people whose prime responsibility is research.

None of the programmes has adequate means of tabulating their results. No best approach to treatment can be expected to emerge, since the problems and the people affected are so diverse.

There is an overall lack of consistent cooperation between the various programmes. They scramble for funding from a variety of sources, and are too small to reach more than a fraction of those who could use help, this fraction being estimated at 10% of the addict population.

During discussion of the use of drug maintenance programmes, whether they be heroin or methadone, several problems emerged which seriously limit the effectiveness of these approaches. The basic problem would appear to be the personality characteristic of the addict in that his primary

need is for a "high". He is generally not interested in maintaining a level, but is rather searching for an intoxicated state of euphoria. When this is combined with the increasing body tolerance for the drug the maintenance dose level becomes less and less effective in providing the necessary state of euphoria, and the addict soon turns to the black market to achieve his necessary drug level. Any maintenance programme, therefore, represents a built-in failure, unless one continues to increase the amount of drug given over a period of time, which then has the effect of preventing opportunities for maturation and significant behaviour modification.

In relation to the so called problems of withdrawal from drug use and the argument for the use of methadone during this period, the Task Force was impressed by the withdrawal programme at the Prince George Regional Correctional Centre. Here the addicts are not given methadone during withdrawal and they are informed of that upon admission. They use aspirins or mild tranquilizers, and do not expect anything beyond that. The results have been excellent at this centre, with no serious physical or mental conditions resulting, due to this type of withdrawal without supportive drugs. This leads to questioning as to the degree to which these symptoms of withdrawal are related to opportunities for receiving maintenance dosage of drugs.

Japan's Approach

The Task Force was informed of the apparent success of the programme for control of heroin addiction in Japan. Following this, arrangements were made through the Japanese Consulate in Vancouver to obtain reports from Japan on the operation and performance of their narcotic control and drug abuse programme. In addition, a Research Assistant was able to contact the head of their Narcotic Division who was visiting in Seattle with the Bureau of Narcotic Drugs.

In 1961 and 1962 the number of addicts in Japan was estimated at 40,000. They were mostly people in their 20's or 30's and curiosity, temptation, imitation, and use of stimulants were mentioned as causes of addiction. Many of them were slum dwellers with no regular occupation, or were prostitutes. Further, there was an abuse of sleeping pills among teenagers during this period. However, this abuse has disappeared at least outwardly, due to an administrative measure taken against the distribution of such drugs.

The seriousness of the problem of heroin abuse prompted the Japanese Government to take decisive steps for effective suppression and control. By all-inclusive counter measures, the heroin epidemic subsided rapidly. Since 1966 few heroin addicts have been discovered, even in the delinquent quarters of large cities in Japan. It is further reported that their programme has eradicated the internal organizations engaged in heroin traffic which smuggled heroin from abroad. Dr. Nobuo Motohashi, Head of the Narcotic Division, Ministry of Health and Welfare, Tokyo, Japan, stated in Seattle that there is no longer a drug abuse problem in Japan.

The success experienced in Japan appears to be based on five major factors.

The first was the promotion of comprehensive and coordinated counter measures. The government established a firm and consistent policy that there would be no drug maintenance programmes allowed in the country, and that the country was determined to rid itself of heroin and drug abuse. As a consequence of this policy, close cooperation was developed between all agencies and ministries con-

cerned with law enforcement and the movement of goods and people. This included the ministries concerned with Maritime control and immigration, as well as health and law enforcement. This, in turn, included a much tighter control being placed over the manufacture and distribution of legal drugs with a very tight surveillance on their use by doctors.

The second was re-enforcement of the police. There was a substantial increase in the size of the police staff assigned to the control and suppression of the narcotic trafficking. Through a thorough and sustained crackdown of the gangster groups the police exposed the relationship between illicit narcotics and these organizations.

The third was the encouragement and support by the general public. Through the mass media there was launched an extensive campaign against the crimes of drug trafficking. Public opinion was aroused, demanding the eradication of narcotic crimes along with the elimination of acts of violence.

Along with the development of public support for the actions taken against narcotic trafficking a great deal of attention was given to the education of the public in order to make them knowledgeable about drugs and the dangers inherent in their use.

The fourth was the strengthening of penal provisions. The courts handed out more severe sentences than before to criminal addicts and drug traffickers. The law was revised to provide a maximum of a life term and of a fine of five million yen for trafficking in drugs. Severe sentences, coupled with the priority given by the police to narcotic offences, acted as a powerful psychological restraint to potential narcotic offenders.

The fifth was the compulsory hospitalization of drug addicts. Legislation was developed to provide for compulsory hospitalization of addicts for a maximum of six months. In the hospitalization period no methadone or heroin is used and withdrawal symptoms are eased with mild tranquilizers. This medical programme is made possible by the use not only of the general hospitals but also nine special hospitals established for the treatment of addicts. There is in addition, a staff of counsellors assigned case loads of addicts who provide supportive counselling services to the users.

After release from the hospital the addict is kept under close supervision in the community for a continuing period, and provided with the necessary support and control to prevent his return to the use of drugs.

In their treatment of addicts, the use of any narcotic drug for the purpose of treatment is prohibited in Japan, with the exception of methadone. However, it is reported that their specialists in narcotic treatment have come to the conclusion that neither methadone replacement therapy, nor methadone maintenance is necessary. As a matter of fact methadone is not used at all. Narcotic drugs are prohibited immediately upon hospitalization and the patient undergoes what is called "cold turkey". In cases of severe withdrawal symptoms, major and minor tranquilizers, sedatives, et cetera are given. After withdrawal symptoms are gone, psychological and occupational therapy is utilized. It is reported that although their treatment could be considered harsh they are obtaining a good result.

Obviously one of the key points in their treatment programme is the follow-up through the use of a counsellor system for narcotic addicts released to the community. Thus they provide a continuing treatment for the addict in the community, with the possibility of his being recommit- ted to the hospital for an additional period of treatment,

should he revert to the use of heroin. It was reported by Dr. Motohashi that this continuous opportunity for control and intervention in the life of the addict has been a major factor in terms of motivating the addict to break the drug habit. He stated this measure has become a menace to addicts and most of them have broken the drug habit by their own efforts. It would thus appear that a substantial control programme has been a major factor in motivating the addicts to seek an alternative life style without drugs.

In Japan before 1963 about 1,000 narcotic addicts received medical treatment in a year and most of them were received into hospitals on a voluntary basis. But such cases of voluntary treatment raised several problems, mainly the large number of addicts in hospital who left without permission immediately after withdrawal symptoms had gone, and returned to use of narcotic drugs causing a cycle of re-hospitalization. There was therefore an amendment to legislation in 1963 allowing the medical examiner of mental health to hospitalize narcotic addicts on a compulsory basis in cases where he recognized it necessary. The narcotic control law was also amended to make it a crime to administer narcotic drugs for the purpose of relieving symptoms of the addiction. It was also made a crime to administer narcotic drugs for any purpose other than medical treatment of diseases. Only doctors with a licence may administer narcotic drugs, all others who administer narcotic drugs, to themselves or others, are committing a crime.

Baltimore Clinic

Upon the recommendation of staff from the Non-Medical Use of Drugs Directorate in Ottawa a research assistant on the task force was sent to the out patient narcotics clinic in Baltimore, Maryland.

This clinic was designed to treat hard core heroin addicts who were considered as hopeless cases, and had also been convicted of, and sentenced to prison for, criminal offences. The cases are brought to the clinic, either under a court order of probation, or on parole from a correctional institution. Although medical staff are utilized within the programme, the administration of the clinic is by the parole department of the state. A staff of parole officers are assigned to provide necessary community supervision and follow-up services as well as to administer the programme.

The treatment programme which lasts an average of two years includes therapy provided by a consulting psychiatrist and psychologist. In addition the subject reports to the clinic daily to give a urine specimen. The specimens are collected under strict supervision and sent to a laboratory where they are tested by means of thin-layer chromatography to detect any drug use. The results are then sent back to the clinic within a 24 hour period. This control, exercised by constant and accurate urinalysis, is considered by the staff as an important component element, and necessary to exercise the level of control required for the heroin addict.

After 21 days of clean urine samples the patient is then allowed two days off without having to provide a urine sample, and then continues on for another 21 days, which, if clean, allows him a four day absence from the clinic, and continues to build up in this fashion. The clinic is open from early in the morning to late in the evening in order to allow subjects to come in at hours suited to their working shifts. One evening a week all subjects must participate in a one hour group therapy session led by a psychiatrist.

When patients relapse to drugs and refuse to attend the clinic they are apprehended as speedily as possible, and returned to a correctional institution for between a 30 and

90 day period of detoxification. After this time a parole supervisor completes a new home and employment investigation and the subject is returned to the programme. For those subjects continuing to report to the clinic by showing heroin use in their urine samples, they are warned, and some are placed on a narcotic antagonist drug "naloxone", a potent rapidly acting drug without any dependency or negative side effects. The one disadvantage of this drug has been its relatively short duration of action but it is of interest to note that a Canadian company has developed a longer acting antagonist at a much lower dosage level.

Final termination in the programme is at the expiration of the probation or parole period of supervision. From the reports of the staff at the clinic and of the Non-Medical Use of Drugs Directorate in Ottawa this programme appears to have a great deal of promise, and is being followed closely in terms of its long term results which appear encouraging.

An Approach to the Problem in British Columbia

Based on the promising approaches to the problem taken by Japan and by Baltimore, it is suggested that a similar programme could be developed in British Columbia which could contain the following elements:-

First of all, a very major and sustained effort in prevention and education. It is recommended that a much more elaborate and intensive programme be developed for the education of the public, and a sophisticated use of the mass media be made to seek the necessary public support and cooperation to combat the problem of drug addiction.

Next, that a very substantial and major increase be made of law enforcement personnel assigned to this area. It is also recommended that a special study be developed for control of organized crime. This could include the development of special legislation as is now being done in the United States for dealing with organized crime. As indicated, Japan developed a strong national policy, with effective inter-departmental cooperation, plus a major increase in enforcement personnel, coupled with severe penalties in order to crack the organization providing the distribution of illicit drugs. It is felt the example of this success in the control of drug trafficking could well be followed in Canada.

The police emphasized in our meetings with them the extent to which the drug trafficking organization has grown in British Columbia. They pointed out that the efforts of law enforcement to date have only been successful in curbing the street trafficking and the attack on the organization has been relatively ineffective. It is obvious that these organizations are extremely well-financed, and run by experienced organizers at a very sophisticated level in terms of their system of distribution. The complexity of the organization for the distribution of drugs and the degree to which it is expanding raises alarm on the part of all agencies now dealing with this problem, and it is obvious that a very major and sustained attack must be made on this organization. The tighter control of immigration policy to exclude many of the ones now involved in the drug trafficking syndicate plus the development of model crime control legislation as recommended in the United States are seen as two major avenues that can be followed to combat this growing threat in our society.

Turning to the drug user, it is recommended that public health facilities be developed regionally around the province with priority being given to the Lower Mainland and southern Vancouver Island, to allow the non-criminal user voluntary access to treatment.

This treatment should include, not only a period of detoxification but also continuing medical and counselling support. Provided the necessary control measures are introduced for the criminal addict, it is felt that many ex-offenders and existing users would be motivated to undergo a period of voluntary treatment. It has also been emphasized by parents that they would very willingly take their children to a public health treatment facility, but certainly are not predisposed to calling the police and having their child arrested. They, however, at the moment are completely frustrated in being unable to gain any level of medical treatment for their children. It is therefore recommended that the addict who wishes to engage in a voluntary treatment programme be dealt with as a public health problem rather than being left until he reaches the stage where, in order to support his habit, he enters as an offender into the criminal justice system.

For the addict who is convicted of a criminal offence and the user-trafficker who has been trafficking to maintain his habit only, without any profit motive other than supporting his habit, it is recommended that provisions be developed within the probation organization similar to the treatment program in Baltimore. Under this plan those offenders convicted under the Narcotic and Drug Act or the Criminal Code could be placed on probation for the maximum three-year period with the condition they not use drugs.

Having had this disposition by the court, they could then enter into a period of control and supervision by probation officers, which would also provide them with counselling and assistance in readjusting their life style. It is necessary, however, that this must be accompanied by health facilities which would allow a daily urine sample to be tested, as well as having available detoxification and hospitalization for those cases requiring medical treatment. The probationer could then be brought in for daily testing, counselling, and other treatment as necessary, such as the use of antagonistic drugs, where samples indicate some drug use.

When the probationer fails to abide by the condition of 'no drug use' and it is felt he must be taken back into custody or to a detoxification facility for a period of time, he could then be brought back to court under Section 666 of the Criminal Code and charged with a breach of probation.

Taking the individual back to court in this manner would mean that the programme would not lose jurisdiction, and could continue control and treatment over the individual. By being taken back to court for the offence of a breach of probation the court could then commit the individual to a period in custody for this offence at a correctional facility or detoxification unit, following which he would be returned to his treatment programme in the community under the terms of the original probation order. It must be recognized that the heroin addict will require a type of control and supervision which must be able to deal with continued failures on his part, and that the control must continue over a lengthy period of time with access to the opportunity to remove him from the community when he starts to again use drugs. This was emphasized in the Japan programme as a vital part of their treatment. The supervision period would then extend for three years with continuing treatment and periods in custody as necessary. At the end of the three year period if the individual has not progressed sufficiently to warrant a discharge from probation he can then be taken back to court, and under the provisions of the code, the court could then provide for a one year extension of the programme. This would then allow a

continuing control treatment and readjustment programme over a four year period in the life of the addict.

It has been estimated by Dr. Jaffe, special assistant to the President of the United States on drugs, that if the drug offender can be kept on the street for a year there is a 40% probability of his remaining off drugs, and if he can be kept on the street for two years there is an 80% probability of his staying off drugs. It is obvious, then, that with the extended period of control and treatment available under the provisions of the criminal code allowing probation supervision, that the necessary programme could be developed within British Columbia. However, the key elements behind the supervision would be the provision of the necessary laboratory facilities for urinalysis, and the necessary number of probation officers to provide for the controlled supervision and counselling required by the addict.

As a pilot project utilizing this approach, it is recommended that a special drug court be established for the

Lower Mainland, which would deal with all cases where an addict has been convicted of a drug or a Criminal Code offence. By utilizing a specially trained judge and having a consistent application of the necessary control of the court it is felt that a more co-ordinated approach could demonstrate the potential effectiveness of such a treatment programme.

For the non-user trafficker and the user trafficker who is obviously trafficking beyond the level needed to support his habit it is recommended that the current policy of the courts to impose much stiffer sentences be continued. It is felt that this approach to the trafficking problem, utilizing the maximum penalties available, is the only way to deal with the problem at the street trafficking level. In order to get at the higher levels of the organization the earlier recommendations around a special study or task force to combat organized crime must apply.

B. ALCOHOLICS

Scope of the Problem

The study by the B.C. Research Council on alcohol and drugs reported as follows on the scope of the alcoholic problem in British Columbia.

"The alcoholism problem is serious and growing, and the number of alcoholics and hazardous drinkers is increasing at an annual rate of about 5%.

The number of hazardous drinkers in British Columbia is estimated at 105,000 of which 52,000 are alcoholics.

The annual cost of alcoholism to British Columbia is approximately \$250,000. In addition to the economic costs are the huge costs incurred in human misery."

The report estimated that only 10-20% of individuals with alcohol problems are thought to receive any kind of treatment.

In terms of admissions into correctional centres from 50-70% of the inmate population have been classified as intemperate alcohol users. This represents the largest single problem category within the population of offenders in the correctional centres. Many of these offenders have such chronic medical conditions resulting from their continued period of alcoholism, that any realistic treatment of the individual's alcoholism is precluded until there has been a lengthy period of hospitalization to allow for some degree of physical rehabilitation.

See following figures and maps for distribution of alcoholics by court location and placed on probation or committed to custody.

Treatment

At the present time "Alcoholics Anonymous" represents the major attack on alcoholism in the province. The Alcoholism Foundation in British Columbia provides clinical services on an out-patient basis. It has the only on-going research programme into alcoholism in British Columbia.

The two principal sets of facilities in the field of residential treatment and rehabilitation for the alcoholic are the Salvation Army facilities, and the Alouette River unit of the correction service, which also has the Twin Maples camp as its unit for female alcoholics.

Committals of alcoholics for treatment to Alouette River unit and Twin Maples amounted to 199 males for the fiscal year 1971/1972 and 24 females to the Twin Maples camp. In spite of the low number of committals from the courts under Section 64A, the Summary Conviction Act providing for treatment of the alcoholic, there appears to be no lack of offenders sentenced to a term of imprisonment who have an alcoholic problem. However, the pattern of "revolving door" short sentences is a serious handicap in providing for the treatment of their alcoholism. It is obvious that another alternative must be made available to the courts for the treatment of alcoholics brought before the judges in the province.

An Alternative Approach

As with the drug abuse problem, a much more effective campaign geared towards public education and prevention must be developed as the beginning of any programme to deal with the problem of alcoholism.

Next must come a recognition that alcoholism as such is a health problem rather than a criminal problem. It is therefore recommended that the offence of public drunkenness be eliminated and that alcoholics be taken by the police to detoxification facilities which would operate as part of

the total public health system for the province. This public health system should also have available treatment facilities in both acute care hospitals and out-patient facilities to allow for voluntary treatment. In this regard it is recommended that the provisions of the B.C. Hospital Insurance service be extended to cover the treatment of alcoholism as a recognized disease. It is of some significance to note that the American Medical Association has now established the criteria for the definition of alcoholism as a disease.

In terms of voluntary commitment to a public health facility it is recommended that the present provisions of the Mental Health Act on voluntary commitments apply also to the alcoholic.

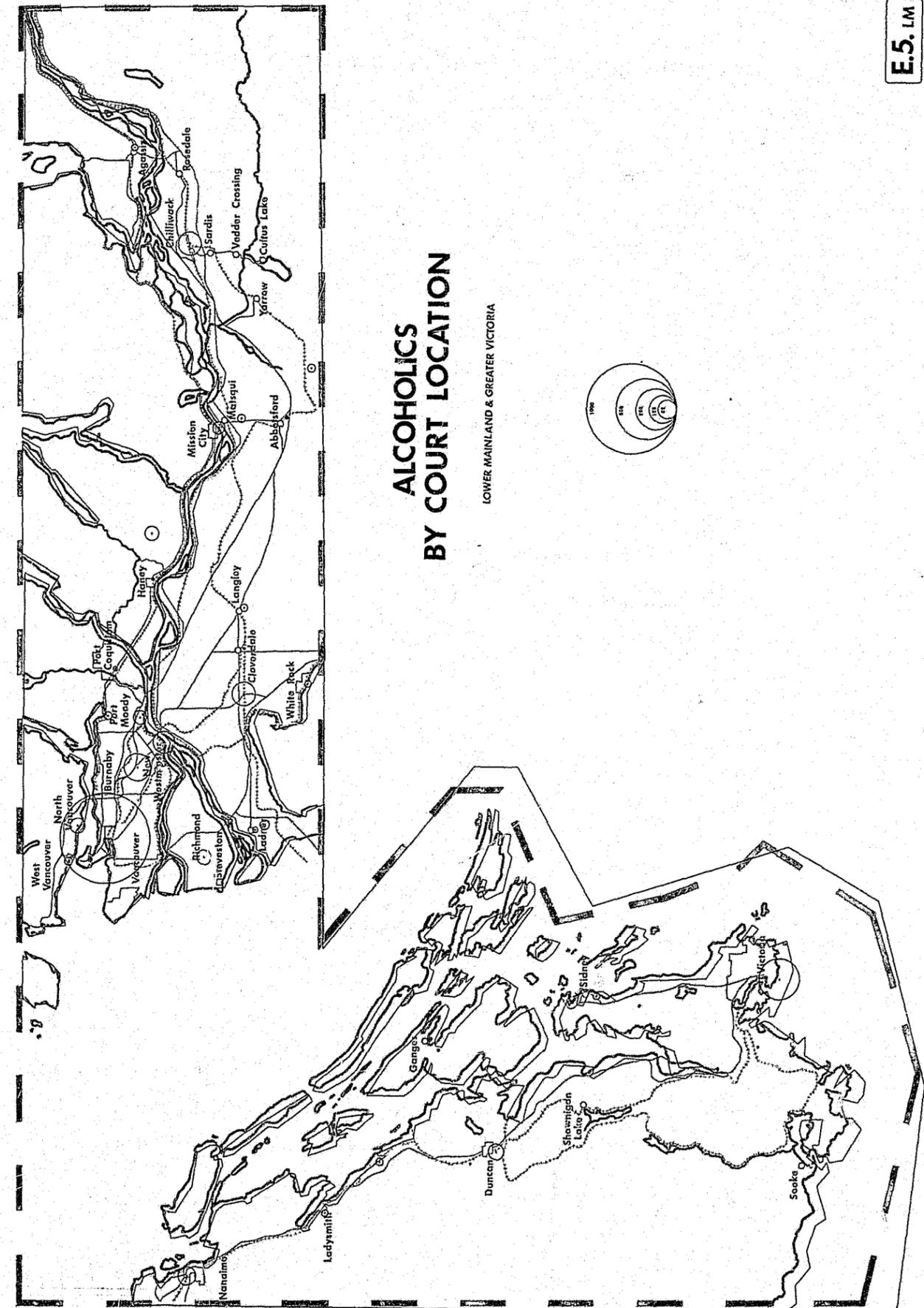
It is further recommended that detoxification centres be established around the province which would, under Section 64A of the Summary Convictions Act, have authority to hold the case for immediate care and necessary assessment. It is also recommended that AA volunteer workers be brought in to support the work of detoxification centres.

The role of the detoxification centre would not only provide immediate care, but assess each case in terms of needs, to determine whether placement in an acute care hospital is required or out-patient treatment or committal to a mental hospital.

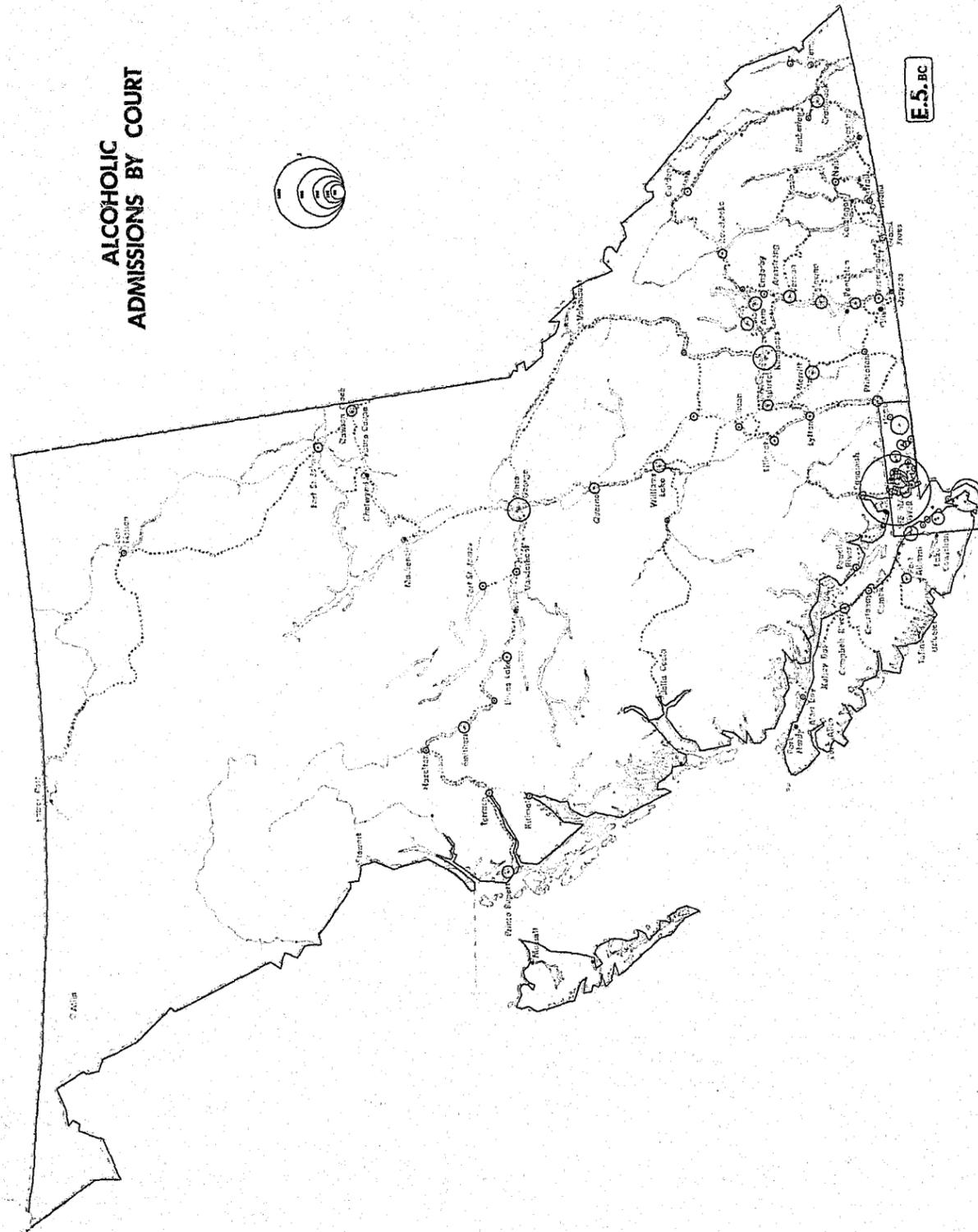
It is recommended that the mental health legislation be applied to treat alcoholism as a public health problem. Under the terms of this legislation, alcoholism would be dealt with in the way of a committal when it had advanced to the point of the individual being in a mentally disordered condition, and a danger to himself or others. This would then eliminate the use of Section 64A of the Summary Conviction Act for the alcoholic who has not been charged with a criminal offence. Accordingly it is therefore recommended that Alouette River unit and Twin Maples be used only for the treatment of criminal alcoholics, and that alcoholics in general be diverted out of the criminal justice system, and dealt with through detoxification centres, health facilities, and treatment programmes. It is further recommended that no additions be made to the existing facilities at the Alouette River unit, but instead treatment facilities for the criminal alcoholic be developed on a regional basis throughout the province. The same principle would apply for the treatment of the female criminal alcoholic.

