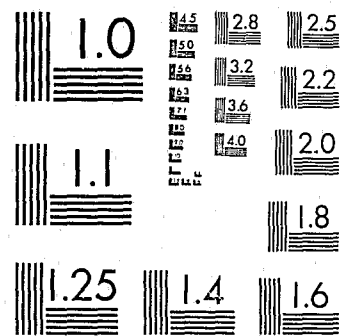


National Criminal Justice Reference Service

**ncjrs**

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART  
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice  
United States Department of Justice  
Washington, D. C. 20531

5-19-83

ALBERTA  
CORRECTIONS  
REVIEW

77507



X  
CORRECTIONS REVIEW

A review and analysis of organization,  
facilities, programs and services of  
Alberta Correctional Services

U.S. Department of Justice  
National Institute of Justice

This document has been reproduced exactly as received from the  
person or organization originating it. Points of view or opinions stated  
in this document are those of the authors and do not necessarily  
represent the official position or policies of the National Institute of  
Justice.

Permission to reproduce this copyrighted material has been  
granted by  
Solicitor General: Alberta  
~~Alberta Corrections~~

R.J. Nadeau, Dir. Service Management  
to the National Criminal Justice Reference Service (NCJRS).  
Further reproduction outside of the NCJRS system requires permis-  
sion of the copyright owner.

PRINCIPAL CONSULTANT: MOYER ASSOCIATES INC.

Correctional Services Division, Alberta Solicitor General  
Project Management Division, Alberta Housing and Public Works

December 1979

NCJRS

APR 28 1981

ACQUISITIONS

## TABLE OF CONTENTS

- CHAPTER ONE - ORGANIZATION AND MANAGEMENT
- Determinants of Organizational Structure
  - Philosophy of Corrections
  - Management Principles
  - Reorganization
    - Present Structure
    - Proposed Structure
  - Recommendations
- CHAPTER TWO - COMMUNITY CORRECTIONS PROGRAMS
- Introduction
  - Compiling a Data Base
  - Caseload Data
    - Distribution
    - Characteristics
    - Classification
  - Programs and Services
  - Recommendations
- CHAPTER THREE - INSTITUTIONAL PROGRAMS
- Introduction
  - Population Distribution
  - Population Analysis
  - Classification Considerations
  - Program Components
  - Recommendations
- CHAPTER FOUR - NATIVE OFFENDER
- Introduction
  - Specialized Activities
  - Population Analysis
  - Recommendations

- CHAPTER FIVE - FEMALE OFFENDER
- Introduction
  - Population Analysis
  - Recommendations
- CHAPTER SIX - MENTALLY ILL OFFENDER
- Introduction
  - System Overview
  - Recommendations
- CHAPTER SEVEN - ALCOHOL OFFENDER
- Introduction
  - Population Analysis
  - Offence/Abuse Relatedness
  - Program Considerations
  - Recommendations
- CHAPTER EIGHT - POPULATION PROFILE AND PROJECTIONS
- Population Profile
    - Average Daily Population
    - Average Length of Stay
    - Application of VERA Scale
  - Population Projections
    - Introduction
    - Factors of Projection
      - Sex/Age Ratios
    - Alternative Considerations
    - System Model
      - Characteristics
  - Recommendations

## CHAPTER NINE

### - ARCHITECTURAL ANALYSIS

- Introduction
- Factors of Analysis
  - Fort Saskatchewan Correctional Institution
  - Peace River Correctional Institution
  - Belmont Correctional Centre
  - Calgary Correctional Institution
  - Lethbridge Correctional Institution
  - Calgary Remand Centre
- Summary
- Recommendations

## CHAPTER TEN

### - STAFF SURVEY

- Introduction
- Demographic Characteristics
- Training Analysis
- Morale Issues
- Opinion Analysis
- Summary
- Recommendations

## F O R W A R D

The following Corrections Review was conducted over the course of eighteen months, and statistical analyses of the various areas of review do not cover a particular fiscal or calendar year period.

Additionally, since the review was conducted, inmate populations in the northern region of the province have undergone, and will undergo further, significant adjustments both in terms of numbers and classification by institution.

For example, the opening of the Edmonton Remand Centre (E.R.C.) has greatly relieved the overcrowding at the Fort Saskatchewan Correctional Institution (F.S.C.I.). The opening of the St. Paul Correctional Centre will further reduce the inmate count at F.S.C.I. Additionally the opening of E.R.C. has resulted in F.S.C.I. becoming more of a minimum/medium security institution, as the majority of former maximum security inmates housed in this facility were of remand status, and have consequently been transferred to E.R.C.

Since the Corrections Review began, several of the recommendations have been implemented, or are in the process of implementation, while still others - especially those that require involvement of other departments or agencies - will require more assessment and consultation before implementation can occur.