For the alcoholic who has been convicted of a criminal offence it is recommended that they be dealt with, basically in the same way as the criminal drug addict, namely a three year probation order with supervision and treatment in the community. This would also require the necessary regional facilities to contain them during any periods of absence of alcohol in the community. As the alcoholic tends to be physically and psychologically deteriorated it would probably entail a short period of treatment in a facility, prior to the period of probation supervision in the community. For this purpose the detoxification facilities and community residential units are recommended. This would also have the benefit of not removing the individual alcoholic offender from his region, and allow greater development of treatment resources in the more remote areas of the province.

The development of private treatment agencies should also be regarded as an important component of the whole treatment approach, and as such should be supported to the greatest degree possible. This would include the Alcoholism Foundation of B.C. which should be utilized to a much



ALCOHOLIC
ADMISSIONS BY COURT



E.5 ALCOHOLIC ADMISSIONS BY COURT LOCATION

Offenders characterized as consuming alcohol to excess admitted into the Corrections Service (institutions or probation) by the referring court for the period April 1 to December 31, 1972.

CODE LOCATION	VALUE	CODE LOCATION	VALUE	CODE LOCATION	VALUE
0102 GIBSONS	5	0329 KIMBERLEY	9	0505 BELLA COOLA	2
0103 GIBSONS LANDING	4	0331 LILLOOET	23	0506 BURNS LAKE	25
0104 LADNER	7	0333 LYTON	22	0508 CHETWYND	5
0105 PEMBERTON	1	0334 MERRITT	54	0509 DAWSON CREEK	36
0107 POWELL RIVER	14	0341 NELSON	15	0512 FORT NELSON	10
0108 SECHELY	7	0344 OLIVER	24	0513 FORT ST. JAMES	17
0109 SQUAMISH	19	0345 OSOYOOS	6	0514 FORT ST. JOHN	26
0201 ABBOTSFORD	3	0347 PENTICTON	35	0515 FRASER LAKE	6
0202 AGASSIZ	10	0348 PRINCETON	10	0516 HAZELTON	12
0203 BOSTON BAR	2	0350 REVELSTOKE	25	0517 HOUSTON	10
0204 CHILLIWACK	92	0353 SALMO	3	0520 KITIMAT	12
0205 CLOYERDALE	1	0354 SALMON ARM	51	0521 LOWER POST	2
0206 FRASER MILLS	1	0356 SICAMOUS	8	0522 MACKENZIE	3
0208 HOPE	32	0362 SPARWOOD	11	0523 MCBRIDE	1
0211 MATSQUI	14	0363 SPENCES BRIDGE	1	0524 MASSET	3
0212 MISSION	30	0364 SUMMERLAND	5	0525 OCEAN FALLS	1
0214 PORT COQUITLAM	5	0366 TRAIL	11	0526 100 MILE HOUSE	18
0215 PORT HOODY	14	0368 VERNON	45	0530 PRINCE GEORGE RCC	138
0216 SUMAS	14	0401 ALERT BAY	8	0531 PRINCE RUPERT	43
0217 WHITE ROCK	10	0403 CAMPBELL RIVER	28	0532 QUEEN CHARLOTTE	3
0301 ARMSTRONG	2	0404 CHEMAINUS	12	0533 QUESNEL	33
0302 ASHCROFT	34	0407 COURTENAY	14	0539 TERRACE	15
0305 BLUE RIVER	1	0409 DUNCAN	47	0540 VALEMOUNT	1
0308 CASTLEGAR	3	0410 GANGES	2	0541 VANDERHOOF	16
0309 CHAPMAN CRK.	1	0411 GOLD RIVER	1	0542 WATSON LAKE	1
0310 CHASE	49	0413 LADYSMITH	10	0544 WILLIAMS LAKE	49
0311 CLINTON	15	0414 LAKE COWICHAN	3	0545 SHITHERS	38
0312 CLEARWATER	9	0416 NANAIMO	60	1101 BURNABY	121
0313 CRANBROOK	50	0417 N. COWICHAN	1	1102 COQUITLAM	36
0314 CRESTON	8	0418 PARKSVILLE	3	1103 DELTA	19
0315 ENDERBY	15	0419 PORT ALBERNI	30	1104 HANEY	2
0316 FALKLAND	1	0420 PORT ALICE	1	1105 LANGLEY	12
0317 FERNIE	9	0421 PORT HARDY	5	1106 MAPLE RIDGE	38
0320 GOLDEN	18	0424 QUALICUM	1	1107 NEW WESTMINSTER	83
0321 GRANDFORKS	13	0427 STONEY	11	1108 NORTH VANCOUVER	42
0322 GREENWOOD	1	0428 SOOKE	1	1109 RICHMOND	40
0324 INVERMERE	2	0430 TOFINO	1	1110 SURREY	94
0325 KAMLOOPS	147	0431 UCLUELET	1	1111 VANOUVER	993
0326 KASLO	2	0501 AIYANSH	2	1112 WEST VANCOUVER	14
0327 KELOWNA	44	0502 ALEXIS CREEK	8	1203 LANGFORD	1
0328 KEREMEOS	6	0504 BELLA BELLA	3	1205 SAANICH	2
				1206 CENT. SAANICH	2
				1208 VICTORIA	250

01	SUNSHINE COAST/SQUAMISH	57
02	LOWER MAINLAND	228
11	GREATER VANCOUVER	1,494
04	VANCOUVER ISLAND	240
12	GREATER VICTORIA	255
03	OKANAGAN/KOOTENAY	788
05	NORTHERN B.C.	539
	TOTAL	3,601

COMMENTS:

- 34.3% of admissions into B.C. Corrections recorded the use of alcohol to excess.
- In some small towns, this percentage rose to 100 and often related to impaired driving offences or disturbance of the peace.
- About 48% of those offenders who used alcohol to excess came from Greater Vancouver and the Lower Mainland. (Map E.5)
- Over 83% of admissions and transfers, by court location and last address, to Alouette River Unit were from Vancouver and the Lower Mainland. (Map E.27)

greater extent in terms of ongoing research and evaluation of treatment programmes for alcoholics.

It is obvious that the alcoholic represents a problem that spreads across at least three departments of government — the Attorney-General's Department, the Public Health Section of the Department of Health, and the Mental Health Section of the same department. To provide for a degree of integrated planning and coordination in the treatment of alcoholism, it is therefore recommended that an Interdepartmental Board be established which would have the responsibility for joint planning in the development of a comprehensive treatment programme for alcoholism. As part of

the representation on this board, the U.B.C. School of Medicine should be included. Additional comment will be made on the organization and function of this board in the following section on the mentally ill offender.

This board should have, as part of its jurisdiction, the financing and development of half-way houses throughout the province, which have to date been developed on a private or society basis. It is felt that these small facilities need to be tied in much more systematically to the total treatment program for dealing with alcoholism and as such should come under the jurisdiction of the board.

C. MENTALLY ILL OFFENDERS

Scope of the Problem

Psychiatric services available for assessment of individuals in terms of their fitness to stand trial are limited to Dr. R. Whitman, a private psychiatrist retained to service Vancouver city courts, and Dr. J.P. Duffy, who examines all cases remanded to the Lower Mainland Regional Correctional Centre from courts around the province except Kamloops, and Dr. G.G. Ellis at the Mental Health Clinic in Kamloops who sees those cases referred by the Kamloops Court.

Dr. Whitman, for the nine month period April - December 1972, examined 187 cases for the Vancouver City courts, of which 36 were committed as being mentally ill, a committal rate of 20%. There was an average stay of 16 days at the Lower Mainland Regional Correctional Centre for these cases.

Dr. Duffy who examines some cases remanded by the court for a period of 30 days, examined 102 cases in the same nine month period, of which 17 were committed to the mental hospital, a rate of 15%.

Dr. Ellis examines a much smaller number of cases in Kamloops.

The Forensic Clinic at Vancouver General Hospital examines and assesses those cases referred by the Vancouver Family and Children Court.

The most obvious problem is the grossly under-developed level of forensic services available to the courts throughout the province for the assessment of mentally ill offenders. The present system is not only underdeveloped, but also represents a very costly procedure in terms of the transfer of cases from around the province to custody at the very inadequate facilities of the remand wing at Lower Mainland Regional Correctional Centre.

As the correctional centres have no assessment unit, or staff in the remand wings available for psychiatric care and nursing services, there is a very limited amount of observation possible for these cases. The result is that they are examined, in a very brief period of time by the consulting psychiatrist, and the assessment presented to the court on that basis.

It is recommended that a proper level of forensic services be provided for courts in the province where possible within the region, or as an alternative for the more remote regions that there be a travelling assessment team to provide the necessary professional services.

Sentenced Offenders

The number of sentenced offenders who, after being placed in a correctional centre, are assessed and diagnosed as mentally ill, has amounted to 106 for the first nine months of the current fiscal year April - December 1972. This group represents a major problem in the institutions, and many are held for excessively long periods of time prior to transfer to the mental hospital. The holding facilities for them in the correctional centres are grossly inadequate, and are another feature of the total lack of capacity of the correction system to deal with this type of offender.

A larger, and perhaps more severe problem in the institutions, is represented by the retarded, psychopathic, sexual deviant, and inadequate. The inadequate population in particular represents a continuing problem, as they must be protected from victimization by other offenders. At the moment there is no provision for anything approaching proper psychiatric therapy for these groups. The consequence of this, of course, is that these offenders are eventually returned to the community in the same, if not a worsened condition, representing a continuing threat.

The dangerous sexual offenders sentenced by the court to an indefinite term of imprisonment at present number over 140 in British Columbia. These offenders are housed mainly in the Mountain Prison facility of the Penitentiary Service and at the moment are not receiving psychiatric treatment.

Proposal for Forensic Services

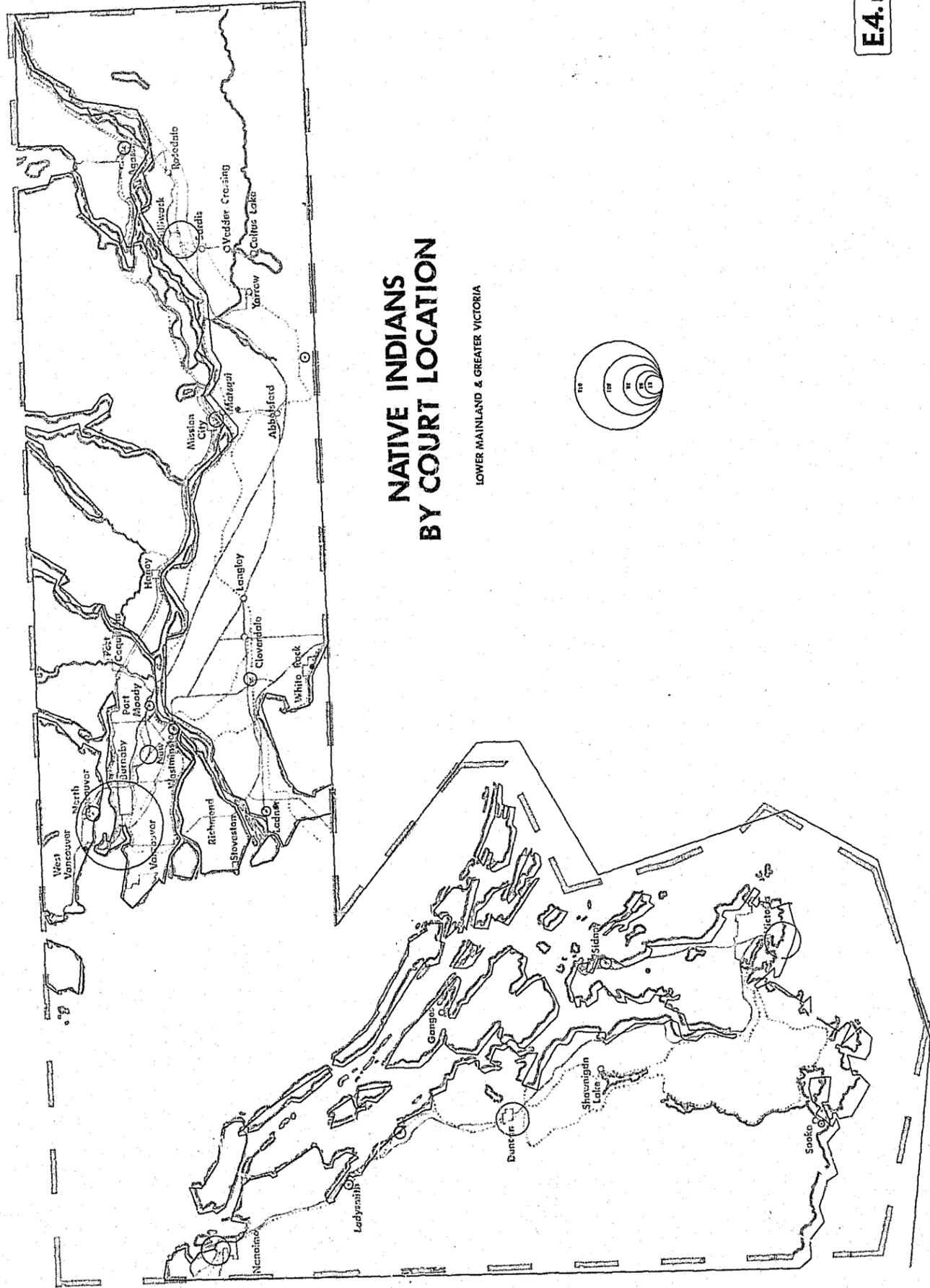
As has been recommended earlier, there is a need for a proper level of forensic services being provided to the courts throughout the province, to allow proper assessment of cases without their having to be held for periods of time in the remand facilities of prisons.

There is also a real need for continuing treatment services to be provided to offenders both in the community, and in particular, in correctional centres. This applies not only to the mentally ill transferred to the provincial mental hospital, but also to the other types of mentally disordered offenders, especially the inadequate and deviants.

As with the problem of alcoholism, the mentally ill offender represents a population that cuts across the responsibilities of several departments. It is therefore recommended that one Inter-departmental Board have within its jurisdiction the direction of the total forensic services and treatment programme for mentally ill offenders throughout the province. From discussions held by the Task Force with the Mental Health Branch of the Department of Health, it is felt that all facilities related to the treatment of mentally ill offenders would then be coordinated, by the policies of priorities set by this Inter-departmental Board.

In order to provide for the development of a sufficient number of psychiatrists, it is recommended again that the U.B.C. School of Medicine, Department of Psychiatry, be represented on this board, and that placements of residents in psychiatry be developed throughout the forensic services in the province.

As part of its initial responsibilities this board would initiate necessary studies for planning the range of psychiatric services and facilities required to treat both the mentally ill and dangerously deviant offenders within the province. It would also have, as a priority, the development of community forensic services, in order that the truly mentally ill offender can be screened out at the pre-court level, and be diverted to treatment within a mental health facility, rather than being dealt with as a criminal justice problem.



NATIVE INDIANS BY COURT LOCATION

LOWER MAINLAND & GREATER VICTORIA

D. INDIANS

Scope of the Problem

The number of Indians admitted to custody for the fiscal year 1971/1972 totalled 1,453 males and 142 females. It is encouraging to note that this total has been decreasing steadily over the last number of years and is now at its lowest point for recent years. However, the need to develop alternatives to a sentence in custody is obvious, when one recognizes that the Indian males in custody represent 13% of the intake, whereas the Indians as a group represent approximately 4-5% of the total population in British Columbia. (See following maps and figures for analysis of Indian intake).

Development of Community Alternatives

In discussions with the Union of B.C. Chiefs, a number of suggestions have been developed which have a good deal of merit in terms of developing alternatives for the court to use in the disposition of Indian offenders.

The Union of B.C. Chiefs has recommended that there be 20 field correctional workers appointed who would cover Indian reserve areas. These field workers would supervise probation and parole cases, develop volunteer supervisors, develop education programmes on alcohol and drugs, and liaise with the institutions in which Indians are incarcerated. The Task Force supports this recommendation and further recommends that they be incorporated as interviewers in the probation service and as they gain the required qualifications be upgraded to the rank of probation officer.

For the urban areas it is recommended that the court worker programme be expanded.

One of the obvious problems with the Indian group is the series of offences committed by them in urban areas. From the location of Indian offences throughout the province, it is obvious that the majority occur in the urban and related areas. It is therefore recommended that a programme be developed to assist in the integration of the Indians into the urban areas. This would include extension of support for the Indian Friendship Centre and also the Native Information Centre which provides for the counselling of Indians in coping with the problems of urban life. It is also recommended that Manpower provide special attention in terms of developing employment opportunities on a more accessible basis to the Indians not only in the urban environment, but also in the regions throughout the province. It has been suggested that government agencies should be encouraged to make specific provision for the

hiring of Indians on their staff. Within this context it is recommended that Indians be hired on the staff of the regional correctional facilities recommended in this report and so provide a greater contact and liaison between the centres and the Indian community.

Police

The Task Force was impressed with the efforts of the Royal Canadian Mounted Police to develop an Indian policing programme through the use of special constables. We are in agreement with the suggestion of the Union of B.C. Chiefs that this programme should be expanded from the present group of 12 to 40 or 50 personnel. It is also recommended that the staff be appointed as special constables within the R.C.M.P. in order to provide a greater career line and status for them within that organization. It is further recommended that the R.C.M.P. be supported in the way of additional manpower to develop the necessary training and supervision programme for the special constable force. This programme has already been developed in Saskatchewan, and represents an opportunity to involve the entire Indian community in the development of their society.

Prevention

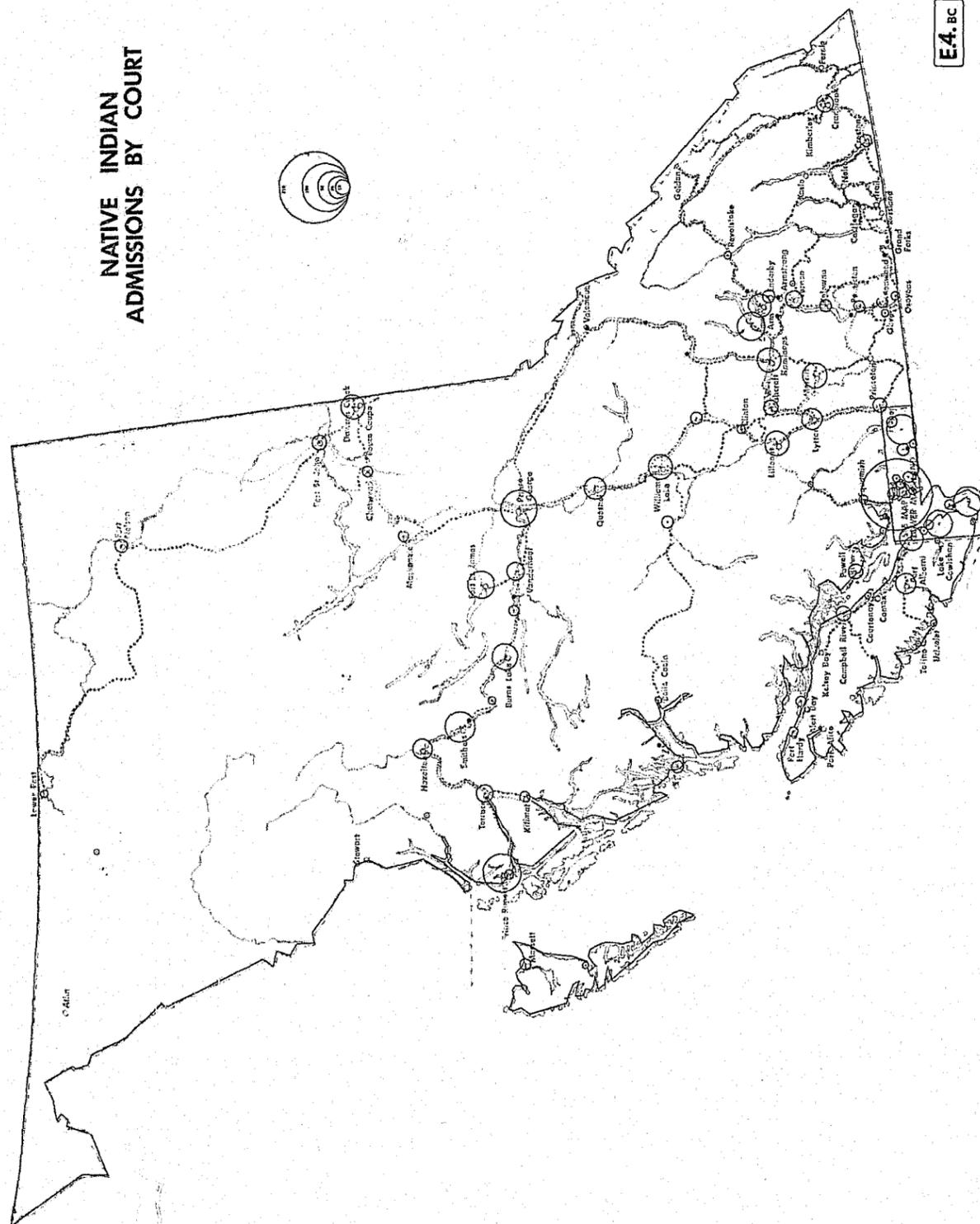
With the development of Indian field correctional workers, there should be some opportunities for development of prevention programmes. It is felt that there is a particular need in the education area for the schools to develop special curriculums and enriched learning opportunities, related to the cultural interests of the Indians. It is also recommended that the Indian community be involved in the planning of these special courses.

It is further recommended that the field workers develop Indian volunteers to assist in the supervision of cases on probation and parole. Another recommendation is that these field workers attempt to develop Indian foster homes for the placement of children to the greatest degree possible.

While it is recognized by the Task Force that the Indian communities represent severe problems in some areas of the province, on the other hand there has been substantial progress made in the reduction of the number of Indians coming into custody, and it is felt that this could be continued further through the development of community alternatives. The Task Force in turn recognizes that the answer to the basic problems of Indian criminality depends to a large extent on the development of solutions to the general, social, and economic problems facing these people.

NATIVE INDIAN
ADMISSIONS BY COURT

E4. BC



E.4 NATIVE INDIAN BY COURT LOCATION

B.C. and Native Indian offenders admitted into the Corrections Service (institutions or probation) by the referring court for the period April 1 to December 31, 1972.