ORGANIZATION AND  
MANAGEMENT

## CHAPTER ONE

### ORGANIZATION AND MANAGEMENT

ALBERTA CORRECTIONAL SERVICES  
ORGANIZATION AND MANAGEMENT

Determinants of Organizational Structure

In analyzing the adequacy of any organizational structure, there is a need to be cognizant of and sensitive to a wide range of factors, in that an organization assumes a particular structure or hierarchy in response to a variety of constraints, demands and expectations. In order to avoid crisis-oriented, haphazard or reactive management, constraints and organizational requirements must be carefully weighed as to their relative importance when planning and structuring, or re-structuring, any organization.

The need to identify and respond to constraints and organizational requirements is perhaps nowhere more urgent and demanding than in the public service, where resources are limited and where accountability and visibility are of paramount importance. Public organizations also experience more difficulty than private enterprises in defining criteria for organizational effectiveness in that results are not readily reduced to monetary, or like quantifiable terms.

Alberta Correctional Services, as a segment of the Alberta Public Service, is even more visible than are most other public service sectors primarily because of (a) the critical role which it plays in controlling and managing that segment of society which the courts is obliged in the public interest to impose varying degrees of restraint; (b) the high media profile given dramatic incidents which take place within corrections systems from time to time; and (c) the controversial indicators of success of corrections programs.

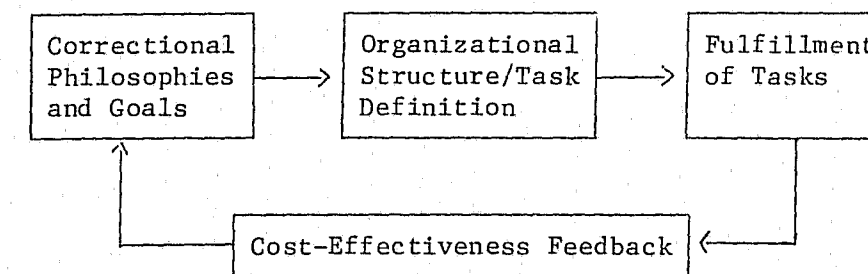
Irrespective of the above constraints, the Alberta correctional system must nevertheless reflect the values and attitudes of the Alberta

public toward criminal behaviour, and attempt to translate these values and attitudes into viable programs and services, in such a way that the safety of the public is assured while bringing about the necessary change in attitudes, behaviour and life style of those who are committed to the correctional system.

The first step then in assessing the organizational structure of Alberta Correctional Services is the determination of goals which it is intended to serve. This philosophical statement must then be embodied in a management system structured in accordance with fundamental principles of effective management and progressive correctional practice. Idealized goals must also be tempered by an application of the practical limitations involved in delivering correctional services for those who breach the law in Alberta, in that resources, which include knowledge, people, time, money and facilities, exist in finite form, and all administrators of Alberta's correctional system must fulfill their responsibilities within the constraints of available resources.

Additionally, as goals and needs change over time, an organization's structure must be sufficiently dynamic to be modified to achieve the maximum level of effectiveness and efficiency in terms of service delivery.

The linkages between all of these factors can be readily illustrated in the following diagrammatic manner.



An organization's management structure thus may be viewed as a framework or a mechanism of achieving the organization's goals. There are other mediating and contributory factors, however, the development of a structure which incorporates and accommodates the current goals and existing constraints of Alberta's correctional system is essential to its further development and ongoing effectiveness.

The ensuing discussion outlines Alberta's present philosophy of corrections, summarizes pertinent management principles to be used in developing a new organizational model, describes the existing organizational structure of Alberta Correctional Services and, proposes a modified structure which is both consistent with fundamentals of sound management and facilitative of progressive correctional objectives.

#### Philosophy of Corrections

Generally, the goals of a corrections system must encompass the needs of the public, the offender, and the system itself. Balancing these diverse needs challenges the managerial resources of every corrections organization and demands that the organization's services, programs and facilities be closely co-ordinated, in achieving optimal efficiency in terms of resource utilization.

In Alberta, as elsewhere, certain traditional objectives can be cited as central to corrections and the criminal justice system. These objectives include:

1. Retribution (societal reparation);
2. Punishment (sanctioning the wrongdoer);
3. Deterrence (to potential and former offenders);
4. Rehabilitation (improvement of an offender's future conduct).

In recent years, a further objective has evolved which complements and refocuses the rehabilitative goals of corrections. This newer objective has been called reintegration. Reintegration of offenders into the community focuses not only upon improving the offenders' behaviour and life style, but also upon preparing and encouraging society to be more receptive and responsive to the needs of offenders.

The "reintegration model" places particular emphasis on the offenders' inter-relationships with society, rather than simply on the offenders themselves within the prison environment. These societal inter-relationships serve as the focal point in attempting to reintegrate offenders within the community as law-abiding and productive citizens, prior to the termination of their sentence under the supervision of a community corrections employee.

This reformulation of the rehabilitation or medical model adds another layer of complexity to the already conflicting demands being placed on a corrections system, and requires more than ever that all aspects of corrections work in synchronization as a system, or as a continuum of services to offenders from initial entry into the corrections system to sentence termination, and more generally that the corrections system as a whole be closely co-ordinated with the other components of criminal justice and social services systems.