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0000	NOT STATED	41	0332	LUMBY	2	0533	QUESNEL	26
0001	PRAIRIE	5	0301	ARMSTRONG	1	0516	HAZELTON	22
0107	PONELL RIVER	13	0316	FALKLAND	1	0541	VANDERHOOF	18
0109	SQUAMISH	5	0356	SICAMOUS	1	0539	TERRACE	17
0104	LADNER	4	0312	CLEARWATER	1	0514	FORT ST. JOHN	13
0108	SECHIE T	3	0305	BLUE RIVER	1	0512	FORT NELSON	10
0102	GIBSONS	2	0321	GRANDFORKS	1	0504	BELLA BELLA	9
0105	PEMBERTON	2	0322	GREENWOOD	1	0502	ALEXIS CREEK	9
0103	GIBSONS LANDING	1	0364	SUMMERLAND	1	0526	100 HILE HOUSE	9
0204	CHILLIWACK	45	0309	CHAPHAN CRK.	1	0524	MASSLT	8
0208	HOPE	12	0308	CASTLEGAR	1	0520	KITIMAT	7
0212	MISSION	9	0409	DUNCAN	37	0508	CHETWYND	7
0202	AGASSIZ	7	0416	NANAIMO	30	0522	HACKENZIE	7
0216	SUMAS	4	0419	PORT ALBERNI	23	0515	FRASER LAKE	7
0211	MATSQUI	1	0403	CAMPBELL RIVER	13	0527	PORT EDWARD	6
0217	WHITE ROCK	1	0401	ALERT BAY	7	0521	LOWER POST	4
0310	CHASE	41	0421	PORT HARDY	6	0517	HOUSTON	4
0334	MERRITT	33	0404	CHEMAINUS	6	0505	BELLA COOLA	3
0331	LILLOOET	32	0427	SIDNEY	6	0532	QUEEN CHARLOTTE	3
0325	KAMI OOPS	31	0413	LADYSMITH	4	0501	AIYANSH	2
0354	SALMON ARM	29	0407	COURTENAY	3	0507	CASSIAR	2
0333	LYTTON	24	0431	UCLUELET	3	0542	WATSON LAKE	1
0344	VERNON	17	0430	TOFINO	2	0525	OCEAN FALLS	1
0313	CRANBROOK	17	0414	LAKE COWICHAN	2	0511	FORT FRASER	1
0302	ASHCROFT	13	0428	SOOKE	2	0538	TALKWA	1
0315	ENDFRY	10	0418	PARKSVILLE	1	0540	VALEMOUNT	1
0327	KELOWNA	9	0411	GOLD RIVER	1	1111	VANCOUVER	209
0314	CRESTON	9	0420	PORT ALICE	1	1101	BURNABY	13
0347	PENTICTON	8	0531	PRINCE RUPERT	70	1108	NORTH VANCOUVER	9
0344	OLYVER	7	0530	PRINCE GEORGE	55	1110	SURREY	7
0345	OSOYOOS	5	0545	SMITHERS	46	1107	NEW WESTMINSTER	5
0311	CLINTON	5	0513	FORT ST. JAMES	38	1107	COQUITLAM	4
0328	KEROMEOS	4	0506	BURNS LAKE	35	1112	WEST VANCOUVER	1
0350	REVELSTOKE	4	0544	WILLIAMS LAKE	32	1103	DELTA	1
0324	INVERMERE	2	0504	WATSON CREEK	31	1208	VICTORIA	44
						1206	CENT. SAANICH	1

01	SUNSHINE COAST/SQUAMISH	30
02	LOWER MAINLAND	79
11	GREATER VANCOUVER	249
04	VANCOUVER ISLAND	147
12	GREATER VICTORIA	45
03	OKANAGAN/KOOTENAY	312
05	NORTHERN B.C.	515
TOTAL		1,377

COMMENTS:

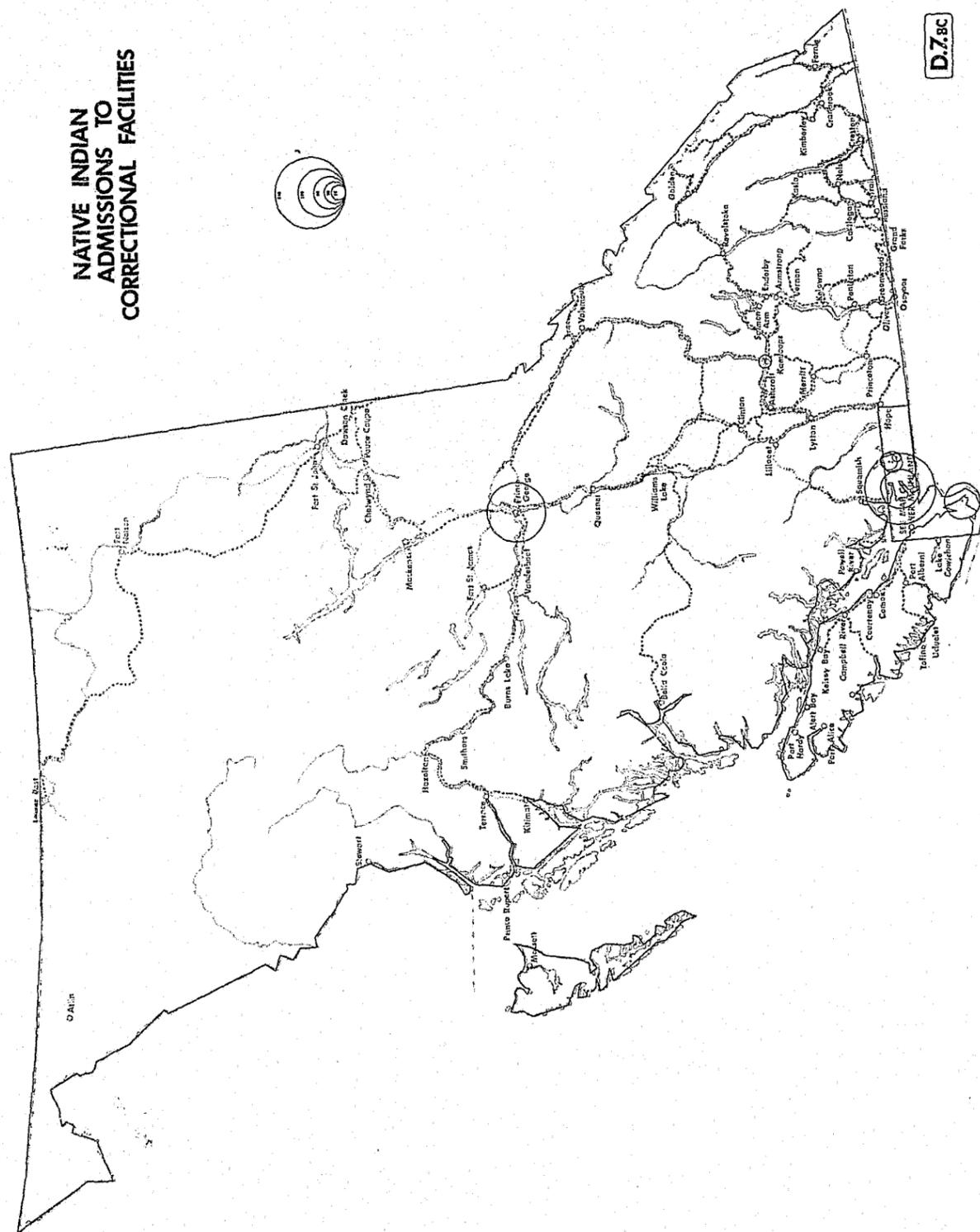
1. The major caseload of Native and B.C. Indian admissions came from Northern B.C. (37.4%). The Lower Mainland and Greater Vancouver admitted about the same number (23%) of Indians as the Okanagan/Kootenay area. (Map E.4)
2. The Indian offenders comprised 13% of total admissions into Corrections.
3. 31.5% of total admissions from Northern B.C. were Indian.
4. Larger court locations with Native Indians as a high percentage of admissions: Fort St. James (80.9%), Lillooet (71.1%), Burns Lake (68.6%), Smithers (56.8%), Chase (56.2%), Merritt (46.5%), Williams Lake (33.7%), and Prince Rupert (50.4%). Several other places have 20-30% Indian admission e.g. Chilliwack, Duncan, and Quesnel.
5. Obvious clusters of B.C. Indian Reservations occur around the population center of Hazelton, Prince Rupert, Burns Lake, Alexis Creek, Lillooet, Chase, Vernon, Merritt and Chilliwack. Port Hardy, Alert Bay and Nanaimo to Duncan on the Island reflect the same concentrations.
6. The largest number of Indian offenders admitted to corrections institutions is at Oakalla. However, the greatest percentage incarcerated at a larger facility occurred at Prince George where 25% of the inmates were Indian.
7. This offender group made up 11% of total admissions into Corrections Institutions.

Regional Correctional Centres

Indians, upon admission to the correctional centres, are absorbed into the general population and, as such, receive the same training, opportunities and placement in the work programme as any other inmate. However, in view of the large proportion of those coming into custody, especially of the females, it is recommended that advisory committees from the Indian community be established at each regional correctional centre to focus more directly on the problems presented by the Indian offender. The whole concept of differential treatment and preparing the Indian for release to the community are areas that should be more specifically focussed on by these centres.

The large number of Indians admitted into Lower Mainland Regional Correctional Centre (see map following) is also of concern. It is recommended that as many as possible of this group be transferred to their region of origin as facilities become available within each region.

NATIVE INDIAN ADMISSIONS TO CORRECTIONAL FACILITIES



D.7 NATIVE INDIAN ADMISSIONS TO CORRECTIONAL FACILITIES

B.C. and Native Indians admitted to B.C. Corrections Service institutions for the period April 1, 1972 to November 30, 1972.

CODE LOCATION	VALUE	CODE LOCATION	VALUE	CODE LOCATION	VALUE
0219 BLUE MOUNTAIN	27	0221 TWIN MAPLES	6	0530 PRINCE GEORGE	173
0220 ALOUETTE RIVER	19	0325 KAMLOOPS	12	1115 OAKALLA	237
				1119 OAKALLA-WOMEN	83
				1209 VAN. IS. R.C.C.	72
TOTAL				629	

NATIVE AND B.C. INDIANS

Corrections Area	Number of Indian Admissions		Percentage of Total Area Admissions	
01 SUNSHINE COAST/SQUAMISH	30	2.2%	30/187	16%
02 LOWER MAINLAND	79	5.7	79/531	14.9
11 GREATER VANCOUVER	249	18.1	249/4480	5.5
04 VANCOUVER ISLAND	147	10.7	147/855	17.2
12 GREATER VICTORIA	45	3.3	45/898	5.0
03 OKANAGAN/KOOTENAYS	312	22.7	312/1916	16.3
05 NORTHERN B.C.	515	37.4	515/1633	31.5
TOTAL	1,377	100%	1,377/10,500	13%

NATIVE AND B.C. ADMISSIONS TO CORRECTION INSTITUTIONS

Institution	Indian Admissions	Total Admissions	Percentage of Total Admissions into Institute
BLUE MOUNTAIN	27	235	11%
ALOUETTE RIVER	19	121	15%
TWIN MAPLES	6	10	60%
KAMLOOPS	12	278	4%
PRINCE GEORGE	173	670	25%
OAKALLA (male)	237	3,181	7%
OAKALLA (female)	83	454	18%
VANCOUVER ISLAND R.C.C.	72	617	11%
TOTAL	629	5,566	11%

E. FEMALES

Scope of the Problem

The core of the problem with the female offender lies with the group committed to custody. (See figures and maps which detail both the total in corrections and those sentenced to custody). The number of admissions to the Women's Unit at Lower Mainland Regional Correctional Centre has been steadily increasing, and for the last fiscal year 1971/72 amounted to 708 admissions, an increase of 14.5% over the previous year. This total included 23 young offender females who were sentenced to a definite plus indeterminate sentence. The number of this latter group in the low 20's has stayed relatively constant over the past two years since its introduction in 1970.

Of particular concern is the lack of community alternatives for females, especially the Indian females from the northern regions of the province. Because of this lack of alternatives in the communities, those sentenced to a term in custody usually have short sentences. For the fiscal year 1971/72 those sentenced to less than one month have increased by 48%, to a point where they now represent over half the female intake.

The remand population represents another critical problem. As there are no other remand facilities available in the province, all cases are brought down to the Women's Unit at Lower Mainland Regional Correctional Centre. Approximately one-third of the cases received on remand at this unit are from outside the Lower Mainland region. When it is considered that two-thirds of those waiting trial spend less than four days at the unit, it is obvious that a large number of transfers of females is taking place for very short periods in custody. The whole range of alternatives for female remand in custody, including the duty counsel and supervised alternatives, especially for the Indian population, very definitely applies to the female remand problem.

Two significant differences in the female admissions for the 1971/72 fiscal year were that they are a relatively younger group, with a 35% increase in the 18 to 23-year old age category, which is now the largest age category for the females in custody. In addition, there is a 33% increase in those classified as habitual drug users. They now form one-third of the total admitted. Also, as mentioned earlier, there is a large intake of female Indian offenders, especially from the more remote regions of the province. The Indian population now comprises 28% of the total intake, which is far out of proportion to their numbers in the general population.

Development of Community Alternatives

There appears to be a very definite need to develop probation for female offenders, especially in the more remote areas of the province. The recommendations developed previously in this report around the area of probation, and the development of alternatives to custody, certainly would appear to be badly needed for the female offender. This should also include a very major effort in terms of developing community residential resources; i.e., half-way houses for females, to avoid their being brought down to the Lower Mainland Region.

Facilities

The existing Women's Unit is acutely overcrowded to the point where it now represents a very serious hazard in terms of protection of inmates and the demoralization of staff. The greatest frustration with the present building

is the fact that a large number of inmates are constantly confined indoors in the same crowded area. By attempting to segregate the problem groups, this restricts even further the amount of physical space one particular group can move to. Continuation of this confinement has been a major factor in creating a constant state of tension in the building.

The large number of waiting trial cases has forced the use of programme space for accommodation, as no other space is available. This, of course makes it extremely difficult to have a proper group programme with sentenced inmates, when they are constantly being upset by the coming and going of the waiting trial cases and considerable tension results.

Although overcrowding is a problem by itself, many types of difficult cases contained within the total population compound the problem greatly. Many of these difficult cases have to be kept locked in a room, some for months on end. Tray meals are brought into them by staff and they have to be taken out to exercise, when other inmates are locked up. Some are protection cases who will likely spend their entire sentence locked in a single room for the safety of their person.

The following represents the wide range of special problem inmates within the unit:

a) Young, disturbed soft-drug users, who have become involved in drug-trafficking

The matrons have reported that many of these younger inmates are extremely difficult to handle. Some of them are at the point of being uncontrollable. They are disruptive, demanding and resentful of authority. They represent mainly a group with a long juvenile delinquency history and previous placement in group living facilities and Willingdon Girls' School. They constitute a particular problem in mixing them in with other types in waiting trial status, as they tend to disturb others with their boisterous behaviour, and also become potential victims for aggressive inmates.

b) Lesbians

The situation with the lesbians is reported as a growing problem which to a degree reflects the general picture in society. The lesbian inmate is generally seeking the young inexperienced soft drug inmates, and keeping them separated creates a great deal of tension with this group.

c) Negroes

There is now a small group of Negro inmates, running to between six to eight in the Unit. Unfortunately this group, most of whom are from the United States, have brought with them the attitudes and behaviours of a persecuted minority group, as well as the aggressive defence tactics they have developed from other prisons. Incidents among this group, such as grabbing food off the table, rather than sharing in the group dining space, as well as assaults on other inmates, are increasing.

d) Protection Cases

The protection cases represent perhaps the greatest problem faced by staff. One girl was reported as having a "contract" for her murder and has already had attempts on her life within the Unit. Matrons report that many of these young girls are deeply involved in the drug scene and that the organization controlling them is constantly having drugs smuggled in to these girls in order to keep them addicted. The organization has also been able to control the lives of these girls through a system of fear and physical attack, including attempts at murder.

e) Observation Cases

With the recent change in policy concerning 30-day remands for psychiatric observation, all of these cases are

now taken into custody at the Women's Unit rather than at Riverview Mental Hospital. The Unit now receives all female committals for psychiatric observation, regardless of the acuteness of any mental disease from which they may be suffering. The medical staff have, therefore, to contend with inmates who are subject to aggressive and hostile episodes, depressed and suicidal tendencies, and conditions of mental retardation bordering on the moron rating at times.

f) Immigration Cases

The Unit has an average of nine cases daily being held for immigration authorities. These authorities hold hearings at the Unit twice a week, and move as quickly as they can in getting these cases processed and deported back to the United States. Approximately half of them are Negro and are mainly involved with drugs or prostitution. They are generally a criminally-sophisticated group, most of the addicts being addicted to heroin, and work as prostitutes for a well-organized operation from the United States.

g) Heroin Addicts

The addict group has greatly increased in the last few years and represents a large proportion of intake. Most arrive in poor physical condition and are ill with withdrawal symptoms. Heroin addicts also represent a real problem in drug smuggling. Many of them swallow drugs before admission or carry them in internally within their vagina. When apprehended, many of them have told of being coerced into delivering the contraband and terrorized in the city if they refused. Constant movement of cases back and forth to court has provided the major route for drug smuggling into the institution.

h) Suicidal and Depressed Cases

The unit has at times had as many as three women on non-capital murder charges, all of whom were in a depressed frame of mind, with many personal problems, and some were regarded as potentially suicidal. One, in fact, had taken an overdose of drugs recently.

i) Penitentiary Cases

There is an average of six inmates daily waiting transfer to Kingston Penitentiary, most of whom have been sentenced to long terms. Other severe cases are those who have had their parole suspended and are being held pending a decision of the National Parole Board. Added to this are the expeditious cases now serving a provincial sentence. This group in total contains many violent and dangerous offenders, and, of course, represents a hard-core leadership group who continually reinforce the drug culture code.

j) Definite/Indeterminate Sentence Cases

A particular problem has been experienced with the sentencing of sophisticated offenders to a definite plus an indeterminate sentence which prevents their transfer out to Twin Maples which is the training unit for the young offenders. There are currently nine in the main building, on definite plus indeterminate sentences, who are not considered suitable for transfer to Twin Maples, because of long previous criminal and drug histories.

Recommendations

To cope with this mix of problem groups and to allow proper segregation and classification it is recommended that a separate remand unit be constructed as soon as possible. To separate this group from the sentenced population is one major way to control the drug intake, as most of it is carried back and forth by waiting trial cases. It is therefore recommended that female remand sections be incorporated into the planning of the remand units for the Lower Mainland Region, and that regional-based facilities

for females, being held on remand, be developed throughout the province. This is felt to be a specially acute need for Indians to prevent their being brought down into the Lower Mainland Region. In 1972 in Vancouver there were 23 Indian women who died from various causes, most of them being alcoholics in the skid-row area. Here they tend to be abused, and soon deteriorate as prostitutes on the skid-row.

Other immediate steps that could be taken to relieve the present population crisis with this group is to develop contract services with agencies, to house female offenders in the regions outside of the Lower Mainland. This could include examination of either rental or purchase facilities to deal with the more difficult types of cases in the outlying regions.

In addition it is recommended that negotiations with the Federal Government be commenced immediately with a view to speeding up the Immigration hearings, as well as the use of immigration detention cells for the female group. The negotiations with the Federal Government should also include the possibilities of transfer of the penitentiary sentence cases and the Federal Parole Suspension cases to quarters at Matsqui. Because of the problems represented by this present female group and the lack of adequate facilities to deal with them, it is recommended that no consideration be undertaken as to the housing of Federal Female prisoners within existing Provincial facilities.

In conclusion, it is recommended that all possible alternatives to custody be developed for this population especially through probation and the use of non-custodial penalties as developed earlier in this report. The Task Force does wish to emphasize the need for immediate action on this particular group, and considering the large proportion that are receiving relatively short sentences, it would appear that there is an opportunity here to take some immediate steps to rectify the gross overcrowding of facilities.

In relation to immediate relief for the existing situation, the Task Force considered the possible use of Willingdon Girls' School as an alternative, until regionalized facilities can be developed to reduce the sentence population in the Lower Mainland facility, and the construction of new remand facilities to separate out that particular group. It is felt, however, that a higher priority exists in the juvenile field, for development of regionalized units for those juveniles requiring a form of custody, and it is therefore recommended that Willingdon Girls' School not be used for the adult population.

Present Renovations to Women's Unit

The Department of Public Works is currently planning the construction of isolation cells for females in the hospital facility of the Lower Mainland Regional Correctional Centre. This would allow the 11 rooms now within the women's unit being used as an isolation facility to be available for standard living accommodation. This is one immediate step which would help to relieve the present acute overcrowding. It would also have the decided advantage of removing the most aggressive, hostile and disruptive inmates out of the building. When the present rooms are used for isolation those placed in there are able to disrupt the entire unit with shouting and screaming, as the noise carries throughout most of the building. This in turn, adds to tension in the population, and aggravates an already serious problem. It is therefore recommended that the Government give immediate approval to the construction of these isolation rooms in the hospital facility where proper nursing care would be available on a 24-hour basis to females housed in isolation.

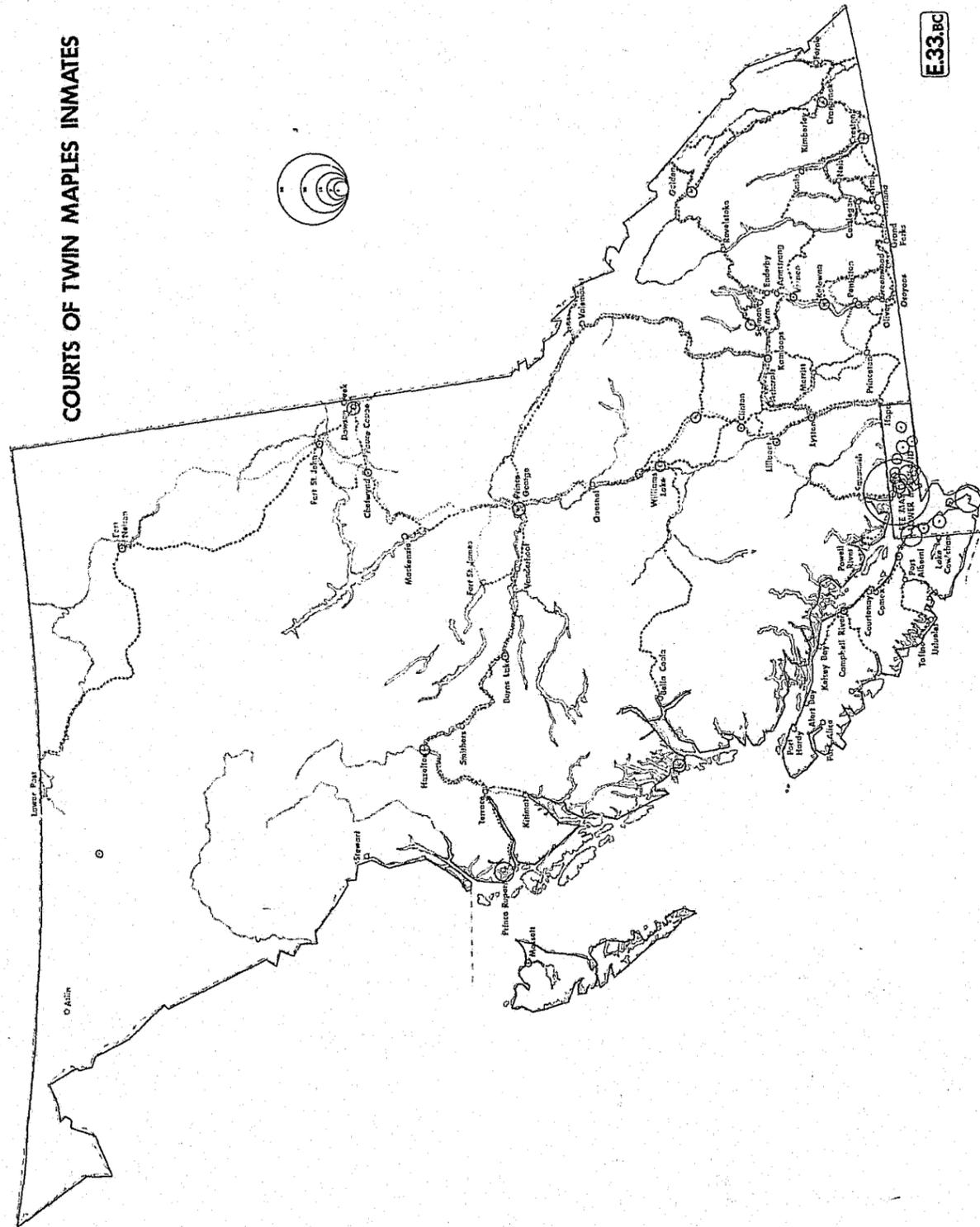
E.15 COURTS OF OAKALLA - FEMALE INMATES

The referring courts of those admitted or transferred to Oakalla - Female.

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0102	GIBSONS	2	0347	PENTICTON	2	0516	HAZELTON	2
0107	POWELL RIVER	1	0350	REVELSTOKE	1	0520	KITIHAT	1
0202	AGASSIZ	1	0356	SICAMOUS	2	0522	HACKENZIE	1
0204	CHILLIWACK	6	0366	TRAIL	1	0526	100 MILE HOUSE	3
0208	HOPE	2	0368	VERNON	2	0530	PRINCE GEORGE	5
0212	MISSION	1	0403	CAMPBELL RIVER	1	0531	PRINCE RUPERT	9
0215	PORT MOODY	1	0407	COURTENAY	1	0533	QUESNEL	1
0310	CHASE	4	0409	DUNCAN	6	0541	VANDERHOOF	3
0311	CLINTON	1	0413	LADYSMITH	2	0544	WILLIAMS LAKE	3
0313	CRANBROOK	3	0416	NANAIMO	17	1101	BURNABY	35
0314	CRESTON	1	0419	PORT ALBERNI	1	1102	COQUIYLAN	1
0315	ENDERBY	1	0421	PORT HARDY	1	1103	DELTA	1
0320	GOLDEN	2	0427	SIDNEY	4	1105	LANGLEY	3
0321	GRANDFORKS	26	0504	BELLA BELLA	3	1106	MAPLE RIDGE	1
0325	KAMLOOPS	4	0506	BURNS LAKE	4	1107	NEW WESTMINSTER	12
0327	KELOWNA	3	0507	CASSIAR	2	1108	NORTH VANCOUVER	3
0331	LILLOOET	1	0508	CHEWYND	1	1109	RICHMOND	4
0333	LYTTON	1	0509	DAWSON CREEK	2	1110	SURREY	29
0334	MERRITT	1	0512	FORT NELSON	1	1111	VANCOUVER	384
0341	NELSON	11	0514	FORT ST. JOHN	6	1112	WEST VANCOUVER	5
0344	OLIVER	1	0515	FRASER LAKE	1	1205	SAANICH	1
						1208	VICTORIA	36

01	SUNSHINE COAST/SQUAMISH	3
02	LOWER MAINLAND	11
11	GREATER VANCOUVER	478
04	VANCOUVER ISLAND	33
12	GREATER VICTORIA	37
03	OKANAGAN/KOOTENAY	68
05	NORTHERN B.C.	48
TOTAL		678

COURTS OF TWIN MAPLES INMATES



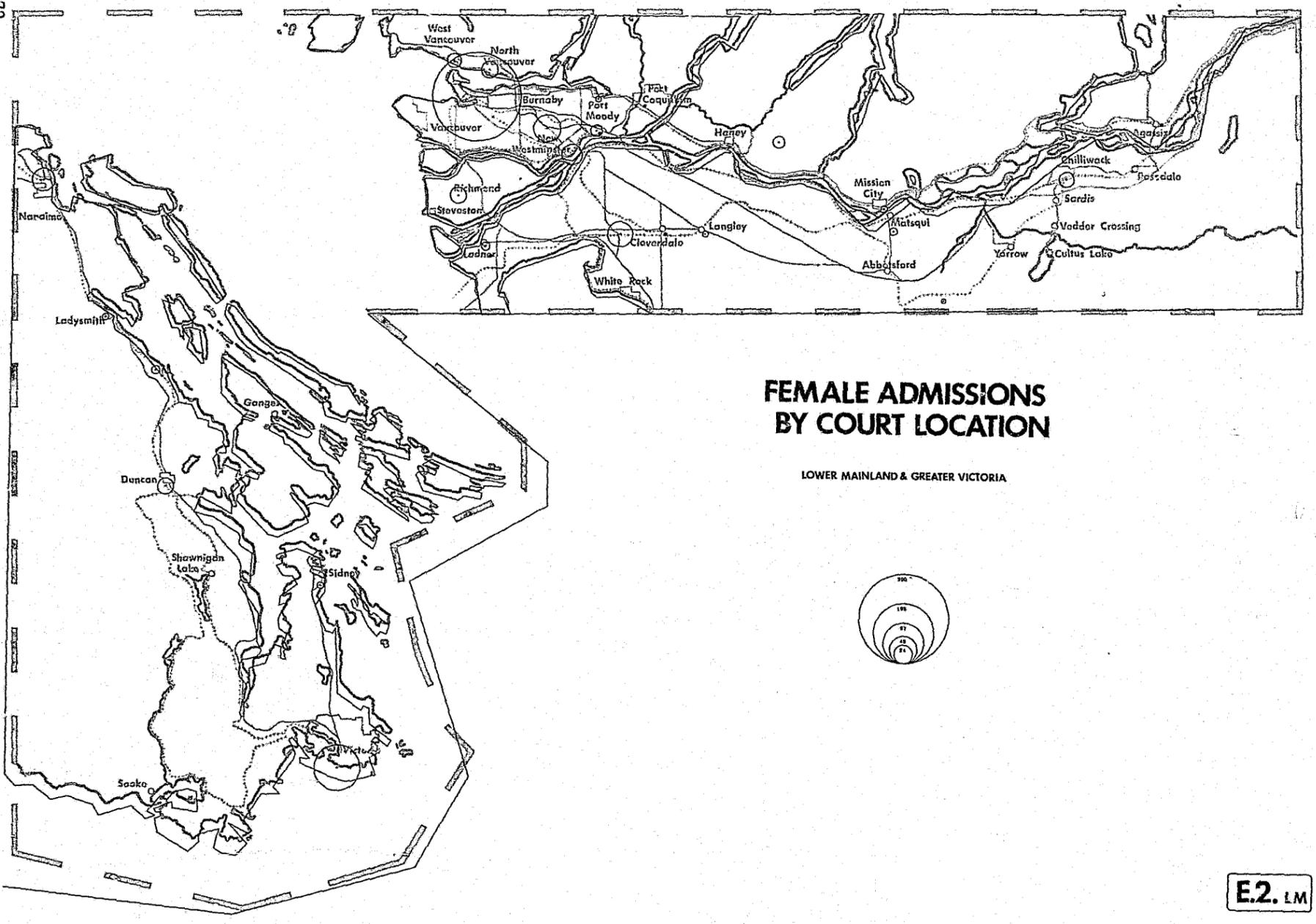
E.33 BC

E.33 COURTS OF TWIN MAPLES INMATES

The referring courts of those admitted or transferred to Twin Maples Farm.