Corrections serves the public interest by restraining offenders to the extent possible from committing further crimes either through imprisonment or through a less restrictive type of control in the community.

It has become increasingly accepted that imprisonment, a traditional criminal justice response to illegal behaviour, is most likely to serve only the purposes of retribution, punishment and deterrence, whereas the successful reintegration of the offender into the community, as a productive citizen, is

most likely to occur in community-based corrections, ie: probation, restitution, fine option, community service and temporary absence programs.

Therefore, if the goal of a corrections system is to promote the successful reformation of offenders, which is certainly the most long-lasting guarantee of public safety, as well as being of greatest benefit to offenders and their family, a reintegrative or community-based approach to corrections is undoubtedly the most pragmatic and cost-effective approach for Alberta Correctional Services to take respecting its sentenced inmate population that, on the average, are serving very short sentences - ie: approximately four (4) months.

The corrections system of Alberta should therefore be organized so as to most efficiently attain the following basic objectives:

1. Use of incarceration only as a last resort for offenders:
  - (a) who have a history of violence or have committed a recent act of violence;
  - (b) who would present a threat to the safety of the community if permitted to return to, or remain in, the community under supervision; or
  - (c) who would likely interfere with the administration of justice - eg: threatening of witnesses or potential witnesses.
2. Use of community-based corrections programs, including probation, fine option, temporary absence (for employment, training and treatment purposes), community service orders and restitution, for the maximum possible number of offenders - especially for first offenders and young offenders convicted of non-violent and/or minor crimes.
3. Equitable application of criminal sanctions to all offenders, irrespective of ethnic origin, or social-economic position, at all levels (pre-trial detention, sentencing, correctional classification and community release) of the criminal justice/corrections process.

4. For those offenders who must be incarcerated, providing normalized institutional environments, to the extent possible, and an adequate variety of program, work, training and treatment opportunities.
5. Continuing innovation and evaluation of a range of corrections intervention strategies coupled with comprehensive planning for the corrections system.

#### Management Principles

Alberta's corrections system must utilize all of the resources provided it in a manner that achieves the greatest possible benefits for both offenders and the public. Management structure and service to offenders, which is the actualization of Alberta's commitment to reintegrative corrections, for that segment of the Province's offender population that does not present a threat to the community, is the foundation or basis upon which a modern, progressive and hence effective corrections system is built.

In developing a modified organizational framework for Alberta Correctional Services, the following basic management principles must be observed.

1. The objectives, responsibilities and functions of Alberta Correctional Services must be explicitly defined.
2. Functions which are similar or closely related and require close co-ordination to achieve optimal efficiency should be integrated, to the extent possible, within the same administrative unit. This consolidation will reduce unnecessary duplication of effort, resources, and structures, and will enhance the level of consistency of services from one region/district of the Province to another and will enhance the overall impact of programs provided to offenders - especially offenders undergoing sentences of imprisonment.

3. Lines of authority must be clearly delineated, to ensure that staff are fully aware of their responsibilities and roles within the context of the Alberta corrections system.
4. Alberta Correctional Services should be structured so as to equitably distribute available resources to all sectors of the system, consistent with defined organizational objectives and offender needs. Clarifying the placement of each unit or segment within the organizational hierarchy can serve to operationalize priorities by emphasizing or de-emphasizing certain functions, depending upon the needs of a particular region or district.
5. The number of staff directly reporting to a manager or administrator should be minimized to facilitate more effective management. The number will vary depending upon the function and complexity of the organizational unit or segment, and can only be determined after taking into account these two main factors.
6. An organizational structure should encourage a participatory management style, through the integration of staff into effective work teams, at all levels of the organization - ie: Head Office, Regions, Districts, Field Offices and Institutions. Delegation of authority/responsibility at all organizational levels is desirable. Consequently, managers, administrators and supervisors need to be fully assessed to determine their ability to accept greater levels of authority/responsibility.

In reorganizing Alberta's correctional system, the following trends need highlighting:

1. A continuing movement toward consolidation of both traditional and innovative correctional concepts.

2. A movement toward maximum integration of correctional services at Head Office, Regional and District levels, with emphasis being placed on the regional groupings of facilities, services, programs and staffing and financial resources.
3. The development of an organizational design that responds to current structural weaknesses with corrective co-ordinating mechanisms - eg: Management Committee of Corrections, that can readily adapt or adjust rules, roles, resources and decision making to comply with and accommodate changing correctional priorities.

The trend which will have the greatest impact on Alberta's corrections system is the commitment to effective decentralization and service unification at the regional level.

Reintegrative approaches to corrections require the close co-ordination of community and institutional programs, which can best be achieved through unified regional administration of an integrated service delivery nature. Other advantages also accrue to the regionalization of corrections organizations, including (a) the reduction of the number of persons reporting to each manager; (b) the encouragement of a participatory management style; (c) potential savings in manpower; and (d) enhanced potential for private agency and citizen involvement in corrections at the local level.