CODE LOCATION	VALUE	CODE LOCATION	VALUE	CODE LOCATION	VALUE
0204 CHILLIWACK	2	0333 LYTTON	1	0512 FORT NELSON	1
0212 MISSION	3	0347 PENTICTON	1	0514 FORT ST. JOHN	1
0214 PORT COQUITLAM	2	0368 VERNON	1	0516 HAZELTON	2
0215 PORT MOODY	2	0403 CAMPBELL RIVER	1	0524 MASSET	1
0216 SUMAS	2	0409 DUNCAN	3	0526 100 MILE HOUSE	2
0217 WHITE ROCK	2	0413 LADYSMITH	2	0530 PRINCE GEORGE	3
0310 CHASE	2	0416 NANAIMO	7	0531 PRINCE RUPERT	6
0311 CLINTON	1	0418 PARKSVILLE	1	0544 WILLIAMS LAKE	2
0313 CRANBROOK	2	0427 SIDNEY	1	1101 BURNABY	3
0314 CRESTON	2	0504 BELLA BELLA	3	1106 MAPLE RIDGE	2
0320 GOLDEN	2	0506 BURNS LAKE	1	1107 NEW WESTMINSTER	4
0325 KAMLOOPS	1	0507 CASSIAR	1	1110 SURREY	6
0327 KELOWNA	2	0508 CHETWYND	1	1111 VANCOUVER	52
0331 LILLOOET	1	0509 DAWSON CREEK	3	1112 WEST VANCOUVER	1
				1208 VICTORIA	11

02	LOWER MAINLAND	13
11	GREATER VANCOUVER	68
04	VANCOUVER ISLAND	15
12	GREATER VICTORIA	11
03	OKANAGAN/KOOTENAY	16
05	NORTHERN B.C.	27
TOTAL		150

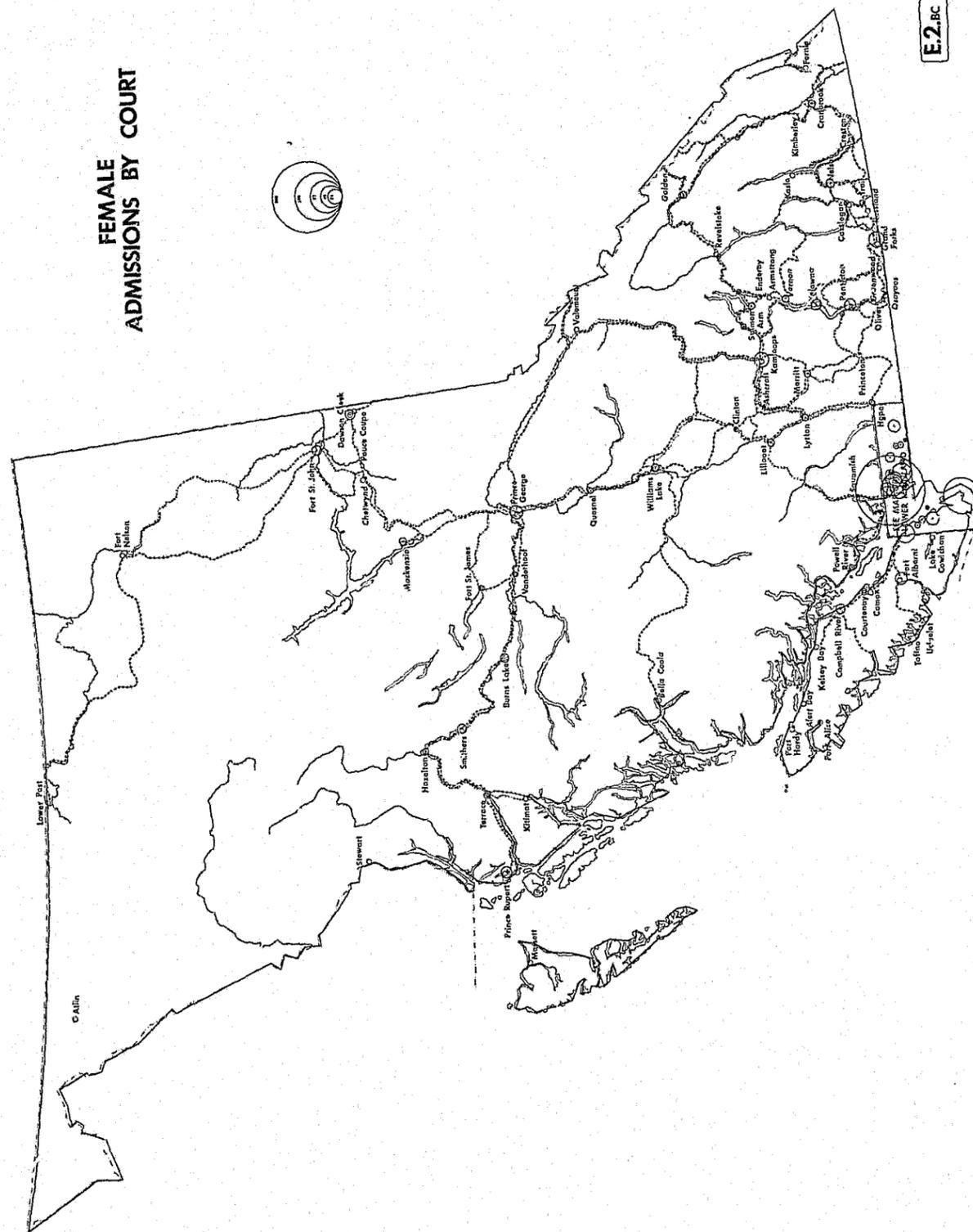


**FEMALE ADMISSIONS
BY COURT LOCATION**

LOWER MAINLAND & GREATER VICTORIA

E2. LM

FEMALE ADMISSIONS BY COURT



E.2 BC

E.2 FEMALE ADMISSIONS BY COURT LOCATION

Female offenders admitted into the Corrections Service (institutions or probations) by the referring court for the period April 1 to December 31, 1972.

CODE	LOCATION	VALUE	CODE	LOCATION	VALUE	CODE	LOCATION	VALUE
0102	GIBSONS	1	0332	LUMBY	1	0508	CHETWYND	1
0104	LADNER	6	0333	LYTTON	6	0509	DAWSON CREEK	12
0107	POWELL RIVER	4	0334	MERRITT	6	0512	FORT NELSON	1
0108	SECHIE I	1	0341	NELSON	9	0513	FORT ST. JAMES	3
0109	SQUAMISH	1	0344	OLIVER	1	0514	FORT ST. JOHN	12
0202	AGASSIZ	1	0345	OSOYOOS	1	0515	FRASER LAKE	2
0204	CHILLIWACK	17	0347	PENTICTON	16	0516	HAZELTON	5
0205	CLOVERDALE	1	0348	PRINCETON	1	0517	HOUSTON	1
0206	FRASER MILLS	1	0350	REVELSTOKE	3	0520	KITIMAT	1
0208	HOPE	4	0354	SALMON ARM	6	0522	MACKENZIE	7
0211	MATSQUI	5	0356	SICAMOUS	3	0526	100 MILE HOUSE	3
0212	MISSION	4	0364	SUMMERLAND	3	0530	PRINCE GEORGE PCC	20
0214	PORT COQUITLAM	1	0366	TRAIL	1	0531	PRINCE RUPERT	15
0215	PORT HOODY	3	0368	VERNON	7	0533	QUESNEL	4
0216	SUMAS	2	0403	CAMPBELL RIVER	11	0538	TALKWA	1
0302	ASHCROFT	1	0404	CHEMAINUS	6	0539	TERRACE	4
0308	CASTLEGAR	3	0407	COURTENAY	3	0541	VANDERHOOF	3
0310	CHASE	4	0409	DUNCAN	19	0544	WILLIAMS LAKE	8
0311	CLINTON	1	0410	GANGES	2	0545	SMITHERS	10
0313	CRANBROOK	7	0413	LAOYSMITH	4	1101	BURNABY	48
0314	CRESTON	1	0416	NANAIMO	35	1102	COQUITLAM	11
0315	ENDERBY	1	0418	PARKSVILLE	2	1103	DELTA	1
0320	GOLDEN	6	0419	PORT ALBERNI	17	1105	LANGLEY	3
0321	GRAND FORKS	27	0420	PORT ALICE	1	1106	MAPLE RIDGE	11
0324	INVERMERE	3	0421	PORT HARDY	1	1107	NEW WESTMINSTER	29
0325	KAMLOOPS	24	0427	SIDNEY	4	1108	NORTH VANCOUVER	20
0327	KELOWNA	13	0431	UCLUELET	1	1109	RICHMOND	19
0329	KIMBERLEY	1	0504	BELLA BELLA	3	1110	SURREY	42
0331	LILLOOET	7	0506	BURNS LAKE	9	1111	VANOUVER	382
						1112	WEST VANCOUVER	15
						1208	VICTORIA	119

01	SUNSHINE COAST/SQUAMISH	13
02	LOWER MAINLAND	39
11	GREATER VANCOUVER	581
04	VANCOUVER ISLAND	106
12	GREATER VICTORIA	119
03	OKANAGAN/KOOTENAY	163
05	NORTHERN B.C.	125
TOTAL		1,146

COMMENTS:

1. Females formed 10.9% of total corrections admissions for B.C., and 10.7% of total charges in B.C.—very close percentages.
2. The highest proportion of females admitted in an area to total admissions occurred in the Greater Victoria area (13.3%) and Greater Vancouver/Lower Mainland area (13%). The rest of Vancouver Island was next with 12.4%. Other areas of B.C. had approximately 7% female admissions.
3. Exceptions to this were found in specific locations. Grand Forks reported 42% female admissions, while Nelson, Lytton, and Lillooet had about 16-17%. On the Island, Nanaimo, Duncan, and Port Alberni had over 13% each. The cities of Vancouver (14.2%) and Victoria (13.4%) were slightly higher. In the north there seemed to be a low distribution of women admissions with highs at Hazelton (16%) and Smithers (13%).
4. Two court locations, Port Alice and Telkwa, reported no males just one female each. However, many (46) court locations had males only.
5. Map E.2 illustrates very well that the greatest proportion of females admitted to the Corrections system were from the Greater Vancouver area (50.7% of total female admissions for B.C.) There is a division before the next major group of 14.2% of admission in the Okanagan/Kootenay area. Northern B.C. and Greater Victoria had over 10% each, and the rest of Vancouver Island had 9.2%.

Corrections Area	Female Admissions		Females as Percentage of Total Area Admissions		Total Females Charged (including traffic)		Juvenile Females Charged	
Q1. Sunshine Coast	13	1.1%	13/ 187	7.0%	74	1.0%	18	1.2%
02. Lower Mainland	39	3.4%	34/ 531	7.3%	305	4.0%	53	3.7%
11. Greater Vancouver	581	50.7%	581/ 4,480	13.0%	4,282	56.7%	750	52.0%
04. Vancouver Island	106	9.2%	106/ 855	12.4%	564	7.5%	111	7.7%
12. Greater Victoria	119	10.3%	119/ 898	13.3%	540	7.1%	187	13.0%
03. Okanagan/Kootenay	163	14.2%	163/ 1,916	8.5%	905	12.0%	145	10.0%
05. Northern B.C.	125	10.9%	125/ 1,633	7.7%	888	11.7%	180	12.5%
TOTAL	1,146	100 %	1,146/ 10,500	10.9%	7,558	10.7%	1,444	100 %

6. By far the largest proportion of females charged was in the Greater Vancouver Area (56.7%). The Okanagan/Kootenay area reported 12% of the females charged and Northern B.C., 11.7%, Vancouver Island and Greater Victoria contained over 7% each, giving the Island as a whole 14.6% of females charged.
7. At Oakalla, admissions and transfers by last address (Map F. 15) shows that 68% of the women were from Greater Vancouver with another 6.1% from the rest of the Lower Mainland. There were 5.4% from Greater Victoria and 4.9% from the remaining points on Vancouver Island. Another 8.5% of the women came from Northern B.C. with slightly less from the Okanagan/Kootenay area. Over half of the females admitted to

- Oakalla were under the age of 24. One third of those admitted were recorded as heroin users. About 20% were Native or B.C. Indians.
8. The major group of admissions and transfers (Map F.33) to Twin Maples came from Greater Vancouver and the Lower Mainland (57.1% and 4.5%). There were 17.6% of the women from Northern B.C., a much larger proportion than at Oakalla. Most of the women admitted to Twin Maples recorded using alcohol to excess. Native and B.C. Indians made up 60% of those admitted.
9. There were 454 female admissions recorded at Oakalla, 10 at Twin Maples, and 20 at Kamloops. There were, as well, several female admissions noted at male institutions, which we assume were errors.

SECTION 5

Organization of Correctional Services

A. DEVELOPMENT OF CORRECTIONS IN BRITISH COLUMBIA

"From its early beginnings in the Provincial Police Force, Corrections has traditionally been associated with the justice system and the enforcement of law and order. It only emerged as a separate Service some twenty-five years ago when there were three small Provincial gaols at Kamloops, Nelson and Prince George, each holding less than fifty prisoners, and Oakalla Prison Farm in Burnaby.

In the comparatively short period of time that has elapsed since those days the Corrections Service has developed into four Regional Correction Centres serving the four natural regions of the province, twelve Forest Camps, two specialized Training Institutions for young-adults serving definite/indeterminate sentences and a treatment facility for chronic alcoholics. Side by side with this development has grown a rapidly expanding force of over 200 trained Probation Officers stationed at forty-five strategic centres across the province. These men and women working with and through their communities have been responsible for the emergence of a broad spectrum of community based back-up resources of a preventative nature, from group centres, hostels, weekend attendance programmes, to volunteer sponsors and a variety of recreational activities. This has resulted in the Corrections Service being able to work successfully with many more offenders right in their own community, thereby reducing the number of committals to imprisonment.

But this whole growth could not have taken place had it not been for the changing philosophy in Corrections from one of strict containment to that of helping prepare men and women at odds with the law to find their

way back into society as useful and productive members. Thus has developed a trained force of over 1,300 Correctional Officers, instructors, tradesmen, Probation Officers, specialists in many fields, all working together as a team to effect a common goal.

This working force has been responsible for a sizeable accomplishment over the past twenty-five years." (British Columbia Corrections Service Newsletter, December 1972).

As noted above, the most significant development in corrections for British Columbia has been the marked expansion of probation and the use of community alternatives. This has involved also the development within probation of camp attendance centres and hostel facilities, especially for the juvenile group. This development has proceeded in the past few years at a very rapid rate and has been financed to a large extent by a transfer of funds from institutions to probation service.

In this manner the development of probation has been vigorously pursued to the point that its ratio of probation cases to the number incarcerated, represents the highest in Canada — a five to one ratio with 10,000 cases under probation supervision and 2,000 cases in custody. When this is considered in the light of the relatively high effectiveness rate for probation it is apparent that the integrated correctional system now operating in British Columbia represents one of the best in Canada.

The organization of institutions in British Columbia was also the first one to be developed on a regionalized basis in Canada and this form of organization has since been followed by the Department of Correctional Services in Ontario.

Requirements for the Future

In terms of the future requirements for the organization of corrections in British Columbia three major points are apparent. First, corrections should be provided with a higher priority within the criminal justice system. Here it is felt that corrections should be much more involved in the total planning of the criminal justice system and play an equal part with the judicial and law enforcement sub-systems in terms of overall planning for the province. Related to this there is secondly, the need for a greater degree of coordination of corrections with other government departments. As has been emphasized in this report, the most effective means of dealing with many of the offender categories within corrections requires an interdepartmental programme. To provide for this it is felt that the headquarters organization for corrections must be located in Victoria, in order to play a greater role in total interdepartmental planning and development of policies for the future. This move would also provide a greater opportunity to present corrections as a priority within the policy and planning level of government.

The third requirement is to continue the regionalization, and provide greater decentralization of corrections within British Columbia. It is a truism of organization that decentralization can proceed only as quickly as the staff become developed to the point that they can take on major administrative responsibilities for the decentralized operations of the organization. This policy of developing regional administrative level personnel has been pursued by the Corrections Service in British Columbia, and it is recommended that it now be developed at a more intensive level. This would require, as described earlier, greater administrative training for the regional administrators and supervisory training for senior personnel in the region. In this manner a more flexible organization could be developed which would require a greater staff participation in administrative decision-making.

Such participation, by increasing the flow of information, would result in a greater understanding on the part of all personnel, and of related government services, of the changing environment and offenders in corrections, and a better indication of the need for organizational responses to such changes. By the development of a computerized information system for the total criminal justice system correctional administrators could be developed much further and adopt a style of management by objective, which emphasized a goal-oriented philosophy and attitude, focusing on results, with less preoccupation with methods. However at the moment, the lack of such feedback, in terms of achievement of component parts of the organization, restrict greatly this form of development. It is therefore recommended that the beginnings now being made in the development of the required information system be supported vigorously and developed as rapidly as possible to the required level.

Again, the moving of the correctional headquarters to Victoria, to be more involved with the policy and planning level of the criminal justice system, would in effect provide pressure for greater decentralization at the operational level. By removing the correctional headquarters out of the operational level, greater attention can be given to long range and interdepartmental coordinated planning, which would, in turn, force the regional administrators and wardens to take on a greater level of operational decision-making. This is indeed in line with the decentralized participative form of management style seen as necessary for the future of corrections. Changes in society are coming at an evermore rapid and dramatic level which in turn require a highly responsive organization. Only by creating the decentralized form of organization recommended, with appropriate management orientation to participation of personnel in the administrative process, can the organization remain responsive to the rapidly changing needs of the correctional process in the province.

B. ORGANIZATION OF CORRECTIONAL SERVICES

The Task Force had the benefit of the opinions of a number of consultants and heard the views of several groups concerning the organization of correctional services in the province. In addition, the organizational structures of correctional services in various provinces were examined. It was concluded that the present services for juveniles in this province are fragmented, lacking proper coordination, subject to unnecessary conflict and inefficiency, and that major changes are indicated.

We failed to reach agreement, however, on two major points concerning recommendations for change:

1. whether juvenile correctional services should remain within a total correctional service or become part of child care services, and
2. whether correctional services in general should remain under the Attorney-General or have its own minister.

This section and the next following, therefore, set out two alternative views on these questions along with respective recommendations. It is our earnest hope that the two positions, although briefly stated here, will receive careful and thoughtful attention, so that these important and difficult issues will be resolved as quickly as possible for the benefit of all.

Theoretical and Practical Issues

This section will argue that corrections is an essential part of the criminal justice system and that juvenile correctional services should not be removed from the total correctional service. It will suggest in particular that associating juvenile correctional services with child care services is inappropriate on several grounds, that it risks the reduced effectiveness of both. Proposals for the improved organization of the correctional service for both adults and juveniles will then be outlined.

1. Separate administration of juvenile corrections would hinder the effort to develop a unified criminal justice system. As indicated elsewhere in this report, a "systems" approach to administration endeavours to organize work according to goals or objectives to be accomplished rather than by the specific content of the methods or services employed or by administrative convenience. Computer science, generating "systems models" and giving promise of manipulating large amounts of data, is partly responsible for this development. Once overall goals are agreed upon — admittedly particularly difficult and controversial in public service — the components of a system can be defined and coordinated with other components, responsibility may be allocated, and performance of each part measured in terms of contribution to goals.

There has been considerable support for the conception of the community's total response to crime and delinquency in terms of a system with complex but definable goals. Correctional services are seen as an essential part of this system. Thus, the Ouimet report states that:

"the law enforcement, judicial and correctional processes should form an interrelated sequence. There must be consistency in philosophy from the moment the offender has his first contact with the police to the time of his final discharge. In the past, there has been some conflict in aims among the different processes . . . However, in recent years it is being increasingly recognized that law enforcement, judicial and correctional processes all share a common overriding aim: the protection of society from criminal activity. Once this

is fully recognized the necessity of the three processes to work in harmony will be accepted (page 16). The correctional services must be seen as an integral part of the total system of criminal justice and their aims should be consistent and supportive of the aims of the law enforcement agencies and courts (page 277). Committee recommends that consideration be given to comprehensive legislation to ensure that common principles guide all aspects of the correctional responsibilities carried out by the government of Canada (page 284)".

Similarly, the President's Crime Commission states as follows:

"The Criminal Justice System has three separately organized parts — the police, the courts, and corrections — and each has distinct tasks. However, these parts are by no means independent of each other. What each one does and how it does it has a direct effect on the work of the others . . . The criminal process, the method by which the system deals with individual cases, is not a hodge-podge of random actions. It is rather a continuum — an orderly progression of events — some of which, like arrest and trial, are highly visible and some of which, though of great importance, occur out of public view. A study of the system must begin by examining it as a whole (page 7)."

The existence of a coherent and identifiable system which includes corrections is also assumed in criminological theory and by the very existence of this synthetic discipline. Thus, Sutherland states that:

"Criminology is the body of knowledge regarding delinquency and crime as social phenomena. It includes within its scope the processes of making laws, of breaking laws, and of reacting toward the breaking of laws. These processes are three aspects of a somewhat unified sequence of interactions." (Criminology, 8th edition, Sutherland & Cressey)

The concepts of social control and social development have also been suggested as useful in conceptualizing the proper organization of correctional services. It has been suggested that any society has two basic problems; the first is to develop the best quality of life possible for its citizens, and the second is to defend the safety and stability of the society from external and internal "enemies". Educational, employment, health and welfare, and a wide variety of other services are considered to fill a social development function and are generally voluntary in nature. Social control functions are carried on by the Department of Defense primarily for external security, while internal security is mainly the responsibility of the criminal justice system. These services may involve the explicit use of compulsion and have a frankly normative function. (See Justin Ciale: Brief to the Senate Committee on Legal and Constitutional Affairs).

Some have considered it particularly important not to blur the distinction between voluntary and compulsory services. Thus Alfred J. Kahn specifically excludes correctional services from organizational structures which coordinate social development services "because of the actual or potential use of authority" (page 26, The Kahn Institute: A Record). In this connection it has been pointed out all too frequently that the formation of civil boards with coercive powers which are not subject to judicial appeal threatens an erosion of the liberty of the citizen. (See pamphlet — Diversion from the Criminal Justice System National Clearinghouse for Mental Health Information, Washington).

One recent report, while conceding the essential unity of the goals of law enforcement, judicial and correctional services, nevertheless suggested that it is neither necessary or even desirable that these services be organized within the same department of government. (See Manitoba White Paper: "The Rise of the Sparrow"). The rationale for this puzzling statement is not, however, adequately explained. It is true that correctional services, as do the police and the judiciary, share many procedures with other departments, but this does not permit the selection of any one of such procedures as a rationale for organization. The fact, for example, that rehabilitative methods are used by correctional services does not necessarily permit its organization in another department which also uses such procedures. Such logic would equally allow corrections to be placed in mental health services, employment, education or sundry other sections of government. It would seem obvious that if it is conceded that corrections is part of the criminal justice system, no unnecessary administrative barriers be erected.