In developing correctional service areas and regional administrative structures for Alberta Correctional Services, that genuinely encompass the principles of decentralization, several factors must be weighed.

Firstly, the level of need for correctional services to offender groupings or populations must be assessed, including the relative distribution of offenders across the province according to their communities or origin. Secondly, the constraints which limit or ultimately determine the level of

response which the corrections system can make to identified need levels must be assessed. Primary determinants will be:

1. The location and the level and type of programs and services provided by established institutional facilities and community corrections offices.
2. Availability of qualified staff and related resources.
3. Services available from other federal, provincial and private agencies, particularly criminal justice organizations, and organizations that directly impact on the effectiveness of the corrections system - eg: A.A.D.A.C., Mental Health, Social Services, Educational Facilities, Employment Agencies.
4. Transportation networks and accessibility patterns.

In summary, Alberta Correctional Services must be concerned with achieving three types of objectives:

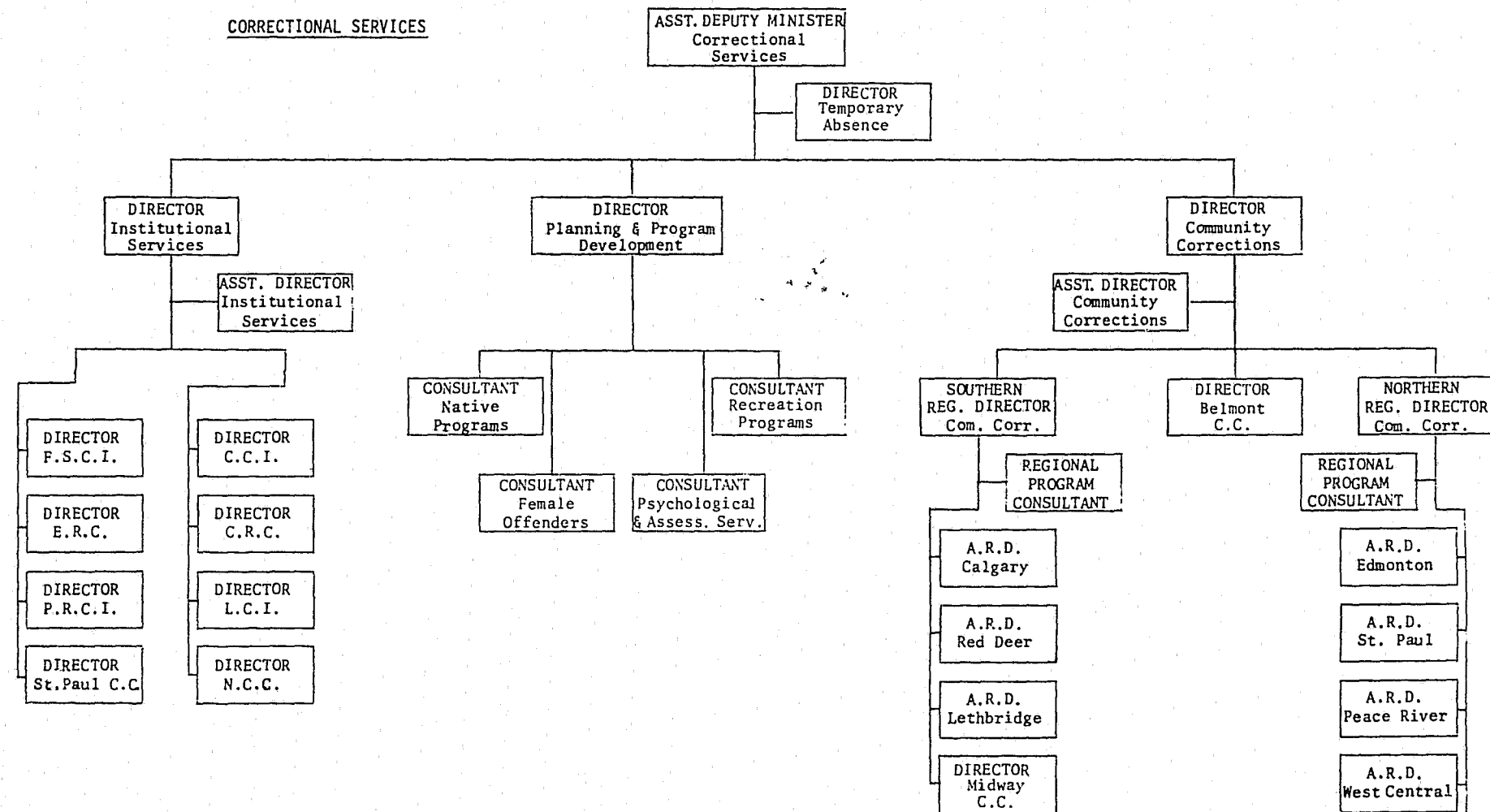
1. Offender focused, with reintegration of the offender as a productive and law-abiding citizen as the ultimate aim; and,
2. System focused, with required adherence to basic management principles to ensure maximal cost efficiency in achieving service delivery goals; and
3. Protection of community against offenders who are violent or who are not prepared to accept the utmost of responsibility when taking part in correctional programs - especially community-based corrections programs.

#### Proposed Reorganization of Alberta Correctional Services

##### Present Structure

The starting point in any reorganization must be an analysis of the existing organizational structure. Alberta's corrections system presently is functionally organized - ie: three branches correspond to the three major tasks which the system must perform - institutional correctional services, community correctional services and management services. This is illustrated by the immediately following organizational chart.

# ORGANIZATIONAL CHART



### Proposed Structure

While the current structure has served Alberta well for several years, more recent trends and developing needs require that new organizational options be considered. These trends include:

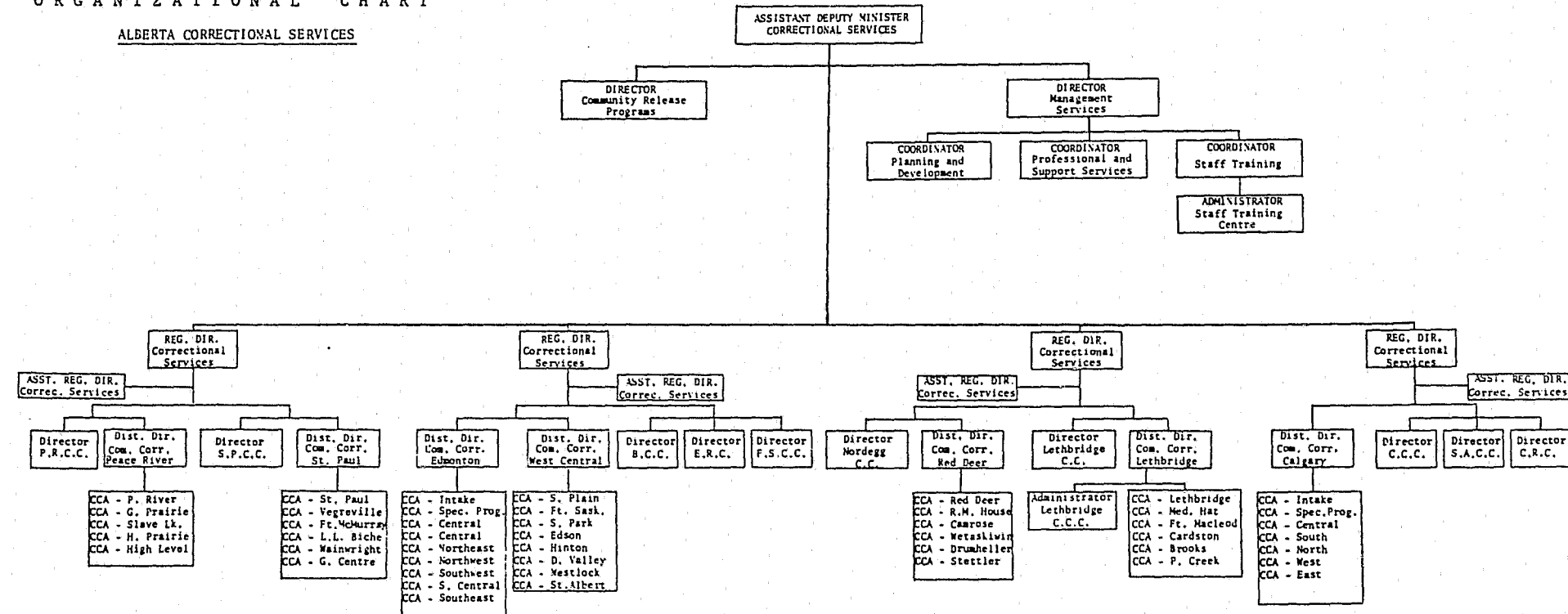
1. The growing emphasis on reintegration of minor and short-term offenders into the community as one of the primary goals of Alberta Correctional Services, which in turn necessitates very close co-ordination between the correctional institutions, its community-based corrections programs and its Head Office operations.
2. Increasing correctional caseloads and consequent activities requiring more decentralized decision-making and management structures to reduce and diffuse growing administrative responsibilities at the Head Office level.
3. Renewed commitment to soliciting knowledgeable citizen participation in corrections, and a requirement that management be more responsive to localized public concerns.

The management approach which can best address these trends entails consolidation of the two types of services presently delivered (institutional and community-based), combined with decentralized or localized management of these consolidated services. This organizational structure is based on a service delivery concept, whereby all correctional services for geographical areas are administered by one senior manager directly accountable to the Assistant Deputy Minister, Alberta Correctional Services.