It is apparent that a system by definition implies the existence of other coherent systems, interacts with them and depends upon them in order to achieve its objectives. There have been particularly imaginative and cogent statements on this general topic. The Model Community Correction Programme designed by the American Institute for the Study of Crime and Delinquency, with specific reference to the role of welfare services, states:

"A well-conceived, well-executed social welfare programme is a prime tool in both preventing crime and rehabilitating the former offender; a poorly-conceived, poorly-executed programme has the contrary effect . . . The social welfare system, both private and public, is a prime adjunct of the criminal justice system . . . (its) role . . . is supportive, both literally and figuratively (pages 83 & 84).

The services of individual offender needs are as varied as the individual and his prior environmental and socio-economic conditions. They involve therefore, at one time or another, all of the general and specific resources that the community has established for itself: education, vocational training, employment services, psychological and psychiatric counselling and treatment, medical services, religious guidance and training, welfare, family counselling, recreation, and myriad others . . . It is imperative that community corrections be viewed as a system of delivering services to offenders through the various existing private and public agencies, providing the individual offender with the specific services needed to enable him to return to the free community in a non-criminal role" (page 47).

The probation officer's role has thus evolved in the direction of functioning more as a coordinator of social services in the interests of the treatment of offenders. In systems language he represents the "interface" between the criminal justice system and several other social service systems. In the words of the President's Crime Commission Report:

"Probation and parole officers today direct their energies primarily toward the offender rather than the social environment with which he must come to terms. Although it is important that present skills in working with individual offenders be retained and improved, much is to be gained by developing new work styles that reach out to community resources and relate them to the needs of the case load. The officer of the future must be a link between the offender and community institutions."

The probation officer remains identified, however, with the court in particular and with the criminal justice system in general. It is suggested it is the very clarity of his ultimate commitment and purpose that enhances not only his own effectiveness but the appropriate use of other services. He endeavours to work in close partnership with, and merit the confidence of, other social service workers. But he also needs to retain credibility in the eyes of the other components of the system in which he works — the police and the court. He is conscious of the primary needs or interests — in systems language, the *sub-goals* — of all parts of the system — the interest of the police, for example, in adequate *control* of offenders, the interest of the court in imposing adequate *consequences* for crime for the purpose of general prevention, and the interest of corrections in adequate provision for *rehabilitation*. In terms of sentencing philosophy he hopes to reduce the simplistic and destructive polarization of attitude on such an issue as deterrence versus rehabilitation, and develop sentencing alternatives which avoid conflict between the several aims of the system. The efforts of police to work with juveniles in crime prevention, the interest of the courts in community sanctions for offenders, and other developments mentioned in this report, all may give room for optimism that a coordinated, effective and humane response to crime and delinquency can be achieved.

To repeat, the unique nature of the probation officer's role is defended not simply to avoid beclouding his function or compromising his integrity; it also may help to do the same for other roles. One role validates and reduces the complexity of the other. Thus if a ward of the child care service commits an offence, the worker, in place of parent, can render appropriate protection, while the probation officer's concerns are clear.

With regard to administration, if the complementary nature of the roles, with their respective resources, is accepted, efficient administration in the interest of both the child and community should result. This does not prevent, of course, imaginative and flexible cooperation. Honest differences in their view of the offender may be expected from the very nature of their commitments or professional imperatives. Alternatively, dissatisfaction may arise from the inability of one or the other to perform his proper function, due to lack of skill or resources, but that is another matter. In any case, the solution is not to attempt to bring the two roles closer together by administrative artifice. This serves only to evade or deny genuine differences, making solution even more difficult, and should be resisted as much by child care workers as by probation officers.

Nor is it suggested that the probation officer is the only one with authority or the skill to use it. What is important is the nature, source, limits and purpose of the authority of each role.

It may well be optimistic to assume that clear separation and definition of role will be more effective but it is considered a minimum attempt to understand what we are doing. To aspire beyond this with our present knowledge seems hardly justified.

The discussion of organization in terms of objectives begs the question, however, as to whether juveniles should be included. Are our goals for juveniles the same as those for adults? It is suggested here that although there may be important differences in emphasis as to procedures employed, the basic goals of corrections for both juveniles and adults are the same: the learning and observance of the law. Corrections thus has a narrow but crucial function in the

socialization of adolescents, and depends upon other services for broader functions. This question is discussed further below in connection with the traditional values and approaches of the Social Work profession.

2. There has long been difficulty in adapting traditional social work values, methods and training to corrections. It is conceded at the outset that Social Work approaches are both highly controversial within the profession and as in corrections, are constantly changing. While we do not presume to make a definitive statement on this complex issue here, several observations can be made.

Social work approaches have been developed predominantly in voluntary or protective services of a social development character. Thus the worker is said to work *with* or *for* the "client" in order to *enable*, rather than force, desired behaviour, and the right of the client to self-determination is stressed. Such client-centred values are usually reflected, as with similar professional groups, in the code of ethics of social workers.

Traditionally or predominantly at least, social work has tended to accept treatment theories emphasizing sociological or psychological determinism and accordingly to de-emphasize the responsibility of the individual for his behaviour. Thus it was found in the 1950's that the social work graduate employed in a public agency experienced acute conflict between his professional identity and imperatives and the demands of the public or of the other components of the criminal justice system. His solution was to leave the correctional field or gradually adopt a 'criminological' viewpoint. Only if he was employed in an "autonomous" agency could he circumvent demands and retain a social work identity. (See Ohlin, Piven and Papenfort NPPA Journal, 1956). Thus, while social workers may well adjust to a correctional situation, their training is considered most appropriate to social development fields. Whether or not such conflict need have occurred, it was at least partly responsible for the wide development of criminology training programmes in the 1960's. (The establishment and plans for such programmes in British Columbia are mentioned elsewhere in this report.)

Consistent with its traditions and applications, social work has tended to stress non-directive or voluntary treatment methods. Such methods are now considered largely ineffective for behaviour-disordered unmotivated offenders. Some studies, in fact, suggest that such methods are harmful for many of these offenders. Corrections has therefore turned rapidly toward methods designed to suit the different types of offenders, toward an emphasis on behaviour, and a more modest regard for simple control. Such trends appear also to be true of social work, but their rapid development in corrections demonstrates the different problems confronted. Further, it may be noted here that Social Work has tended to assume that rehabilitation is the *only* commitment of corrections; that for juveniles the "interest of the child" is the *only* value. It was demonstrated earlier that this is not so.

The placement of correctional services in other departments dominated, appropriately enough, by Social Work theory and practice, is therefore of great concern not only to corrections but to many social workers. The conflicts experienced by social workers would be, ironically, more rather than less acute. Further, both evaluative research and experience has demonstrated the limited application of social work in corrections. Finally, the experience of other provinces suggests that the priority position of corrections would suffer. When funds and staff are scarce, the delinquent and the criminal are considered the most difficult to work

with and the least deserving, and tend to lose out to welfare, child-care and other services.

3. The application of a more or less exclusively offender-oriented approach, stressing support and rehabilitation, has long been largely accepted for juvenile offenders. Almost 50 years ago the Juvenile Delinquents Act was based on such an approach supported by popular behavioral theories, along with the desire to protect the juvenile from an otherwise formal, severe and punitive system. Apparently it was not feasible to consider the option of changing our total response to crime, for both adults and juveniles, or simply to modify our methods and procedures to serve young offenders more appropriately. Instead we separated them, created a special "juvenile system", a new "status" offence, distorted our language and our principles. Dependency, truancy, neglect, unmanageability and criminal code offences by juveniles were all lumped together within the jurisdiction of the juvenile court.

Many changes have occurred in adult procedures since that time. But further, while the legislation for juveniles was considered enlightened at the time, there have since been major criticisms of both its theory and practice — in legal procedure as well as correctional effectiveness. Pertinent here are the comments of the President's Crime Commission Task Force Report: *Juvenile Delinquency and Youth Crime*:

"In theory the juvenile court was to be helpful and rehabilitative rather than punitive. In fact the distinction often disappears not only because of the absence of facilities and personnel but also because of the limits of knowledge and technique. In theory the court's action was to affix no stigmatizing label. In fact a delinquent is generally viewed by employers, schools, the armed services — by society generally — as a criminal. In theory the court was to treat children guilty of criminal acts in noncriminal ways. In fact it labels truants and runaways as junior criminals . . .

Nevertheless . . . the ideal of separate treatment of children is still worth persuading. What is required is rather a revised philosophy of the juvenile court based on the recognition that in the past our reach exceeded our grasp . . . willingness to understand and treat . . . should not be turned aside as a hopeless sentimentality . . . but neither should it be allowed to outrun reality. The juvenile court is a court of law, charged like other agencies of criminal justice with protecting the community against threatening conduct. Rehabilitating offenders through individualized handling is one way of providing protection, and appropriately the primary way in dealing with children. But the guiding consideration for a court of law that deals with threatening conduct is nonetheless protection of the community . . . What should distinguish the juvenile from the criminal courts is greater emphasis on rehabilitation, not exclusive preoccupation with it (page 9).

The juvenile court is primarily a court of law and must accept limitations imposed by the inapplicability of rule and remedy to many important phases of human conduct and to some serious wrongs . . . When the juvenile court must resort to administrative agents . . . (it) produces conflicts and confusion of values and objectives" (p. 97).

Although these criticisms refer to American experience, we are advised that they are equally applicable to Canada. They suggest a more limited, definable and unambiguous role, perhaps more realistic and more honest, for the juvenile court. It is suggested the same is true for juvenile correctional services for children, which are so obviously needed, to social development and large preventive services. As indicated

previously, such clear definition of basic function provides a firm foundation for imaginative cooperation.

A somewhat different slant on the problem of the integrity of our response to adolescents stems from concern over their total moral development. Elsewhere, in connection with community service programmes for juveniles, we have suggested the need to hold adolescents accountable to a degree appropriate to their capacity. To repeat, in our haste to provide for and protect children, we tend to isolate them, and deny them real involvement, genuine responsibility or useful roles. As one probation officer put it, we have a tendency to say, "we'll build the playground; all the kids have to do is enjoy it."

A similar theme is expressed in the following statement by John H. Schaar:

"What is missing is humanly meaningful authority and leadership. . . Confronted with structures of bureaucratic and technological coordination, the young fear all authority and flee into the unreason of drugs, music, astrology and the "Book of Changes", justifying the flight by the doctrine of "do your own thing" — something that has never appeared on a large scale among any populace outside Bedlam and the nursery, where it can be indulged because there is a keeper who holds ultimate power over the inmates.

When those in high positions are confronted with challenges the first response is to isolate themselves from the challengers by tightening the old rules and imposing tougher new rules. When the managers do attempt to reform in a "humanistic" direction the result is nearly always a deformity: to humanize leadership — institute coffee breaks, fabricate human interest stories to show that the powerful one is a human being after all, and bring in the make-up artist when he has to go on television; to humanize bureaucracy — institute T-groups and ombudsmen; to humanize the law — introduce the indeterminate sentence, special procedures and officials for juvenile offenders, and psychiatrists who will put a technical name on any state of mind for a fee." (*New American Review*, Reprinted in *The Vancouver Sun*, September 21st, 1971.)

Since adolescence is said to be a time of search for identity, role and responsibility, a coming to terms with "normative restraints," it is considered essential, particularly for this age group, not to becloud our messages, blur the distinction between volition and compulsion and render official roles unclear in purpose. This does not imply undue formality, severity or punitiveness. It does stress at this time that we try to find ways to help juveniles not to evade but confront, not to deny stigma but to make amends; that we emphasize their *similarity* to adults rather than their differences, and provide maximum understanding and support, but also appropriate demands.

4. Several more practical arguments concerning the organization of juvenile services are now considered. In connection with the organization of services in other parts of Canada or elsewhere, it is suggested that there is no clear data on the effectiveness of one form over another. The smorgasbord of arrangements across Canada bespeaks this fact. One criminologist suggested, in fact, that organizational changes are in the nature of fads, such that while one province goes one way another is considering the reverse! Further, it must be noted that the provinces still differ as to juvenile age boundaries. Thus a province such as Alberta, with the maximum at 15 years, might find it more feasible and defensible to consider juvenile offenders a responsibility of a child care department.

Nor is it considered fair to suggest that corrections lack the competence to develop a range of resources for juvenile offenders given the authority and funds. As outlined earlier in this report, corrections has already developed several resources for this group. We have been repeatedly told by probation officers, judges and community groups that the problem lies mainly in the lack of funds, the failure of the government in the past to sufficiently finance regional and local needs.

It has been suggested also that the separation of corrections from child care entails excessive "overlap" or duplication of service. There appears no adequate data on this, and a research enquiry would be useful. It has been suggested to us by agencies in the field, however, that the amount of overlap is generally far overestimated. A recent study conducted in Prince George verified this impression. Crime is clearly a problem for all sections of society, particularly with the rise of drug use. It is by no means restricted to those groups who most require welfare on child care services. In any event, duplication assumes that two services are identical; we have argued not only that this is not true of child care and corrections, but that the very difference between them provides opportunity for effective service. The two services complement each other, a fact which should be more evident with the development of small facilities recommended elsewhere in this report.

Finally, it has been pointed out that administration of juvenile corrections by child care services renders it eligible for federal cost-sharing under the Canada Assistance Plan. It has been argued that corrections cannot legitimately be labelled child care. It is therefore recommended that this province join the efforts of Ontario to convince the Federal Government that correctional services for juveniles should be eligible under the plan.

It may also be noted here that the vast majority of the probation officers we heard emphatically favoured the general approach expressed here. Further, several groups put on record their support — the Provincial Advisory Council on Education in Criminology, the Provincial Judges Association, and the B.C. Corrections Association.

In summary, this section has argued:

1. That the criminal justice system model is the most ambitious and promising approach in our effort to respond to offenders in a rational and humane way, and avoid the simplistic reactions which now divide us,
2. That nothing should be done to disturb the identification of corrections with the criminal justice system for either juveniles or adults,
3. That confusion of child care and correctional roles creates theoretical conflict and reduces the promise and uniqueness of both fields, and
4. That a clear separation of services is more likely to serve the total needs of adolescents.

Since, however, it is obvious that juvenile corrections must be developed in a vigorous and coordinated fashion, an alternative administrative model is proposed. This is described below.

Department of Correctional Services

It is proposed that a Department of Correctional Services be established with a Deputy Minister of the department duly appointed. This would give a greater priority to corrections to fulfill the requirements of the future as detailed in this report. It would also provide a greater priority for corrections in dealing with other government departments which have been detailed herein.

One of the key principles emphasized also in this report is that of an integrated criminal justice system. It is imperative that there be coordinated policy and planning between the whole spectrum of services, from law enforcement, to judiciary, to corrections. To provide for this it is recommended that the department come under the Attorney-General as Minister in order to promote integration with the total administration of justice.

Youth Services Division

As has been emphasized in the terms of reference for the Task Force, one of the problems of great concern is the number of juveniles being transferred to adult criminal court.

A further aspect of this problem is the number of 17 year olds who are being dealt with in adult correctional centres and the problems that they, together with the immature 18 year old group represent for the institutions. The growth in this group has been so extensive that the average age of those appearing before the B.C. Board of Parole is 17.9 years.

It is therefore proposed that a youth services division be established within the Department of Correctional Services. This is the general model followed by the Department of Correctional Services in Ontario, and has been highly commended to us by consultants from that province. The advantage of it would be to give priority to the needs of the adolescent offender, and to separate the older adolescent with a long delinquent history from the main juvenile stream of young first offenders, and also to provide a specialized correctional programme for the older adolescents now going into the adult institutions.

The proposal that has been presented to the Task Force would then, in effect, give the court two major alternatives to use with children and youth, as well as the present access to transfer to the adult criminal court. Under the proposed operation of this system, no child aged 13 and under would be prosecuted in court for a criminal offence without prior consent of the judge of the Family and Childrens Court. Essentially children of this age would be dealt with as "care and protection" cases, and assigned as a direct responsibility to the Department of Rehabilitation and Social Improvement.

For those youths, aged 14-16, the court would have two alternatives available; one is to regard them as a child in need of care and protection, and assign them to the Department of Rehabilitation and Social Improvement; the other is to recognize their greater level of criminal sophistication, and need for greater supervision and control for their own protection and the protection of society, and assign them to the Youth Services Division of the Department of Correctional Services, and the development of resources would be the responsibility of this department. To a large extent the B.C. Corrections Service has already developed facilities to service this type of population, such as the Porteau Cove Camp, Metchosin Ranch, Ruskin Farm for Girls, House of Concord, attendance centres, and the Marpole Probation Hostel.

In those cases where the court felt that a definite commitment to a facility is required because of the severity of the problem represented by the youthful offender, the provisions of the Juvenile Delinquents' Act could be applied, by making the Youth Services Division facility a training school, for the purposes of that Act. As the Youth Services Division would be administered by the probation section of the department, cases assigned to this division would also

be controlled by the terms of probation as established by the court.

Hopefully, the establishment of such a youth services division would reduce the number of juveniles being transferred to adult court and possibly eliminate the need for a transfer entirely.

In this regard it is recommended that, with the establishment of such a division, the department not approve the transfer of juveniles to adult court as requested by prosecutors, and that judges be advised that alternative facilities would be developed within a youth services division, to avoid the use of adult prisons for youthful offenders.

The principal rationale behind this form of organization is that children who are in conflict with the law should be dealt with as "care and protection cases" and that the responsibility for this group would be assigned entirely to the Department of Rehabilitation and Social Improvement, whose emphasis would be on prevention and working with families and children at an early age. A number of agencies emphasized the need to put greater time and priority on prevention, and dealing with problem children at an earlier age. In Prince George, for example, the social workers in that area recognized that by the time the problem had reached the high school level it was a matter of dealing from crisis to crisis, with no opportunity for successful modification of the problem. They have therefore adopted the policy of shifting their emphasis and resources to the elementary school level, recognizing the greater opportunity for prevention of the development of the problems at this earlier age.

This is basically the concept applied here, i.e., to allow that particular department of government to concentrate on the prevention of a delinquent career, and to deal to the greatest extent possible, with children on an out-of-court basis.

In turn we have had a great deal of emphasis placed, not only by social agencies, but in particular the police and the judges of the Family and Childrens' Court, on the need for secure facilities for the hard core juvenile offender many of whom present a real danger to themselves and to society. It is felt, therefore, that by assigning this group to the Department of Correctional Services they could concentrate on the control and supervision required, by this older and more criminally sophisticated group. This approach would also allow for the design of special adolescent facilities, and programmes geared to the need for this particular stage in their life.

Dr. E.K. Nelson, one of our consultants on organization, and former Director of the Corrections Task Force for the President's Crime Commission, in the U.S.A., emphasized the point of a youth services division, in order to allow for maturation of the youthful offender. By transferring the youthful offender into an adult prison, or by placing the 17 and 18 year olds into an adult prison, is in effect exposing them to the entire adult criminal culture, and to a large extent, prevents the process of maturation. It was his opinion that a large number of these youthful offenders, although presenting severe problems in terms of the need for control and custody, provided they are isolated from the adult criminal culture, can mature, and develop into law abiding citizens.

The need for a special approach for adolescents in terms of control was emphasized, for, as has been experienced in California, many of them represent the most dangerous and difficult offenders within the entire system. As the greatest number of these would have already been subjected

to the services of the Department of Rehabilitation and Social Improvement, and proven to be exceptionally severe problems, not responsive to the services provided in the department, it is argued that they now require a degree of supervision and control, beyond what should be provided in a welfare framework, and a greater imposition of the sanctions of the law be applied to them. For this reason it is felt this group could best be dealt with within the Department of Correctional Services, rather than under the alternative proposed, of a juvenile probation section within the welfare framework.

A further advantage would be presented by being able to take the 17 and immature inadequate 18 year olds out of the adult prison system, and provide separate facilities for them within the Youth Services Division.

As facilities provided within this division would be small, there would be a separation of the 14-16 year old age group from 17 and 18 year old group, each being dealt with in separate facilities designed and programmed for the particular needs of each group. This is based on the recognition that the 17 and 18 year old group represents a major difference from the younger 14-16 year olds.

The division having jurisdiction over the 14-18 year olds is also based on the recognition of the general lowering of the age of responsibility within our society, as 19 is now the age at which youth can vote and legally drink alcoholic beverages. Thus the new facility plan for the New Haven inmate population would become a part of this new youth services division. At the moment, New Haven in effect operates as a residential training facility for the youthful offender, especially the inadequate.

Haney Correctional Centre, however, would be continued as an adult service facility, and house the most aggressive and sophisticated of the 19 year olds to the 22 year olds. At the moment, Central Classification has emphasized strongly the problems experienced in placing the inadequate young 17 and 18 year olds in the Haney Correctional Centre, and

has argued vigorously for a separate type of facility for this group, due to the degree of victimization they suffer while in a large institution. Dr. Bulmer, the senior medical officer for the Correction Service and a psychiatrist, has also emphasized the need for a separate type of programme and facility for the inadequate type of young offender, who presents a very immature type of behaviour, with extremely little tolerance for frustration, and a limited intellectual capacity. He states, also, that by virtue of these behaviour characteristics, they represent a difficult and sometimes dangerous group, that require a specialized form of control and correctional programme.

In summary, it is therefore recommended:

1. That a Youth Services Division be established within the Department of Correctional Services under the direction of the Chief Probation Officer.
2. That the Youth Services Division develop a range of resources designed for the 14-18 (inclusive) year old age group and be granted the necessary funds and staff allotment.
3. That all children under age 13 who break the law be referred to child care services.
4. That for child offenders of age 13 the presumption be made that the child care services are appropriate and proper referral be made. However, a Judge of the Provincial Court should have the option of referring such children to the Youth Services Division when its resources are considered more appropriate by the Court.
5. That for juvenile offenders age 14-16 inclusive the presumption be made that the Youth Services Division resources are appropriate. However, a) the Judge of the Provincial Court should have the option of referring the juvenile to the child care services when its resources are considered more appropriate for the needs of the case and b) that all cases of unmanageability, truancy, and the like be referred to the child care service.

C. ORGANIZATION OF CORRECTIONAL SERVICES – ALTERNATE VIEW: J.A. MACDONALD

Perhaps it is best that I state at the outset my major recommendations and proceed from there to the rationale for each. My recommendations are as follows:

1. That all correctional services to juvenile offenders who come within the legal jurisdiction of the Juvenile Delinquents Act be administered by the Department of Rehabilitation and Social Improvement.
2. That all correctional services to young adult and adult offenders who come within the jurisdiction of the adult criminal courts be administered by a new and separate Department of Adult Correctional Services.

Juvenile Correctional Services

1. The Present Fragmented Organization of Juvenile Correctional Services in British Columbia

At the present time services to juvenile offenders are fragmented both organizationally and geographically. In the City of Vancouver probation and detention services are administered by a city department which does not come under the overall administrative supervision of any department of the provincial government. In the City of Victoria detention services are administered by the City, while probation services are the responsibility of the Provincial Probation Service. Elsewhere in the province probation services are administered by the Probation Service of the Corrections Branch of the Department of the Attorney-General. Generally speaking, outside of Vancouver and Victoria, juvenile probation services are integrated with adult probation services. The Chief Probation Officer is also the Director of Corrections for the Province.

When a child is committed under the Juvenile Delinquents Act to the care of the Superintendent of Child Welfare of a Children's Aid Society, major governmental administrative responsibility is shifted from the Attorney-General's Department to the Department of Rehabilitation and Social Improvement. However, here again some further administrative separation occurs depending on whether the child is made a ward of the Superintendent or a Children's Aid Society serving the Vancouver and Victoria areas.

The present situation is unsatisfactory and obviously needs to be changed. The fragmentation of services to juveniles impedes the development of an overall policy for management and treatment of juvenile offenders. It has led to the general practice of termination of probation services to the child at the point he is committed to wardship. This has had the effect of severing professional relationships between probation officers and juvenile offenders at a critical point in their lives. It also has meant that probation officers are denied a role in the future residential placement decision affecting the juvenile. Generally speaking, it has also led to interprofessional tension and animosity between probation officers and social workers who assume sequential and uncoordinated treatment and supervision roles.

2. The Organization of Juvenile Correctional Services in Selected Canadian Provinces.

In Ontario, services to juvenile offenders are considered part of overall criminal justice policy planning. Accordingly, they come within a separate Department of Correctional Services which administers both juvenile and adult institutions and juvenile and adult probation services. At the

present time plans are well advanced to provide separate administration of juvenile and adult offender services within the same department. This will include separate divisions of juvenile institution and probation services.

In Manitoba, corrections as a whole is considered part of social development policy planning. Both juvenile and adult corrections are administered by the Department of Health and Social Development. However, it appears that corrections becomes fragmented at the divisional level within the department. Thus, institutional services for juvenile and adult offenders come within the Health division and probation and community services within the Social Development division. In the City of Winnipeg juvenile probation services are separately administered but elsewhere in the province they are integrated with child welfare services.

In Saskatchewan, both adult and juvenile correctional services have been administered by the Department of Welfare for over 25 years. Juvenile probation and institution services have come under the supervision of the Child Welfare Division. As a result of a study completed in 1971, steps are currently being taken to create a special juvenile corrections division within the Department so as to achieve greater priority for corrections and more effective planning of services.

In Alberta for many years both adult and juvenile correctional services were administered by the Department of the Attorney-General. In 1970 services to juvenile offenders were transferred to the Department of Health and Social Development under the supervision of the Child Welfare Division. Adult correctional services have been retained in the Attorney-General's Department.

3. Discussion of Issues Involved

The foregoing suggests there are many alternative models to choose from in relation to departmental organization of correctional services for juvenile offenders. Our discussions in the Task Force, however, have mainly centred on three models as follows:

a) The jurisdiction of the present B.C. Corrections Service of the Attorney-General's Department could be extended to embrace all juveniles dealt with under the Juvenile Delinquents Act after separating out the children who are primarily child protection problems. This proposal would make a clear distinction between children who are "child welfare" problems and those who require special measures of correctional supervision and treatment. It would entail the B.C. Corrections Service developing a special stream of resources for delinquent children including: "attendance centres, weekend development programmes, specialized training programmes for children and their parents, community service projects, residential schools, small security residences, et cetera." This proposal was put to the Task Force in a brief presented by the B.C. Corrections Association. In passing, it should be noted that this proposal is quite consistent with establishment of a separate Department of Correctional Services with jurisdiction over both adult and juvenile offenders. Indeed, it is closely akin to the model presently in operation in Ontario. It clearly rejects the notion that services to delinquent children should be part of an overall pattern of child welfare services to children with behavioral and social adjustment problems.

b) All services to children and youth in conflict with the law could be transferred to the Department of Rehabilitation and Social Improvement. At the same time, a special youth services division could be established to provide services and controls to teenage children dealt with either under the Protection of Children Act or the Juvenile Delinquents Act.

Youth services workers would be specialists in work with adolescent children and would be deployed both in the Family Division (Provincial Court) and in remedial and preventive work in the community. In relation to their duties with delinquent children, they would be assigned the status and powers of probation officers. This proposed model is closely akin to that now in operation in Alberta.

c) The third model would entail a separation of correctional services to juveniles either on the basis of an age split or in relation to the persistence of seriousness of the delinquent behaviour under review. Under this proposal child welfare services would handle the less difficult cases and the B.C. Corrections Service the more difficult ones. Philosophically, this model is more in accord with Model 1 than Model 2. In effect it calls for the screening out of seriously delinquent children from child welfare services. It also would entail the development of specialized programmes, services and facilities for this group under a special Youth Division of the B.C. Corrections Service. By so doing, it is argued, fewer children would be transferred to the adult courts.

This third model strikes me as an attempt at compromise which would only perpetuate conflict between the B.C. Corrections Service and the Child Welfare authorities. It assumes that the Corrections Service is more capable of handling juveniles with persistent anti-social behaviour patterns than are the child welfare specialists who have gained valuable experience in recent years in this field. It would also have the effect of creating two streams of institutional service at the juvenile court level. One can imagine the stigma that would be attached to juveniles in the difficult, unmanageable stream. Finally, I suggest, it would create an administrative nightmare with two probation services, one from the Rehabilitation Department and one from the Corrections Service, being assigned to the same family division court.

I indicated at the beginning of this statement that I favour transfer of all correctional services involving juvenile offenders to the Department of Rehabilitation and Social Improvement. I will now attempt to articulate my reasons for this viewpoint which are based both on social policy and pragmatic considerations. In my opinion, the real choice to be made is between extending still further the jurisdiction of the B.C. Corrections Service over juveniles or transferring all juvenile correctional services to the Department of Rehabilitation and Social Improvement.

(i) Prominent in the thinking of those advocating a separate and extended stream of juvenile correctional services and institutions is the notion that societal intervention with respect to juvenile offenders should be a part of overall social defence planning under the criminal justice system. The criminal justice system is said to have three major component sub-systems: law enforcement, the judiciary and corrections. Accordingly, planning for social defence must above all else entail close coordination and cooperation between the representatives of each sub-system. From here it is said that juveniles must be treated and managed within a "criminal justice model". The operational implication of this concept is that the work of professional corrections personnel is closely tied to legal authority, which must be exercised with proper judgment and skill in the interest of both the juvenile and the community. The further implication is that probation officers working with juvenile offenders are specially trained and skilled in the use of authority, whereas other professionals working with delinquent children are not.

I fully agree that all persons working with juvenile offenders should possess skills in the constructive use of authority. I do not agree that this quality is, or should be, the monopoly of any one profession. The truth is that all persons working with disturbed or anti-social children represent authority and must be trained and skilled in its proper exercise.

In the case of juveniles, it should also be remembered that our society has decreed that they are *not* part of a *criminal justice system* but, rather, deliberately and specially placed within a *juvenile justice system*. This system removes them from the sanctions of the criminal law and from the adult criminal courts. It endeavours to divert as many as possible from the juvenile courts in the first instance. Those that are tried in juvenile court are involved in hearings which emphasize parental participation and individualized dispositions in the interests of the child. Follow-up work entails intensive personal and family counselling. I would therefore argue that the juvenile justice system is essentially a social instrument designed to aid in the socialization of the child within his family and the wider community. As such, it should be seen as part of overall government services to children presenting behavioral or social adjustment problems. Therefore, it properly belongs within a broad system of child welfare services.

(ii) There are ample precedents for the proposal that juvenile correctional services be transferred to the Department of Rehabilitation and Social Improvement. As of 1966, juvenile correctional services in over 40 American states were administered under the supervision of state social services departments. (Standard Act for State Correctional Services, National Council on Crime and Delinquency, New York, 1966, pp. 16-17). In response to the Siebohm Report published in 1967, services to delinquent children have been incorporated in local departments of social work in England. A similar development has occurred in Scotland pursuant to the Social Work (Scotland) Act of 1968. It should also be noted that it has been longstanding practice for services to juveniles to be administered by social service departments in such countries as Sweden, Norway and Holland, all of them noted for their progressive practices and programmes.

(iii) I am totally opposed to the creation of separate institutional facilities and programmes for delinquent youth, thereby enhancing the likelihood of stigma. What is needed is the vigorous development of child and youth care resources for all young people in need of control treatment. There are large numbers of children in our province who present problems of personal and social management who are never processed through the juvenile court. To create a separate stream of institutional services for the acting-out delinquent represents both a costly duplication of services and a denial of access to needed services for the delinquent child. This does not mean that we should not be developing programmes and facilities that will principally serve the needs of delinquent youth. It does mean that such services as are developed should be equally available to all children requiring them. I would point out that these views are strongly supported by a submission to the Task Force by John Noble on behalf of the B.C. Association of Child Care Services. They are also in line with the recommendations of the CELDIC Report which is strongly opposed to the separation of services for problem children. (Report of the Commission on Emotional and Learning Disorders in Children, 1970, pp. 236-237.)

(iv) My proposal would permit continued cost-sharing with the federal government in development of child care

resources under the provisions of the Canada Assistance Plan. Cost-sharing would also be forthcoming in relation to the services of probation officers employed in a Youth Division of the Department of Rehabilitation and Social Improvement. The Task Force was informed that Canada Assistance Plan funds are not available to help defray the costs of juvenile services under the administration of the Ontario Department of Correctional Services. This is presently costing the taxpayers of Ontario \$8,000,000 in the current fiscal year. The proposal for a separate stream of children's services, facilities and programmes within the B.C. Corrections Service, in all likelihood would not be cost-sharable under the Canada Assistance Plan.

(v) My proposal is based essentially on the organizational model presently operating in Alberta. Our Task Force met for an afternoon with Mr. Bruce Rawson, Chief Deputy Director of the Department of Health and Social Development and Mr. Ab. Rich, Supervisor of Juvenile Probation Services for the Department. Mr. Rich had been employed by the Correctional Services branch of the Attorney-General's Department prior to assuming his new duties in 1970. Both men were of the opinion that the new system represented a distinct improvement over the previous one. The infusion of Canada Assistance Plan funds had permitted the hiring of more probation officers and the development of new institutional resources. This resulted in the total number of juveniles receiving probation services increasing from 900 to 1,200 over a period of two years. It was also noted that the present system was better suited to providing specialized treatment resources to the grossly disturbed delinquent.

(vi) My proposal would be supportive of present Government policy which calls for specialization of judges serving an integrated Family Division of the Provincial Court. It seems to me logical, that professional support services to this court should be integrated administratively and philosophically under the auspices of a single department of government. This seems especially desirable when one considers the fact that significant numbers of juvenile delinquents come from one-parent families who often must seek the remedial aid and services provided by the Court under the Family Relations Act. It is submitted, therefore, that by transferring responsibility for all juvenile correctional services to the Department of Rehabilitation and Social Improvement, integrated professional family counselling services could be provided to both juveniles and their families, thereby avoiding the duplication of services which presently exist within the Family Court structure.

4. Proposed Reorganization of Juvenile Correctional Services Within the Department of Rehabilitation and Social Improvement

I propose the creation of a Division of Youth Services within the Department, which would be responsible for planning, development and overall administrative supervision of the following:

- a) probation services to children dealt with in juvenile court;
- b) care and protection services to older children in family court;
- c) youth foster home and residential care;
- d) specialized institutions and treatment services for youth;
- e) community development and preventive services for youth;
- f) detention and remand facilities for juveniles.

The administrator of the division of youth services should be called "Director of Youth Services" and located in the Department at a level parallel to that of the Superintendent of Child Welfare.

Youth service workers employed in services to the juvenile court should be appointed as probation officers. Probation officers now employed by the B.C. Corrections Service should be given the option to transfer to the Youth Services Division with no loss in pay.

Probation officers employed by the Youth Services Division should come under the same pay scale as Probation officers employed by the B.C. Corrections Service.

Consideration should be given to integrating the services to older children now provided separately by Children's Aid Societies and Family and Children's courts in Vancouver and Victoria.

Correctional Services to Young Adult and Adult Offenders

As indicated earlier, my recommendation is that there be created a separate department of Adult Correctional Services to provide community and institutional correctional services and programmes for all offenders dealt with in the adult criminal courts. In arriving at this recommendation I have given careful thought to the further alternatives of retaining adult corrections in the Attorney-General's Department or transferring it to the Department of Rehabilitation and Social Improvement.

The principal argument in favour of retaining adult corrections within the administrative supervision of the Attorney-General's Department is that it would facilitate close coordination in planning with the law enforcement and judicial sub-systems of the criminal justice system. This argument is compelling if one considers that the primary purpose of corrections is social defence. While corrections undoubtedly shares in the social goal of controlling offenders convicted of crimes, it is also vitally concerned with social conditions contributing to crime and with interventions designed to rehabilitate offenders. Therefore, it is necessary for adult corrections to place equal emphasis on activities designed to foster social defence, social development and social rehabilitation. I frankly don't see these goals being achieved within the restricted frame of reference of the criminal justice model.

A further argument against retaining adult corrections in the Attorney-General's Department is that it has to compete at present for funding priority and administrative attention with a host of other departmental functions. In my opinion the Attorney-General's Department should confine its administrative jurisdiction to law-making and law enforcement. Its necessary linkage to corrections can be adequately fostered through inter-departmental planning mechanisms.

The essential argument in favour of transfer of adult corrections to the Department of Rehabilitation and Social Improvement is that this would emphasize the functions of crime prevention and offender rehabilitation. Thus, greater attention could be given to social and financial services to offenders and their families and more effort could be expended on modifying social conditions contributing to crime. One could argue, however, that an equal, if not greater, emphasis on rehabilitation of offenders and crime prevention could be achieved within a separate Department of Correctional Services. I suspect also that a transfer of adult corrections to the Department of Rehabilitation might very well undermine the separation of juvenile and adult correctional services I have advocated earlier in this statement. Finally, the argument of limited administrative and funding priority could apply equally to the

Rehabilitation Department as to the Attorney-General's Department.

I think we should recognize that adult corrections is increasingly becoming a unique, although broadly-based, professional discipline. It shares with the social welfare system the concern to change human behaviour and eliminate social pathology and social disorganization. It shares with the criminal justice system the concern to protect society and its members from criminal depredations. It must work collaboratively with both systems to serve both its offender clientele and the general citizenry.

Our earlier documentation of the extent of crime in British Columbia and the present overcrowding of our correctional centres indicates that adult correctional services deserve a high priority in government policy planning. This priority is not likely to be achieved unless corrections has direct access to the provincial cabinet through a separate department of government.

For all the above reasons, therefore, I would recommend the transfer of administrative responsibility for adult corrections to a new Department of Adult Correctional Services.

Departmental Organization

I think there is broad agreement among members of the Task Force on the administrative organization of adult correctional services. The essential features are as follows:

1. The senior administrator for adult corrections should have the rank of Deputy Minister and his office should be located in Victoria to ensure communication with the

Minister of Adult Correctional Services and with other Deputy Ministers whose departments interface with corrections. Also located at Victoria should be a division of research and planning.

2. Separate Director positions should be established for Adult Institutional Services and Adult Probation and Community Services.

3. The organization structure should delegate substantial responsibility for programme planning and operations to superintendents of institutions and regional directors of probation and community correctional services.

4. Community correctional services should be closely coordinated with field services of the Department of Health and Department of Rehabilitation and Social Improvement and where feasible they should work from the same offices.

5. The organization structure should facilitate community involvement in planning and service delivery both at central and local levels.

6. A corrections institution inspection service should be established to ensure that the disciplinary powers of prison wardens and their delegates are exercised fairly, equitably, and without arbitrary abuse of power. The inspection service should be independent of and administratively separated from the Department of Adult Correctional Services.

7. All personnel employed by the Department of Adult Correctional Services should be considered civil servants and be entitled to the same personnel grievance procedures as other civil servants in the employ of the Provincial Government.

D. OTHER ORGANIZATIONAL ISSUES

Inspection Branch

Following discussion of the Ontario model with their Department of Correctional Services, and meeting with their Deputy Minister and consultants from Ontario, the Task Force felt there was a great deal of merit in the concept of an inspection branch within the department. This inspection branch would be responsible for inspecting all closed juvenile, youth, and adult facilities, and submit a report annually to the legislature. It would be a branch within the department, that would have responsibility for investigating any irregularities, grievances, or special investigations required, into disturbances, riots, injuries, or suicides. It is accordingly recommended that an inspector of correctional services be provided within the new department of correctional services, who would report to the Deputy Minister for the department.

Inter-departmental Organization

As has been discussed in the section on drug addicts, alcoholics, and the mentally ill offender, there is a need for a very much tighter degree of inter-departmental coordination. Here again it is felt that the establishment of Corrections as a separate department, coupled with its headquarters being moved to Victoria, and the use of an inter-departmental board of management dealing with the drug, alcohol and mentally ill problem offenders, much can be done to enhance the total government effort in dealing with the special categories of offenders.

The problem of regionalization needs a great deal of study in relation to the possible integration of effort by the social and health service organizations of government. At the moment, as described earlier, the establishment of regional boundaries, in order to provide local regional coordination, really requires a special study of its own. For the purpose of the Task Force, the regional boundaries of law enforcement, social services, education, regional levels of government, and other agencies were plotted, which revealed the inherent lack of coordination, even of regional boundaries (see maps). It is felt that, before any effective integration can occur at the regional level, there must be the establishment of common boundaries, in order that the same personnel would be working together at the regional level, rather than having to meet with separate people for separate parts of one's own region. In line with the emphasis on decentralization of government services, it is felt that the regional level, and coordination at this level, becomes the critical element in the administration of services on an integrated basis. The whole concept of the community service centre, which would have multiple departments of government concerned with providing services, depends to a large extent upon the integration of their local and regional boundaries.

Citizen Input

The importance of citizen advisory committees at the regional level, as well as the local level was continuously emphasized during the period of this study. It is therefore recommended that citizen advisory committees representative of the region, be established to meet with regional inter-departmental planning committees, and that a similar provision be made for citizen input at the local level.

E. PLANNING AND RESEARCH

Perhaps the greatest problem faced by this Task Force was the lack of information and data in terms of the problems of crime and Corrections. The present situation, in terms of planning, suffers greatly due to the lack of basic information and system rates in terms of input to the system, and the effectiveness or performance of the system in dealing with that input. In fact, as the situation now exists, there is no overall planning apparent within the criminal justice system, nor is there the required information system and data base to allow for such planning. If anything, it can be characterized as a non-system, without clearly defined priorities. The Japanese experience by contrast has revealed the necessity to establish clear priorities and pursue them with the greatest possible vigour.

Accordingly, it is recommended that a planning unit be established for the Attorney-General's Department, in order to provide for an integrated criminal justice system plan. This planning unit would not usurp the present planning that is done within each sub-system, but would, instead, focus on the coordination and integration of total system planning. As such, it is recommended that its first priority be to develop a computer-simulation model of the criminal justice system, and to develop the necessary system rates to indicate the performance of the system.

This planning unit would also have the responsibility of developing the framework of total planning and research needs within the criminal justice system. In this way, a large amount of research could be contracted out, but set into a total framework, in which the results can be additive rather than discursive.

The establishment of this planning unit is perhaps the number one priority need of the whole criminal justice system and, by establishing the necessary priorities and total framework for planning, can indicate on a continuing basis, the directions for the future and the priorities required, in terms of funding.

F. FUNDING

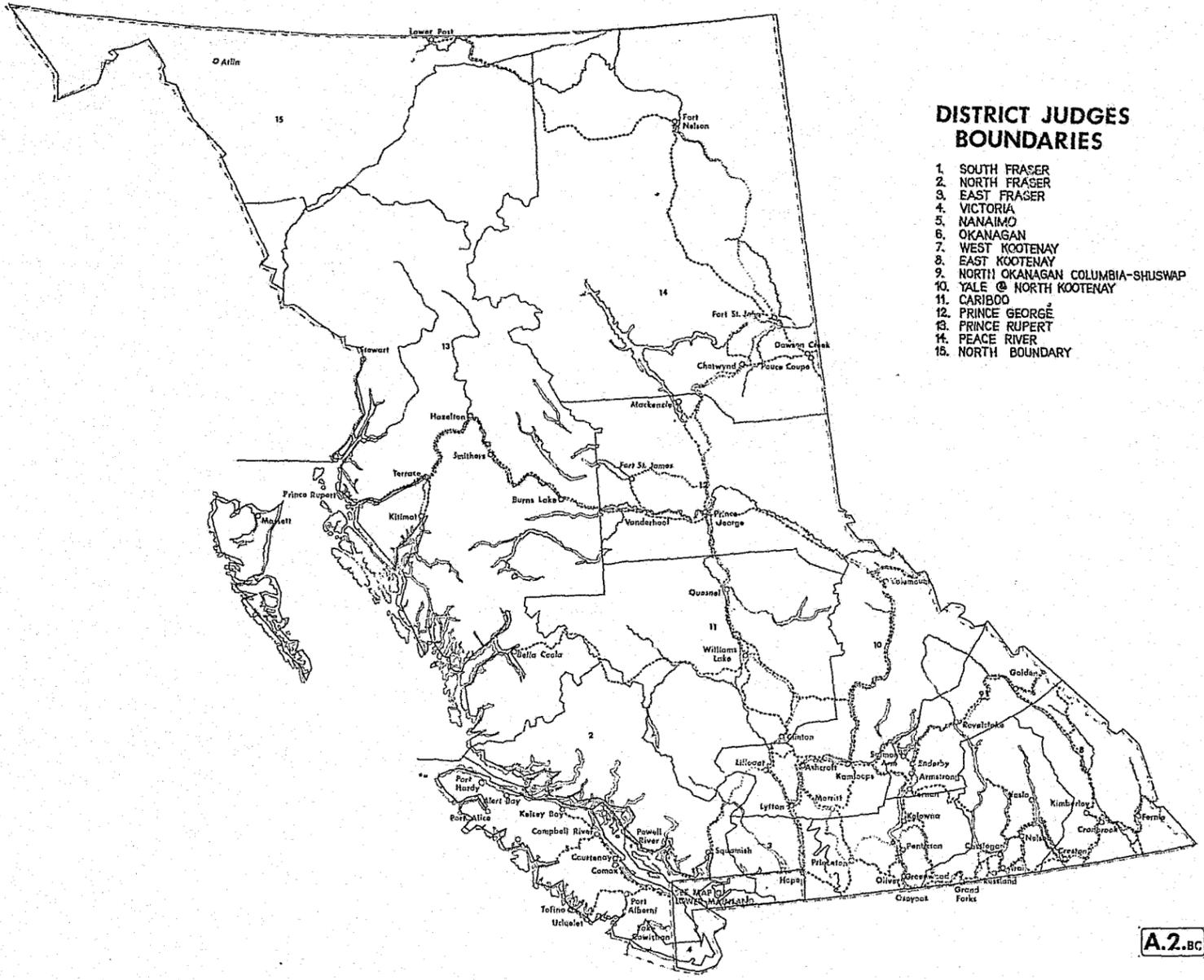
Canada Assistance Plan

The Province of Ontario, which has a juvenile division within their Department of Correctional Services, is at the moment pressing the federal government to alter the regulations, under the Canada Assistance Plan, to provide for cost-sharing with juvenile services within the Department of Correctional Services. The province, as a matter of policy, has retained the juvenile services within the Department of Correctional Services, on the basis of a greater priority being assigned to it as a separate division within that particular department, by government. They are, however, recognizing that the federal government cost-sharing formula under the Canada Assistance Plan is too restrictive, and are so pressing for a change of regulation to allow for their juvenile services to be cost shared. It is therefore recommended that, recognizing the priority that should be given to juvenile and youth services, the Province of British Columbia, in turn, add to this pressure for altering the regulations under the Canada Assistance Plan to provide for federal cost-sharing with correctional services.

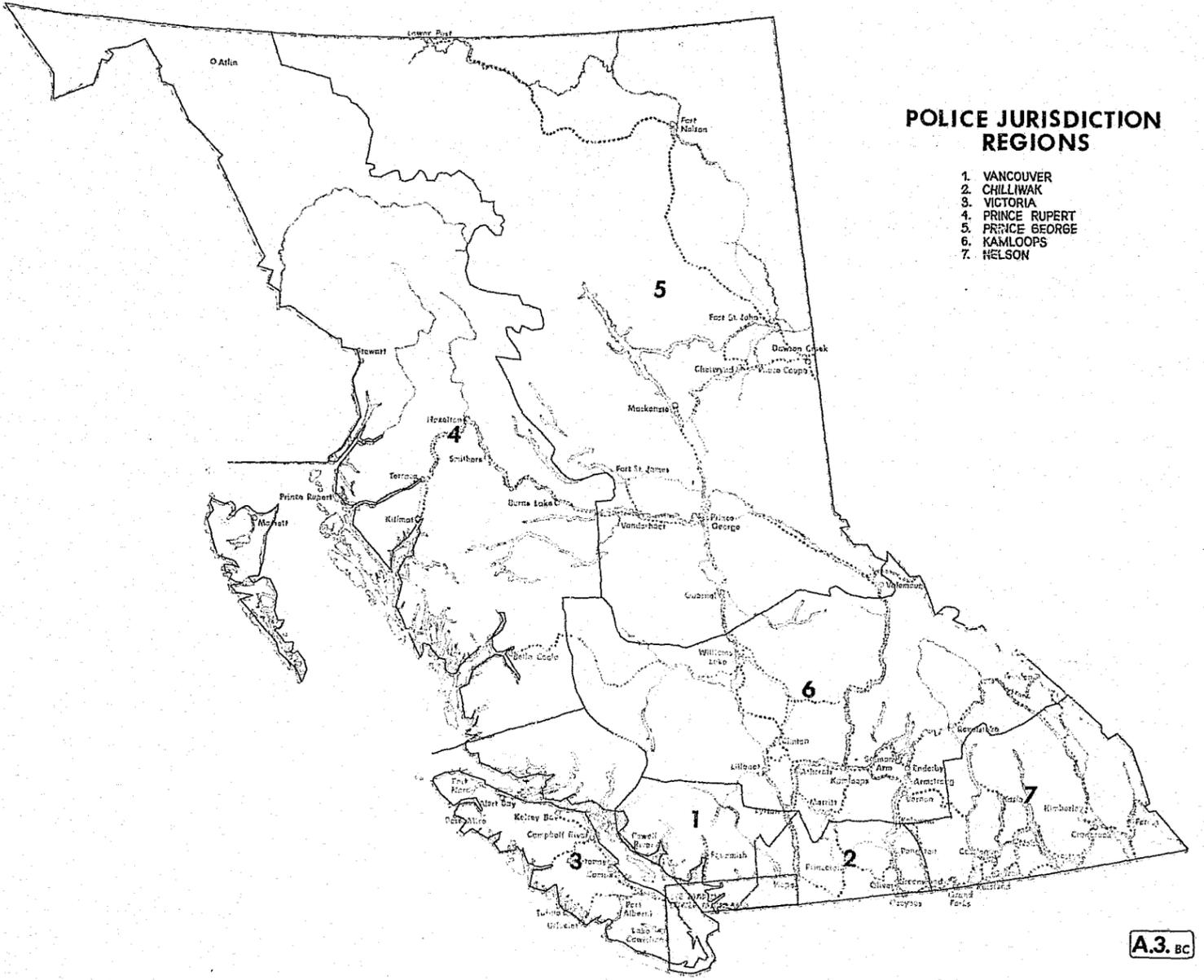
Block Grants

The Law Enforcement Assistance Administration in the United States has proven to be a successful model for providing federal money to states in development and research. This model was discussed recently at a conference of law enforcement and correctional officials from across Canada at Montebello, Quebec. Out of that conference, it