The general structure proposed is illustrated by the immediately following diagram, which lists the respective areas of activity that each organizational unit or segment encompasses, and the various reporting relationships at the Head Office, Regional and District levels.



ORGANIZATIONAL CHART  
ALBERTA CORRECTIONAL SERVICES



**ABBREVIATION CODE**

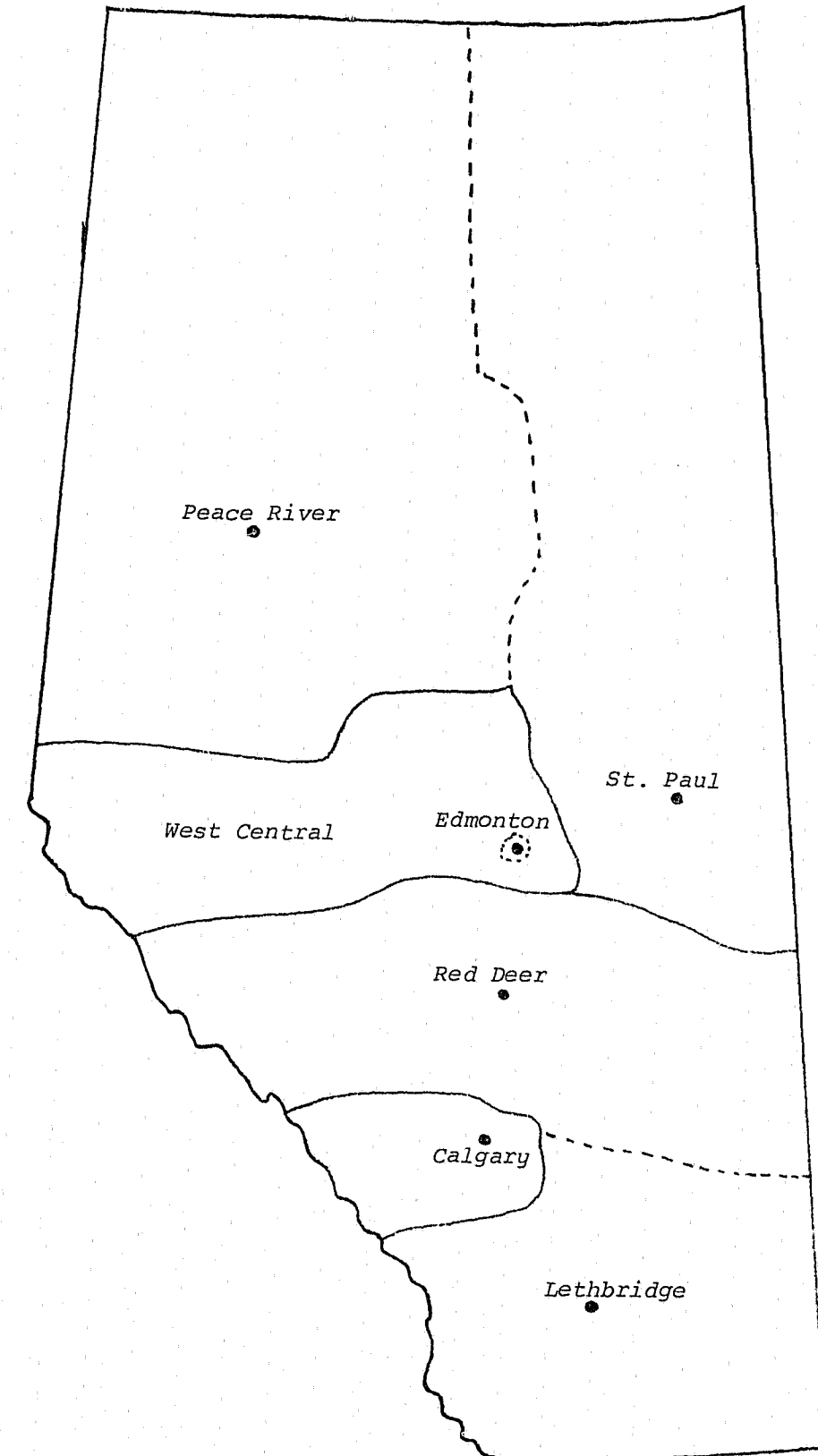
REG. DIR. - Regional Director  
 ASST. REG. DIR. - Assistant Regional Director  
 DIST. DIR. - District Director  
 P.R.C.C. - Peace River Correctional Centre  
 S.P.C.C. - St. Paul Correctional Centre  
 B.C.C. - Belmont Correctional Centre  
 E.R.C. - Edmonton Remand Centre  
 F.S.C.C. - Fort Saskatchewan Correctional Centre  
 NORDEGG C.C. - Nordegg Correctional Centre  
 LETHBRIDGE C.C. - Lethbridge Correctional Centre  
 LETHBRIDGE C.C.C. - Lethbridge Community Correctional Centre  
 C.C.C. - Calgary Correctional Centre  
 S.A.C.C. - Southern Alberta Correctional Centre  
 C.R.C. - Calgary Remand Centre  
 C.C.A. - Community Corrections Administrator

Criteria used for defining a Correctional Service Area are outlined in the previous section on management principles. Four primary regions are defined, each of which is to be managed by a Regional Director, Correctional Services. Within each of these regions, further sub-divisions are delineated according to functional areas of responsibility.