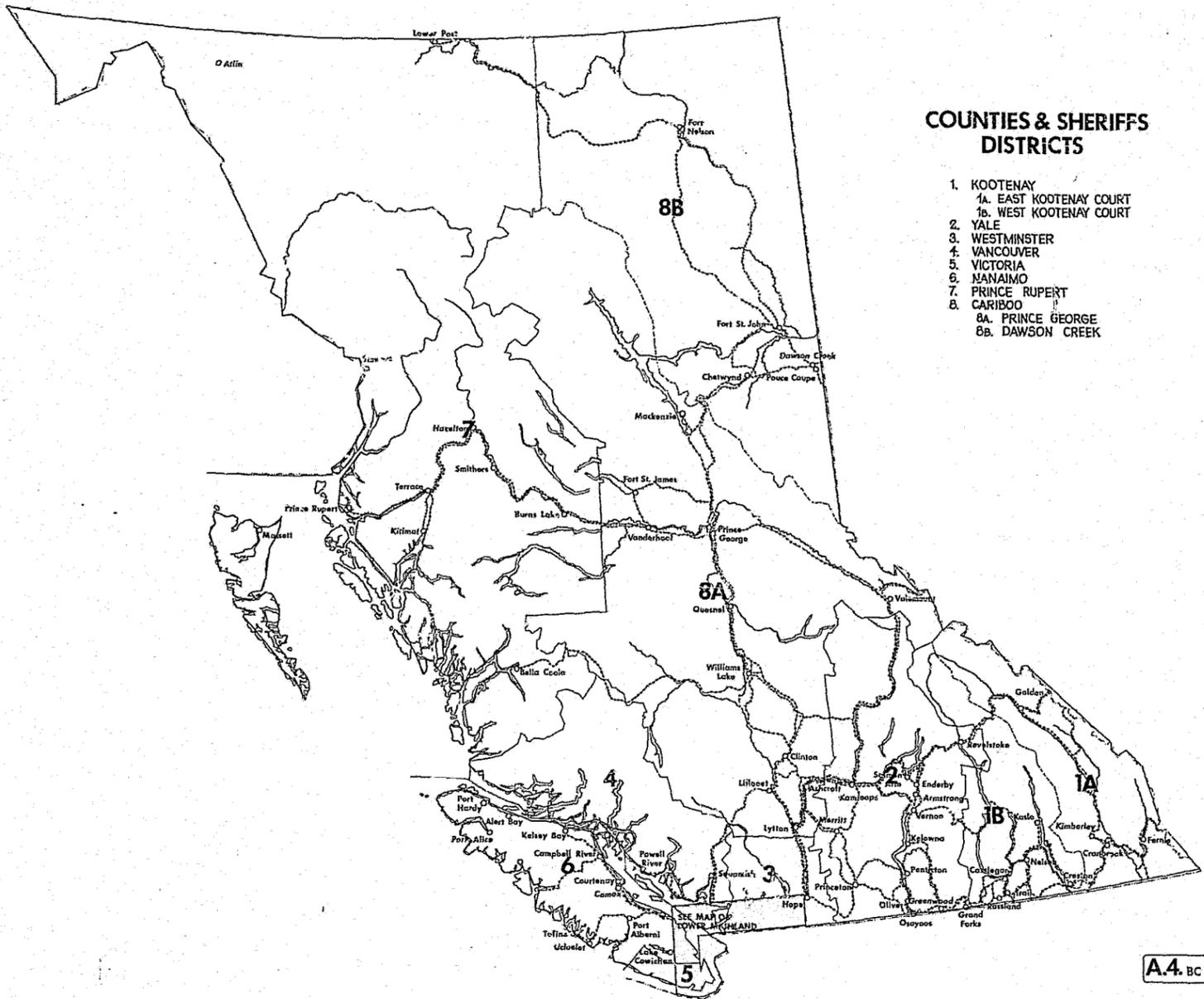
Regionalization: District Boundaries



A.2.BC



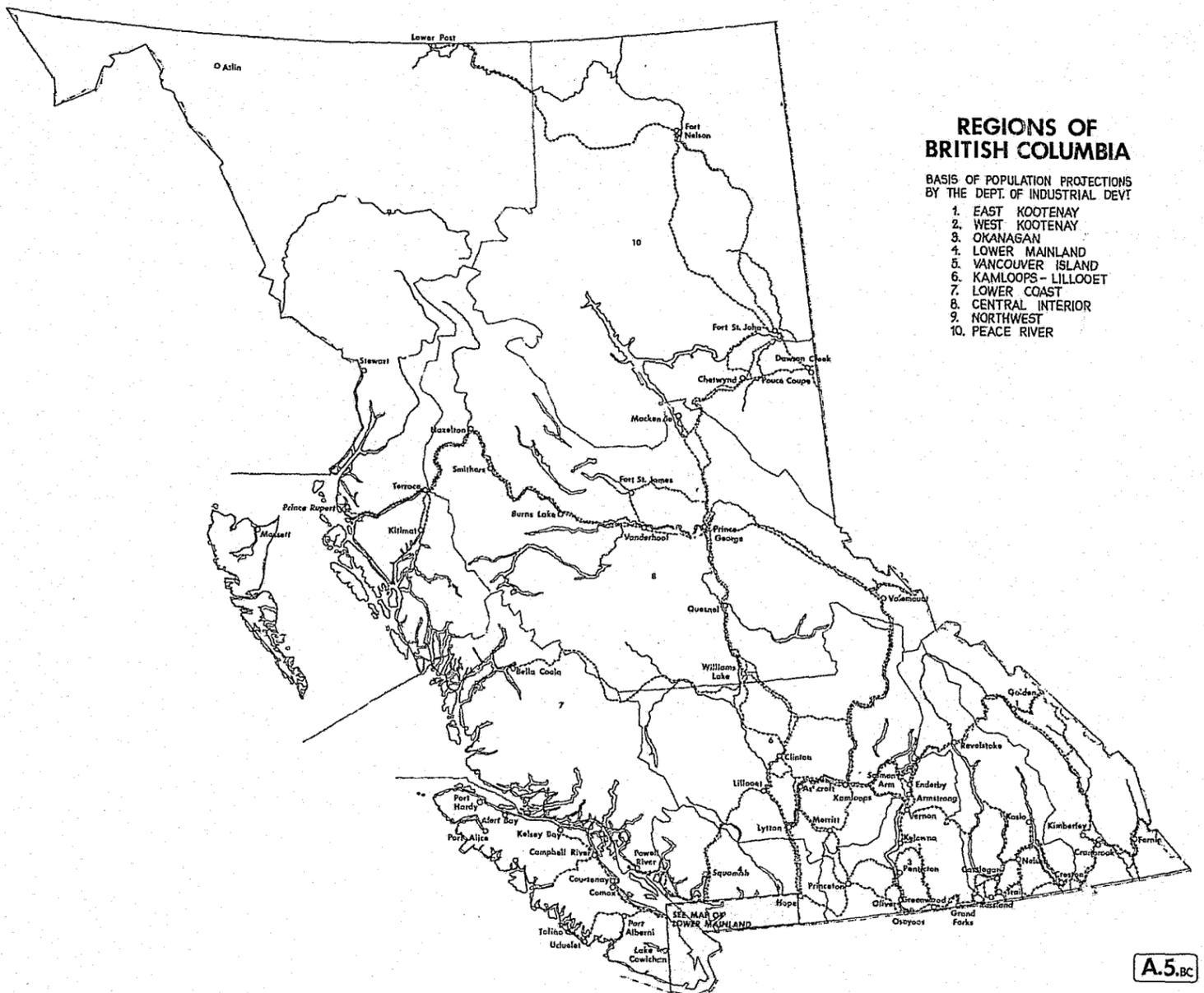
A.3.BC



COUNTIES & SHERIFFS DISTRICTS

- 1. KOOTENAY
 - 1a. EAST KOOTENAY COURT
 - 1b. WEST KOOTENAY COURT
- 2. YALE
- 3. WESTMINSTER
- 4. VANCOUVER
- 5. VICTORIA
- 6. NANAIMO
- 7. PRINCE RUPERT
- 8. CARIBOO
 - 8a. PRINCE GEORGE
 - 8b. DAWSON CREEK

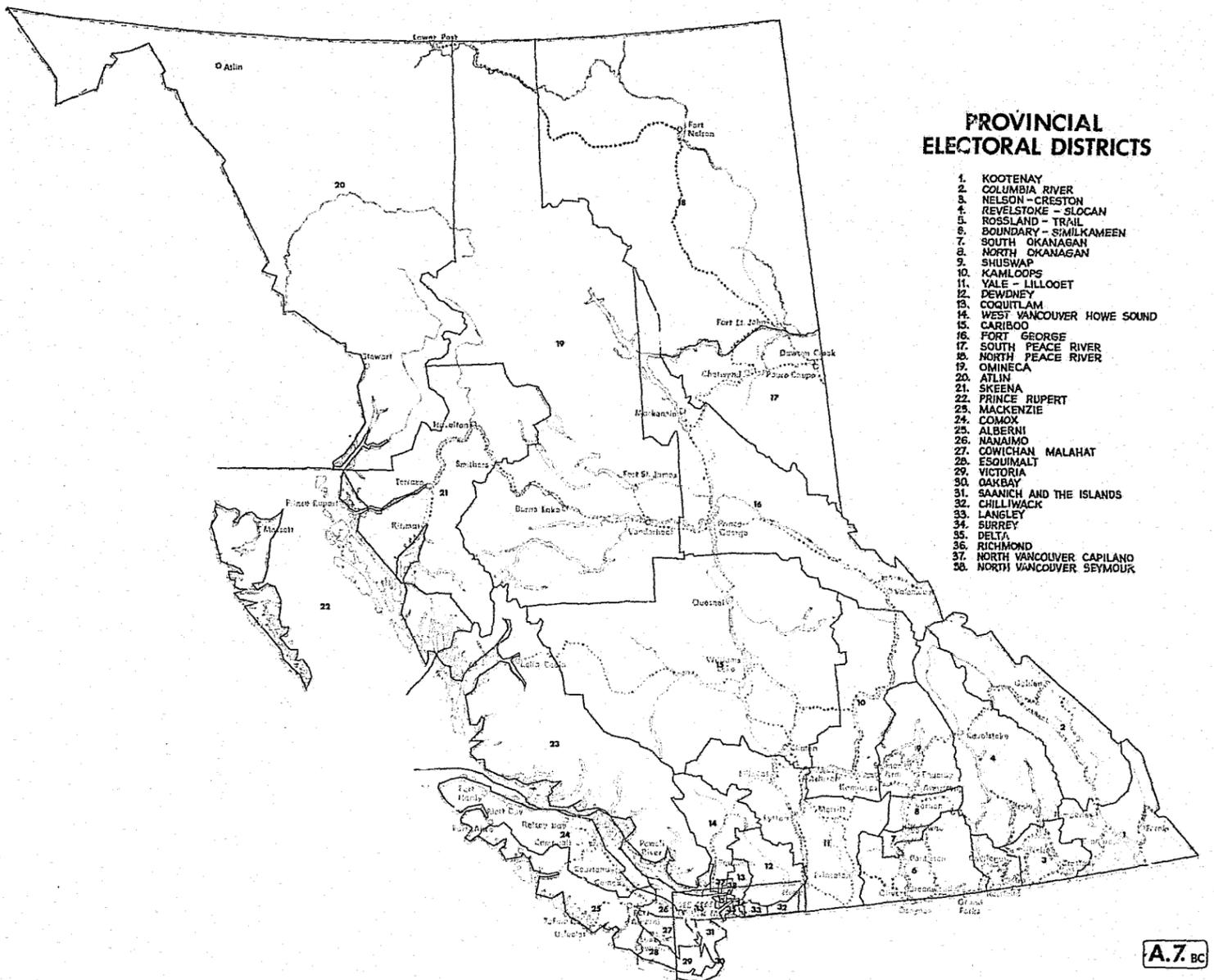
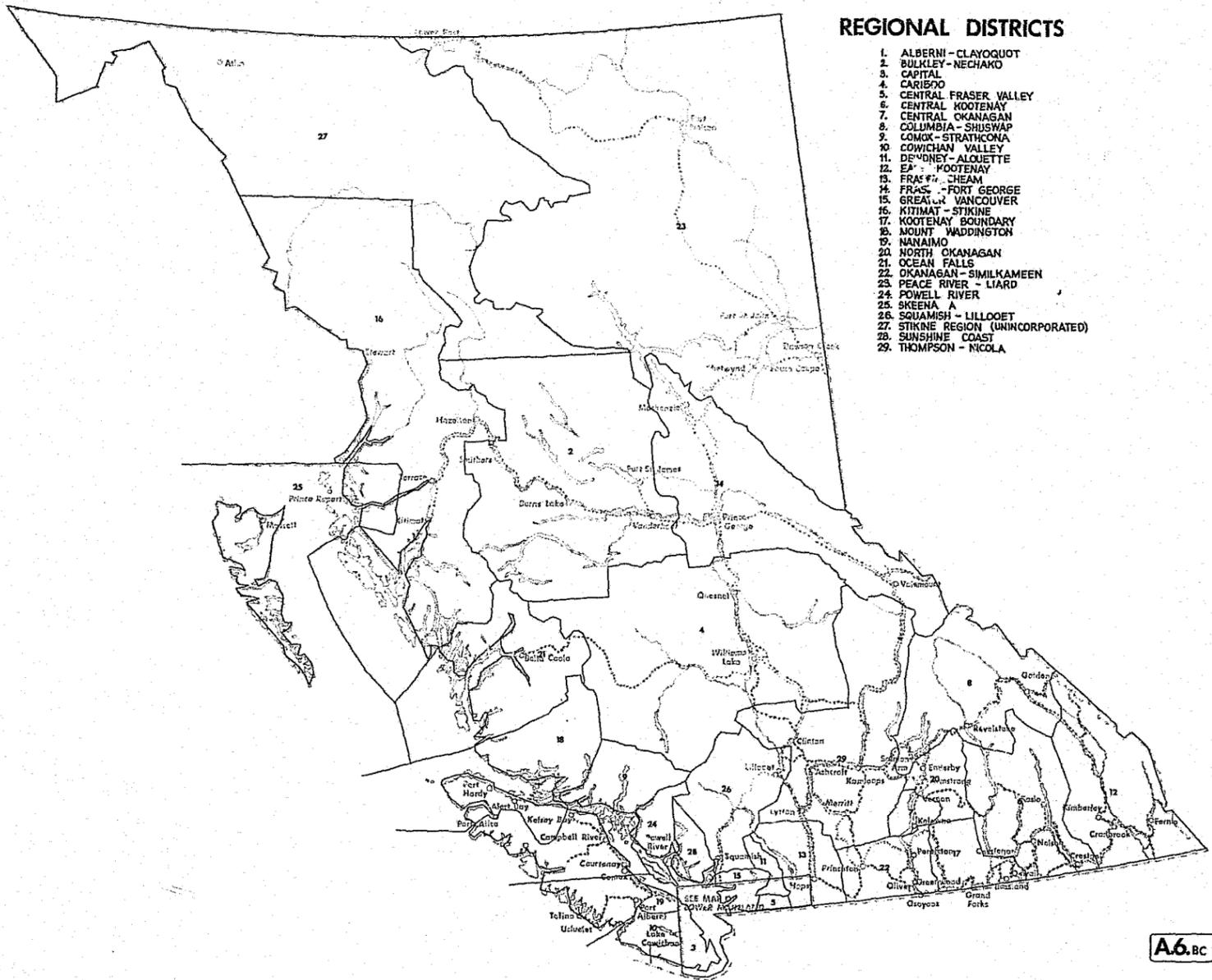
A.4. BC

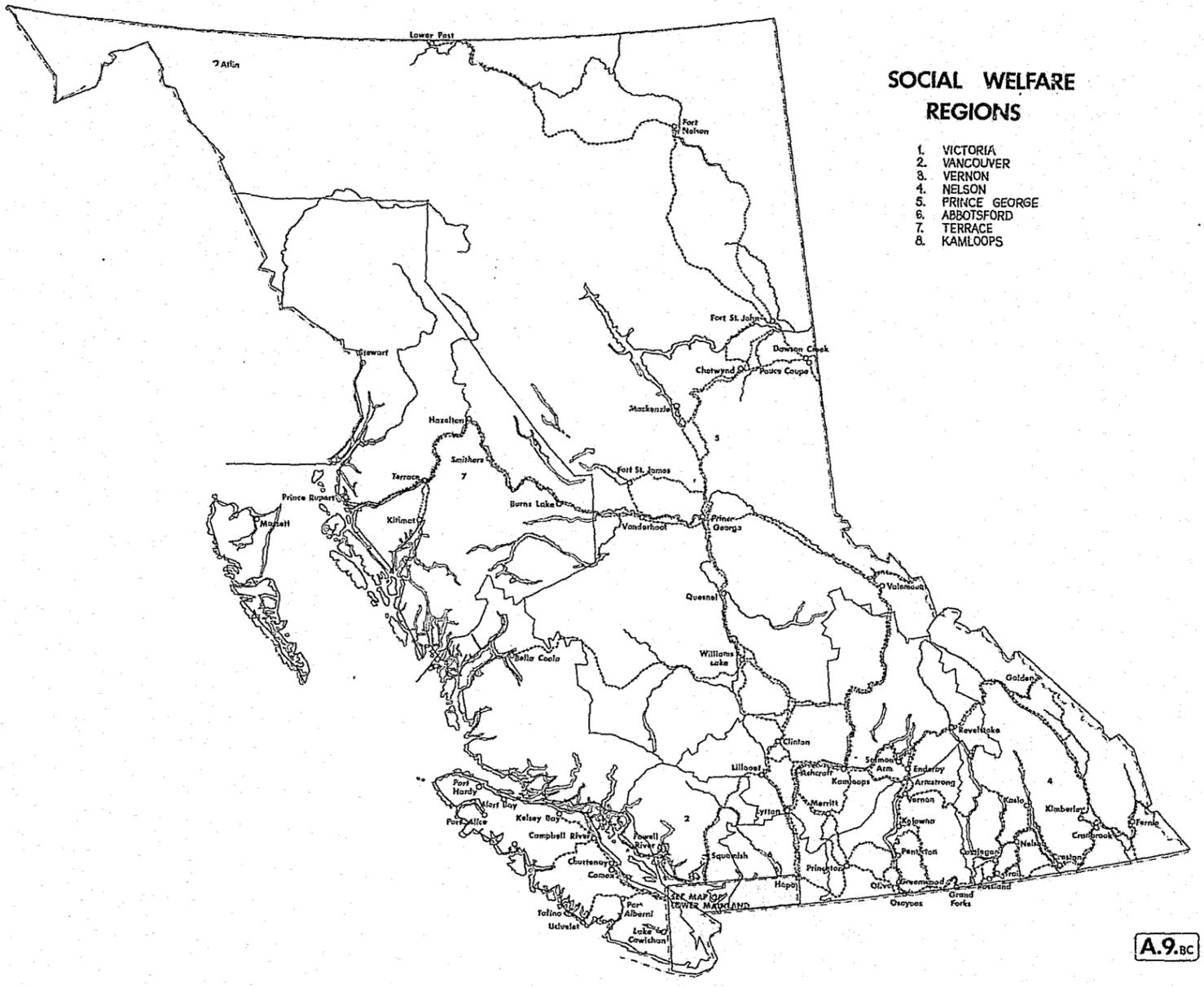
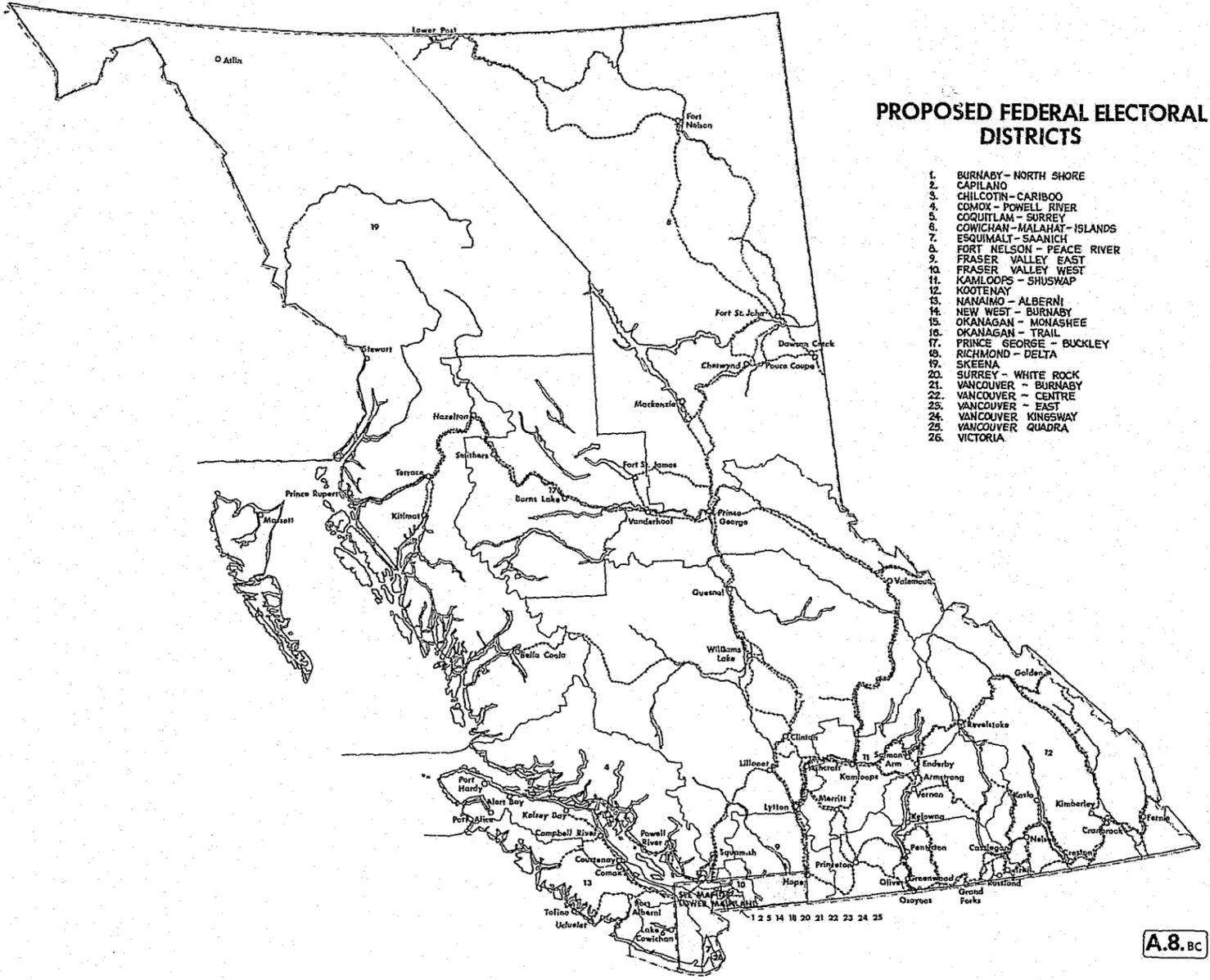


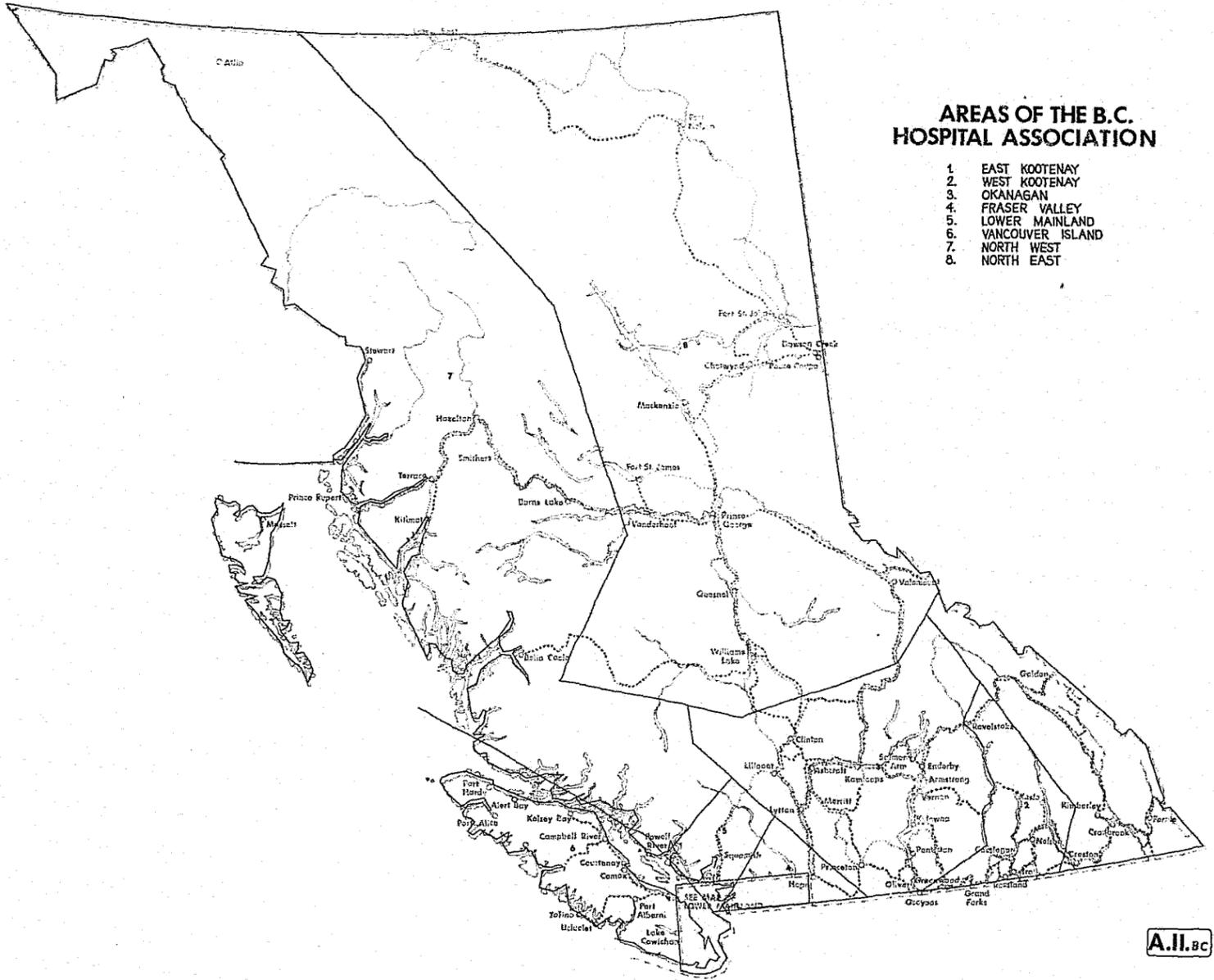
REGIONS OF BRITISH COLUMBIA

- BASIS OF POPULATION PROJECTIONS BY THE DEPT. OF INDUSTRIAL DEVT
- 1. EAST KOOTENAY
 - 2. WEST KOOTENAY
 - 3. OKANAGAN
 - 4. LOWER MAINLAND
 - 5. VANCOUVER ISLAND
 - 6. KAMLOOPS - LILLOOET
 - 7. LOWER COAST
 - 8. CENTRAL INTERIOR
 - 9. NORTHWEST
 - 10. PEACE RIVER