The advantages of this structure to the present organization of Alberta Correctional Services are the following:

1. Integration of all services at the regional level, and close co-ordination of all correctional service activities at the sub-regional or district level.
2. Optimal decentralization of operational activities, and decision-making authority.
3. Provision of a network of correctional services in the four major regions which coincide with the main offender catchment areas for the Province.
4. The ability to develop Regional and District Teams amongst Institutional Directors and Community Corrections District Directors.
5. Provides Head Office more opportunity to become more involved in policy matters, facilities and program planning, program development, program evaluation and organizational analysis to ensure that the system is achieving its goals and objectives and meeting the needs of the system in accordance with governmental, departmental and divisional policies.

The immediately following map outlines the boundaries proposed for each Correctional Services Area, and the location of facilities and community corrections offices within each of the four regions. The map illustrates that this regional management structure provides for an equitable distribution of workloads.



As outlined previously, the Regional Directors, Correctional Services, will report directly to the Assistant Deputy Minister, Correctional Services, thereby expediting or streamlining the decision-making process and improving the overall channels of communication from the field levels to Head Office.

The four (4) Regional Directors will basically have, for their respective region, all the authority/responsibility that the Directors of Institutional Services and Community Corrections have at the present time. The Regional Directors would also be responsible for establishing Regional management "teams" involving the Institutional Directors and Community Corrections District Directors, to review policies, procedures, programs, new proposals, and related matters.

The District Directors and Institutional Directors within a Correctional Services Area will report to the Regional Director responsible for the region within which the Correctional Service Area is located.

The Regional Directors will have an Assistant Regional Director to assist in the multitude of administrative duties that will become a part of the day-to-day operation of the Regional offices.

Two of the four Regional Directors will be operationally based and have their offices in Calgary, and two will be based in Edmonton. Locating the Regional Directors in this manner will create a number of advantages that would not be available if all Regional Directors were located in Edmonton, or if the four Regional Directors were all located in their respective regions.

These advantages include (a) ease of access to the field operations of which they are directly responsible; (b) ability of one Regional Director to cover off for one another, when either is absent from his office; (c) provides opportunity for other departmental service - personnel and finance - to be regionalized/decentralized; (d) provides for greater co-ordination of all

correctional service activities along traditional north/south lines - a demarcation used by several other government departments; and (e) provides for more efficient utilization of support services than would be the case if Regional Directors were all located in their respective regions.

The two Regional Program Consultants will become Regional Program Co-ordinators and will remain based in their respective locations - ie: Edmonton and Calgary, and will provide project management services to the offices of the Regional Directors in their respective locations.

The Regional Program Co-ordinators, while working on a particular project in a particular Region, will report, for the purpose of that particular project, to the Regional Director for the Region within which the project is located. However, for more general reporting purposes, the Regional Program Co-ordinators will report to the Director, Management Services.

This arrangement is desirable in that projects will (a) often apply to more than one Region; (b) overlap Regions; or (c) have province-wide application.

In addition to the Assistant Deputy Minister, Head Office will have a Director, Management Services, under whom would be three (3) Co-ordinators responsible for Planning and Development, Staff Training, and Professional and Support Services. Additionally, there will be support staff to assist the various Co-ordinators in their respective areas of responsibility.

The Director, Temporary Absence Program, will continue to report to the Assistant Deputy Minister, however, the title Director, Temporary Absence Program, will change to Director, Community Release Programs.

The Director, Management Services, will be responsible for ongoing planning and program development, program evaluation, staff training and development, development and monitoring of professional and support services and

special projects and will provide specialized services to the Assistant Deputy Minister and the four Regional Directors.

The Assistant Deputy Minister, the Director, Management Services, and the four (4) Regional Directors will form a Management Committee of Corrections to review new ideas, proposals, policies, procedures, etc. that have both a regional, province-wide, interdepartmental and interjurisdictional implication, and make decisions respecting these areas of activities, or other course of action that should be pursued - eg: refer matter back to Region for further review or consultation.

This new organizational direction will result in most operational decisions being made at the Regional level, which presently require Head Office involvement, and Head Office would not normally be directly involved in operational matters as occurs at present, with the exception of areas of crisis management, areas of an inter-regional and inter-jurisdictional (federal/provincial) nature.

#### Summary

Restructuring of Alberta Correctional Services can, through a process of incremental development, form the basis for translating philosophy and progressive management principles into action, thereby permitting Alberta's correctional system to improve the probability of achieving its objectives for the 1980's.