A.5. BC



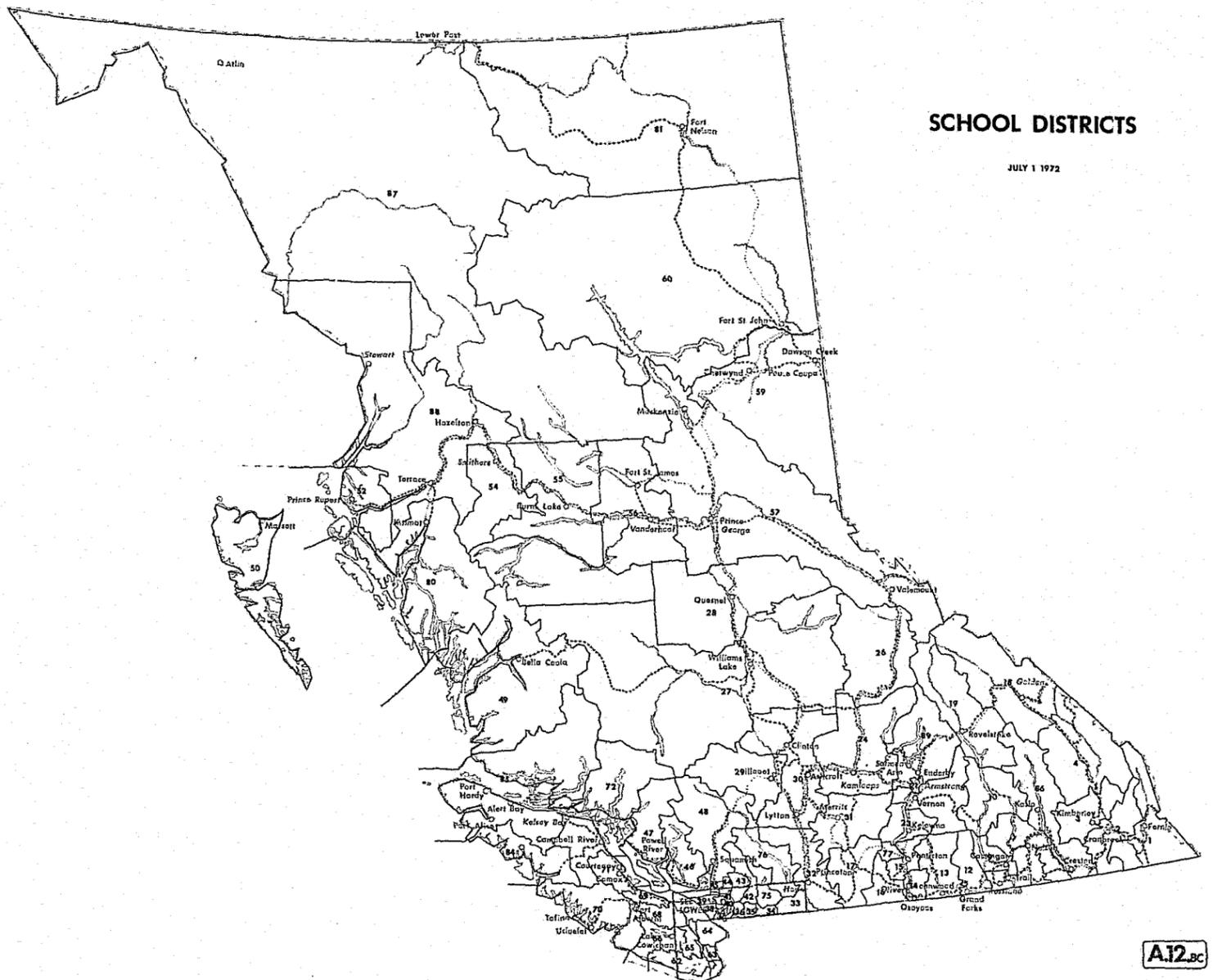




AREAS OF THE B.C. HOSPITAL ASSOCIATION

- 1. EAST KOOTENAY
- 2. WEST KOOTENAY
- 3. OKANAGAN
- 4. FRASER VALLEY
- 5. LOWER MAINLAND
- 6. VANCOUVER ISLAND
- 7. NORTH WEST
- 8. NORTH EAST

A.II.BC



SCHOOL DISTRICTS

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A.II.BC

was recommended that a similar model be developed for Canada. Under this plan, the provinces would be responsible for developing a master province-wide plan, for the entire criminal justice system, in terms of needed developments and research. The federal government would then provide a block grant to the province for the implementation of this master plan. There would only be the requirement that the research and development aspects have a built-in evaluation component, and that a master plan be developed, prior to the grant being made available. However, once the grant is made available, it would be entirely a provincial responsibility, with no federal control, other than the requirement to report in terms of the evaluation of projects. This was recognized as being the most suitable way in which the federal government could finance the development of a total criminal justice system, province by province, and assist, through the exchange of information from one province to another.

It is therefore recommended that the province take the initiative in seeking a meeting with the Solicitor General for Canada, and request that the plan as developed at that conference be implemented, for block grants to the provinces for research and development purposes in the criminal justice area.

Administration of Justice at the Municipal Level

The Task Force discovered a wide range of problems being faced by the municipalities in the province in terms of the rising costs in law enforcement, operation of the courts, detention facilities, et cetera. It has become obvious that the costs here have risen dramatically and are imposing a substantial burden on the municipalities. The other problem is that the area of the administration of justice must compete for funds with all other ranges of municipal services and that, within the priorities faced by municipal government, there is not sufficient funding being put into this area. This has been further compounded by the loss of fine money to the municipalities with the revision of the Motor Vehicle Act to provide for the demerit point system instead of fines.

In examination of services across Canada, it was discovered that in Alberta, Manitoba and Ontario, the province assumes the responsibility for all costs related to the administration of justice. The Task Force was impressed with the degree of responsibility assumed by the provinces, and the integration of planning and provision of services that could be achieved through this plan. At the moment in British Columbia, a degree of fragmentation has occurred, by having both a municipal and provincial responsibility. It is therefore recommended that the province assume all costs related to the administration of justice within the province, and bring the municipal level organizations within the appropriate provincial department.

Although there may be substantial initial costs involved in terms of the province assuming responsibility for municipal functions, it is felt that the greater development of community alternatives, plus implementation of federal funding, can offset these costs substantially, if not entirely. Again, this is seen as a responsibility for the planning unit to determine the costs involved, the development of a master plan, and the alternatives for funding that could be developed.

Federal Subsidy

One other alternative that has been considered in relation to the implementation of federal funding is the concept of a federal subsidy. The state of California, by providing a

subsidy to the counties for the development of probation services, was able to reduce considerably the intake into state prisons and, as a result, even after paying the subsidy to the counties, save millions of dollars at the state level.

Whereas the block grant programme is seen as the federal role in the sponsoring of research and development for the criminal justice system, a subsidy programme is seen as one means whereby the federal government can directly relieve costs they are now incurring within penitentiaries. At the moment the penitentiaries within British Columbia are acutely overcrowded and projections show a continuing intake for the future. Therefore, it is suggested that discussions be implemented with the federal government relative to that level of government subsidizing the development of probation, and recognizing the alternatives that could be developed here, as one means of reducing their own costs within the penitentiary service. In effect, this is recommending the application of the California probation subsidy system. However it is seen as a continuing process, and is not related to any research and development projects, which would come under the block grant system.

G. MANPOWER Staffing

Perhaps the greatest problem being faced in the staffing area is the salary issue, which is of course subject to separate negotiation, and at this point is included only to lend emphasis to the problem.

At the moment, probation is experiencing particular difficulties in retaining trained staff, due to the attraction they represent to National Parole, which pay them up to one hundred dollars a month more at the starting level. The British Columbia probation officers are particularly attractive to that Service, as they represent an experienced and trained group which has received one of the most extensive training programmes in Canada.

Education

Both the Police and Corrections have emphasized the need to develop opportunities even further at the college level for training, and also to develop university programmes geared to the evolving role of law enforcement and corrections in our society. It is of interest here to note the recommendation of the Fauteau Commission in 1956, which investigated the area of professional training in the correctional field. They commented as follows:

"We do not suggest that criminal behaviour is clearly distinguishable from other human problems, but we do believe that the study of the nature, cause and treatment of crime is an area which deserves separate attention within a separate academic curriculum. We wish to place the greatest possible emphasis on the urgent need for professional education and research on crime and on the programmes which seek to control crime, because without development in these fields, Canadian efforts will lack professional understanding and direction."

In line with this, it is recommended that the province undertake to finance the development of both the undergraduate and graduate criminology programme now being planned at Simon Fraser University. The development of competent professional personnel, trained in criminology, is seen as one of the most critical elements in terms of enabling the future development, not only of corrections, but of law enforcement and the entire Criminal Justice System, to meet the future problem of crime within British Columbia. In this regard it is estimated that if the province provided \$100,000 a year for the first three years for this

programme, it would enable development to the level at which the university could then demonstrate its significance, and finance it through regular university financing.

The development of opportunities for leaves-of-absence to return to university for graduate study in a criminology programme is also recommended.

The development of law enforcement and correction programmes at the regional colleges around the province has indeed, been most impressive, and the Task Force recommends continuation of these programmes and their further development.

Personnel

The major recommendation relating to personnel involves the development of a planned career programme which would involve rotation between institutions and the community, especially with the greater emphasis seen in the whole area of community corrections. Clear lines should be developed, in proportion to the opening of community correctional facilities, for institutional personnel to move into the community, after having gained the necessary academic qualifications at regional colleges or in undergraduate and graduate studies in criminology.

In recognition of the greater move towards community correctional programmes, it is recommended that study be

made of the possibility of integrating the training programmes for probation and institutional staff. At the moment two programmes are operating, one at Marpole Training Centre for probation officers, and the other at the Chilliwack Staff Training Academy for institutional staff. It is felt that the major portion of the training programmes for these two could be integrated along the lines followed by the medical health services at the U.B.C. School of Medicine. It is, therefore, recommended that the administration of these two programmes be brought together under a senior administrator in corrections, and a study be made in terms of how their training could be further integrated and coordinated.

Legislation

Substantial concern was expressed by staff relating to the inherent conflict between the grievance and appeal provisions of the Code of Conduct under the Corrections Act for correctional institution personnel and the provisions of the Civil Service Act. While the Task Force was unable to examine this issue in any depth and recognized that there would be substantial changes in these areas in view of the future contract developments for personnel, it is mentioned here to emphasize the need to clarify this inherent conflict in the legislation.

SECTION 6

**Community and Government Role
in Crime Prevention and Control**

EARLY HELP FOR THE CHILD IN SCHOOL

A special study was carried out for the Task Force by a research assistant assigned to examine the case histories of juveniles raised to adult court. The most striking feature about this study was the fact that this group of juveniles, who represented the most severe delinquent behaviour problem group in the Province, were characterized by early identification of their problem in school. However, in spite of the problem being apparent in the lower grades during their school experience, no effective preventive action was taken. As a result, we now have a severe behaviour and delinquency problem with this particular group. This, in turn, has cost the Province hundreds of thousands of dollars in time and associated costs to process and house these juveniles.

The school is the obvious priority target for prevention, as all children at one time in their life are within the jurisdiction of the education authorities. It is at this time that apparent problems can be identified and effective preventive action initiated. It is of particular significance here to note that Sheldon and Eleanor Gleuck of Harvard University, who have completed some 40 years of research in identifying future juvenile delinquents, found that the teacher was able to identify future delinquents as effectively as the scales they had developed through very elaborate and sophisticated research methods. We are, therefore, in the advantageous position, of at least being able to identify problem children at an early age, who represent a hazard for future delinquency. Responsibility is now with education, government, parents, citizens and universities to develop an effective response to this identified problem.

The Task Force discovered that already initiatives have been taken in some communities around the Province to develop effective preventive action. As described earlier, the Prince George area is now developing a programme for social work counselling services to be available in the elementary schools. The Task Force recommends further development of this type of programme.

We also wish to emphasize the fact that dealing with these behaviour problems at an early age requires a level of professional training beyond what special school counsellors now have available, as their background is primarily in education and not behaviour modification. One example well worth examining is the development of school criminology workers by the City of Montreal. Here the schools recognized the need for a highly specialized professional to deal with the behaviour problems of potential and young delinquents. As a result they have incorporated trained criminologists into their professional counselling staff.

Another project which relates to the schools is the focus on prevention by the Vancouver City Police, and the posting of a constable to a high school in the City of Vancouver. This constable has an office provided in the high school and devotes his full working time to contact with students and problems referred to him in the school, as well as the feeder elementary schools for the area. Although this programme is relatively new, having been under way only six months, the reports received on it have been very enthusiastic and are indeed encouraging.

If the government is committed to delinquency prevention, it must insist on helping schools help youth. This cannot be done by simply adding additional task to present school responsibilities, but by showing a real commitment to prevention in providing schools with the necessary professional expertise and financing for specialized programmes geared to the needs of children with emotional and learning disorders. This means juvenile delinquency prevention must begin in elementary schools. It must be intensified in junior high school for those adolescents still having difficulties, or those just beginning to experience difficulty. As has been recognized in the Prince George community, by the time a youth nears 15 years, the legal maximum age required for school attendance, time is running out for everyone.

DEVELOPING EDUCATIONAL ALTERNATIVES

The school dropout who has experienced a series of both learning and behavioural difficulties in school, coupled with the lack of employment skills, represents the highest hazard group in terms of committing delinquencies and, later, adult crimes. On the basis of available information from the Department of Education, British Columbia schools up to June 1971 were experiencing a dropout rate of 36.2%. It was estimated that for 1972 this rate would have increased to over 39%.

The Task Force assigned one research associate to investigate what junior and senior secondary schools in the Lower Mainland area were doing in relation to the issue of student dropout. He found that, although many schools were paying lip service to the need to counsel and assist students having difficulty in dropping out of school, that only in one exceptional case was an effective programme developed to retain students. This was a special dropout programme developed in Carson Graham Secondary School in North Vancouver. His report on the initiative taken at this school, and the success in putting dropouts and potential dropouts back into the main educational stream, was most encouraging, and represents the type of project other schools could implement.

Essentially, it involved a highly creative teacher assigned to a dropout group, who designed an educational programme that provided the problem student with success experiences. He then built upon the success experiences to provide greater challenges, and eventually worked these students back into the regular classroom programme.

We would recommend that a much higher priority be assigned by the education system to the problem of dropouts and that creative programmes, such as the one at Carson Graham School, be developed throughout the province.

As another alternative within the educational approach, it is recommended that greater attention be given to bridging the gap between school and employment. The problem youth who drops out of school and is not gainfully employed, as indicated earlier, represents a real hazard. However, the problems the youth had in school appear to carry over into his employment experiences with low skilled jobs and high turnover, and long periods of unemployment.

It is therefore recommended:

1. That for these potentially delinquent adolescents a combined work/school programme be developed which could provide an alternative, relevant to the future life of the adolescent. It is in the development of this particular work/re education alternative that the community must be closely involved, especially the business sector.
2. That the school become more involved in the larger world of youth, and the problems they face on integrating into the work stream.
3. That the professional social or criminologist mentioned earlier, be concerned with developing links between the school and the community, and provide for a direct involvement in the community in dealing with their problems of delinquency.

YOUTH-CITIZEN ACTION PROGRAMMES

As mentioned above, it is felt there is a real need for the community and business sector to become involved in schools in the prevention of delinquency.

It is recommended further:

That, in order to reach the dominant youth culture, youth action groups be developed. These groups could involve "Youth and the Law" courses, teen-age volunteer groups, and development of youth-designed drug and alcohol education seminars.

The involvement of citizens in the local Children's Bureau planning committees has been dealt with earlier in this report, and represents another method of direct involvement of the community in action programmes for the prevention of delinquency. The Task Force read a number of reports on a series of mother groups in the United States which proved to be a very powerful and effective force in dealing with a wide range of community problems from delinquency to organized crime. The potential of this group of mothers as citizens in the community should not be minimized.

The emerging problem of juvenile gangs, especially in the City of Vancouver, is seen as one area which will require the involvement of a broad range of resources from youth, law enforcement, recreation and education groups. Reports received on the evaluation of group worker programmes assigned to gangs, demonstrates the failure of that particular

type of approach. A greater degree of success appears to be possible through dispersing the gang members and attempting to engage them in other activities with legitimate groups. The basic principle of dispersment versus trying to work with the gang and redirect it, as a group, appears to be critical. Any attempts to work with the gang, as a group, and redirect their goal orientation, has been unsuccessful in the past.

It is therefore recommended:

That a broader range of activities be developed to provide alternatives for gang members to participate as individuals, rather than as a total group.

A previous study carried out by the B.C. Probation Service on successful probationers is of some significance. This study demonstrated that the successful probationer, i.e., the juvenile who did not become involved in further delinquencies, had developed a relationship with an adult other than his parents. By contrast, those who remained delinquent had not developed such a relationship. It was of interest to note that the relationship with a legitimate adult figure occurred around an area of common mutual interest such as a hobby, a work relationship or association in a neighbourhood. This particular study, it is felt, illustrates the potential of citizen involvement in dealing with the problem of adolescence on a one-to-one basis.

UNIVERSITIES AND REGIONAL COLLEGES

The university as a body of expertise, it is felt, could support preventive services not only in carrying out research on preventive methods, but also to provide the necessary conceptualization required for concepts and issues involved in prevention. The whole development of a theoretical framework for social policy analysis, and the implication of alternative courses of action, is a level of planning that is well suited to professional expertise at the university level.

The university could also play a significant role in teaching law and the responsibilities of a citizen in society to teachers, social workers, probation officers and other professionals involved with children and adolescents. They, in turn, would then be in a much better position to teach

youth the concept of justice in our society and the laws implemented to carry out that concept.

The basic role, however, seen for the university, is the professional education of the specialists related to the prevention and control of crime. Here the previous recommendations for the development of a criminology programme at Simon Fraser University, and the further development of the Law Enforcement and Correctional Services programmes at the regional colleges apply. Only by providing the necessary specialists with the level of expertise required, are we going to be able to come to grips with the problem of prevention and crime control.

DEVELOPMENT AND IMPROVEMENT OF SOCIAL AND ECONOMIC CONDITIONS

The Preventive Social Services Act of Alberta is seen as one particular piece of legislation that should be examined for its implications to the problem of crime prevention and control. Unfortunately, time did not allow us to complete this, but it is an area that warrants follow-up.

Research on crime causation has demonstrated the relationship between socio-economic conditions and crime. Considering the high rates of social disorganization apparent in British Columbia, it is not surprising that we also surpass the national average on crime.

An obvious response, therefore, is to develop family, community, employment care and support services, to provide an effective family environment for children to the greatest degree possible, and to enhance the development of community and social control within the Province.

It is therefore recommended:

That the Province give high priority to the improvement of the quality of life in British Columbia, in particular the family.

Although employment is an obvious need for the Province, it requires emphasis in terms of the previously

POLICE PREVENTION PROJECTS

As indicated earlier in the report the police have demonstrated that as of today in British Columbia they are undoubtedly one of the most effective organizations in achieving results with crime prevention problems. The development of the police role in their response to special community needs such as juvenile vandalism, and their differential selection of juvenile offenders for court, or referral to other agencies, or to be dealt with on an interpersonal basis has been most impressive. The development of neighbourhood policing projects in various parts of the Province by the R.C.M.P. and also by Municipal police forces has demonstrated an effective means for instituting an integrated police community team concerned with crime and prevention and control. They have, in addition, demonstrated a capacity to integrate the efforts of other government department around the problems for a particular community as demonstrated in the joint planning committees that they have developed.

It is the opinion of the Task Force that greater recognition must be given to the police role in terms of crime prevention and that all opportunities be taken to better equip them for this role. In particular it is recommended

mentioned employment of potential dropouts from school, and also for ex-offenders attempting to re-enter the work stream.

It is further recommended:

That a study be undertaken in terms of the possibilities of not only developing employment opportunities, within the school framework, but also the development of employment opportunities for ex-offenders, in order that they achieve a successful reintegration into the community and avoid further involvement in crime.

Here it must also be emphasized that employment as such will not assure the prevention of crime, as most offences by youth and adolescents occur in the evenings and on weekends. The obvious need therefore, is to develop recreational opportunities within communities which focus particularly on the Friday evening and weekend periods.

It is therefore recommended:

That the Government give support to the further development of recreational programmes for children and adolescents.

that the education and training for police personnel be upgraded to the greatest degree possible as recommended earlier in this report. It is further recommended that the police forces of the Province be supported in returning their personnel to university for advance study as well as recruiting university graduates into their ranks.

The U.S. President's Crime Commission lent particular importance to the police in its statement that for most individuals the first brush with the law begins with an encounter with a policeman. This is the simple "face-to-face with the law" situation on which all orderly societies base their complex systems of justice. It follows, says the commission, that the best men, specialists in a wide variety of fields, are needed for a policeman's exacting job.

The greatly expanded police role within our society, for crime prevention, exhibits a great deal of further potential for this sector of the Criminal Justice System. It is therefore recommended that the police be supported with the professional planning expertise of Criminologists, to assist in their planning and development of research, to further increase the effectiveness of their crime prevention methods.

RESEARCH

It has become obvious during the period of our study that much more operational basic research into the problems of crime and administration of justice must be carried out both by those within and without the system. In particular the development of effective methods of crime prevention is of critical concern.

The earlier recommendations of this report relating to research are emphasized as this point is one of the key elements of an effective crime prevention programme.

Sub-Committee of Cabinet for Children

In examination of the issue of how preventive services provided at the local level by both welfare and corrections could be coordinated it soon became apparent that this was a gross simplification of the issue. Rather than the question of how to coordinate two departments of government, it soon became one of how to coordinate five departments of provincial government plus regional, municipal, and federal services.

The Children's Bureau proposal as presented to the Task Force by representatives from the Department of Health and the Department of Rehabilitation and Social Improvement was seen as one potentially effective coordinating device. Basically it involves a sub-committee of cabinet composed of the Ministers of Health, Social Services, Education, and Attorney-General plus their Deputies. This policy level committee would be served by a Children's Bureau composed of the heads of branches within these departments. The Bureau, in turn, would have a small full-time staff who would act as coordinators in the field.

Local Committees

The foundation stone of this approach is the development of local committees around the province. These committees would cover a specific geographic area, their membership would include the local staff of provincial municipal and federal agencies concerned with that particular area plus responsible citizens including youth.

The Task Force was impressed with the fact that some committees of this type are already in operation around the province. We took the opportunity to meet with one in Nanaimo and received encouraging reports of others in North Vancouver and elsewhere. It appeared that a secondary school district was the best criterion for defining the area boundaries. The result of their local initiative has been an improvement of overall educational, social, welfare, and crime prevention levels.

Regional Level Coordination

The most limiting problem faced by those local committees now in operation was the lack of integrated overall policy and planning at the regional level. As a consequence, they have been limited to a degree in dealing with problems having policy implications or funding.

The Task Force had the opportunity to meet with and examine the functioning of the Department of Health coordinators who deal with a number of local committees in a region of the province. This approach to regional coordination appeared to be effective for a wide range of cases including the problems of funding programmes for special cases. It appeared that the use of Regional Coordinators plus a Regional Committee of senior officials from all departments and levels of government could be a most effective coordinative device.

The regional coordinators could be the part of the Secretariat to the Children's Bureau. Their responsibility would be seen as clarifying issues which rise up from the local operational level to the regional administrators committee. These issues, conflicts in policy, or identified gaps, would then be developed for presentation to the Sub-Committee of Cabinet in such a form that government policies could be established. These policies would then become the guidelines for local operation.

Response to Local Needs

The most appealing feature of this approach is the potential of having a rapid and locally sensitive response by Cabinet to local level operational and community requirements. It also copes with the question of how to integrate multiple departments of government with citizens and youth in communities around the province.

Organization Alternative to the Coordination of Correctional Services to Juveniles

Extensive discussion of the Children's Bureau plan was held with a wide range of agency officials across the province plus a number of outside consultants. It appealed to all. It was also seen as another approach to the issue of how best to provide correctional services to juveniles. This would allow coordinated local level services geared to overall government policy regardless of which department was responsible. The advantages of an integrated criminal justice system could then be coupled with coordinated support services at the community level.

SUB-COMMITTEE OF CABINET
Department of Rehabilitation & Social Improvement
Department of Health Services & Hospital Insurance
Department of Education PLUS Deputy Ministers

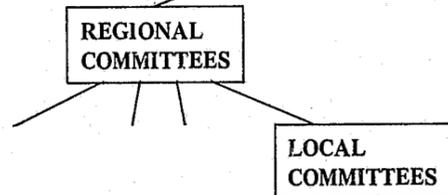
BUREAU RE CHILDREN
-Dept. Rehabilitation & Social Improvement
-Dept. of Education
-Mental Health Branch

-Public Health
-Dept. of Attorney-General

*-One representative
from each Department.*

SECRETARIAT
Director (Professionally trained and experienced)
Programme Assistant (Second in Charge)
Financial & Administrative Assistant Secretary

*←Full time paid staff.
Recruited as required
and expanded when
required as Regional
Coordinators.*



END