Support from other provincial agencies, the judiciary, prosecution, practicing criminal lawyers, police, private agencies, and the public will be essential in assuring its long-term success, and in accomplishing a more effective:

1. Reintegration of offenders into the community as productive and law-abiding citizens;

2. Maximum use of correctional and community resources;
3. Services delivery system for all offenders committed to the care, custody, or control of corrections;
4. Integration of organizational functions;
5. Management structure through decentralization and regionalization of operational activities and decision-making responsibilities.

While no organizational structure in and of itself can guarantee achievement of all these aims, the proposed restructuring of Alberta Correctional Services will be more compatible than is its current structure with both the service and system management objectives of a progressive corrections organization that must become increasingly aware of its complex role within the criminal justice community.

RECOMMENDATIONS

1. That Correctional Services be decentralized/regionalized to achieve greater integration of services and programs and co-ordination between correctional facilities at the district/local level.
2. That a Management Services Unit be established within a restructured Head Office of Correctional Services, to co-ordinate planning, new program development, program evaluation, professional services, operational support services and staff training to the four (4) regions.
3. That Correctional Services give priority to developing an information program respecting the purposes and goals of Alberta's correctional system, for dissemination to the media and general public.
4. That Correctional Services actively encourage media representatives to become more knowledgeable of the provincial correctional institutional system through scheduled tours of facilities and through distribution of material on the correctional system.
5. The Correctional Services play a leadership role at the local level in attempting to involve interested and knowledgeable citizens and citizen groups in the continuing development of community-based corrections programs.
6. That Correctional Services continue to work closely with the judiciary, the prosecution, the police and the legal profession in attempting to develop more effective diversion type programs and alternatives to imprisonment for minor offenders.
7. That Correctional Services revise and integrate the Policies and Procedures Manuals of the present Community Corrections and Institutional Services Branches, into an integrated Correctional Services Policies and Procedures Manual, in accordance with the goals and objectives of a decentralized, more fully integrated and more closely co-ordinated correctional system.

## CHAPTER TWO

### COMMUNITY CORRECTIONS PROGRAMS

#### COMMUNITY-BASED CORRECTIONS

##### Introduction

Community-based corrections in Alberta has experienced dramatic expansion and transformation within the past four years. Since the establishment of adult probation and adult correctional institutions in a newly created Solicitor General ministry in 1973, community-based corrections programming has been greatly expanded. The development and widespread use of graduated community release programs such as Temporary Absence and Fine Option have contributed greatly in restraining and more recently in reducing the growth of institutional populations. This reduction in the use of traditional institution beds for short-term and minor offenders has additionally been aided significantly by the establishment of a province-wide system of community residential centres. Additionally, the expansion of community correctional centres has greatly facilitated the re-entry of offenders into the community. All community-based corrections services including probation services have been decentralized and made available to communities and areas which previously were serviced from the major population centres.

The entire thrust of community-based corrections is to provide the resources and services which will minimize the unnecessary use of incarceration and at the same time accomplish the perceived and stated goals of the correctional and criminal justice process. These resources and services are intended to give the courts meaningful alternatives, in appropriate cases, to the imprisonment of offenders and provide the institutional system specific and tangible programs and support services by which inmates can be released and re-integrated into the community at the appropriate time, after

taking into account the offender's ability to accept responsibilities and determination of potential risk to the community.

Community correctional programming in Alberta is presently efficiently organized and sufficiently staffed to achieve these objectives, and can be readily integrated as outlined previously to provide an even greater level of service to the province's correctional institutions than has been heretofore provided. The developments that have occurred to date in Alberta in this regard is a refreshing contrast to the inflexibility, resistance to change, and defeatism that are characteristic of so many correctional systems on this continent and, in this regard, is among the most progressive of correctional systems in North America.

#### Compiling a Data Base

An essential step in assessing correctional policy is to define and gather all relevant information concerning the population for which services and programs are being planned. Data and statistics concerning the number, distribution and characteristics of the client group are needed as a foundation for the evaluation of present practices. They also serve as an indication of where changes can make possible the delivery of more effective services.

In order to compile the comprehensive data base necessary, Moyer Associates utilized all existing information available from the many sources within the Correctional Services Division and more generally the Department of the Solicitor General. This information was utilized in analyzing the scope and nature of present operations, and in projecting possible reorganization of programs and services under a more integrative organizational model, to create a more effective and efficient utilization of resources, relieve the corrections system of administrative bottlenecks, and in

eliminating duplication of services.

The five program areas reviewed are: probation, pre-trial release, fine option, temporary absence and parole.

In addition to the data sources existing within Correctional Services and the Department generally, Moyer Associates conducted a survey designed specifically to produce information concerning the community correctional population in the province, with a "profile" of the entire caseload being developed from the survey findings. In the interest of efficiency, a sample was designated which consisted of every 4th male and every 2nd female probationer (this program being by far the largest of the five programs) as well as the universe of participants in the other four community corrections programs.

#### Caseload Data

As of March 31, 1979, there were 6673 individuals under supervision in the five different program areas covered in this analysis.

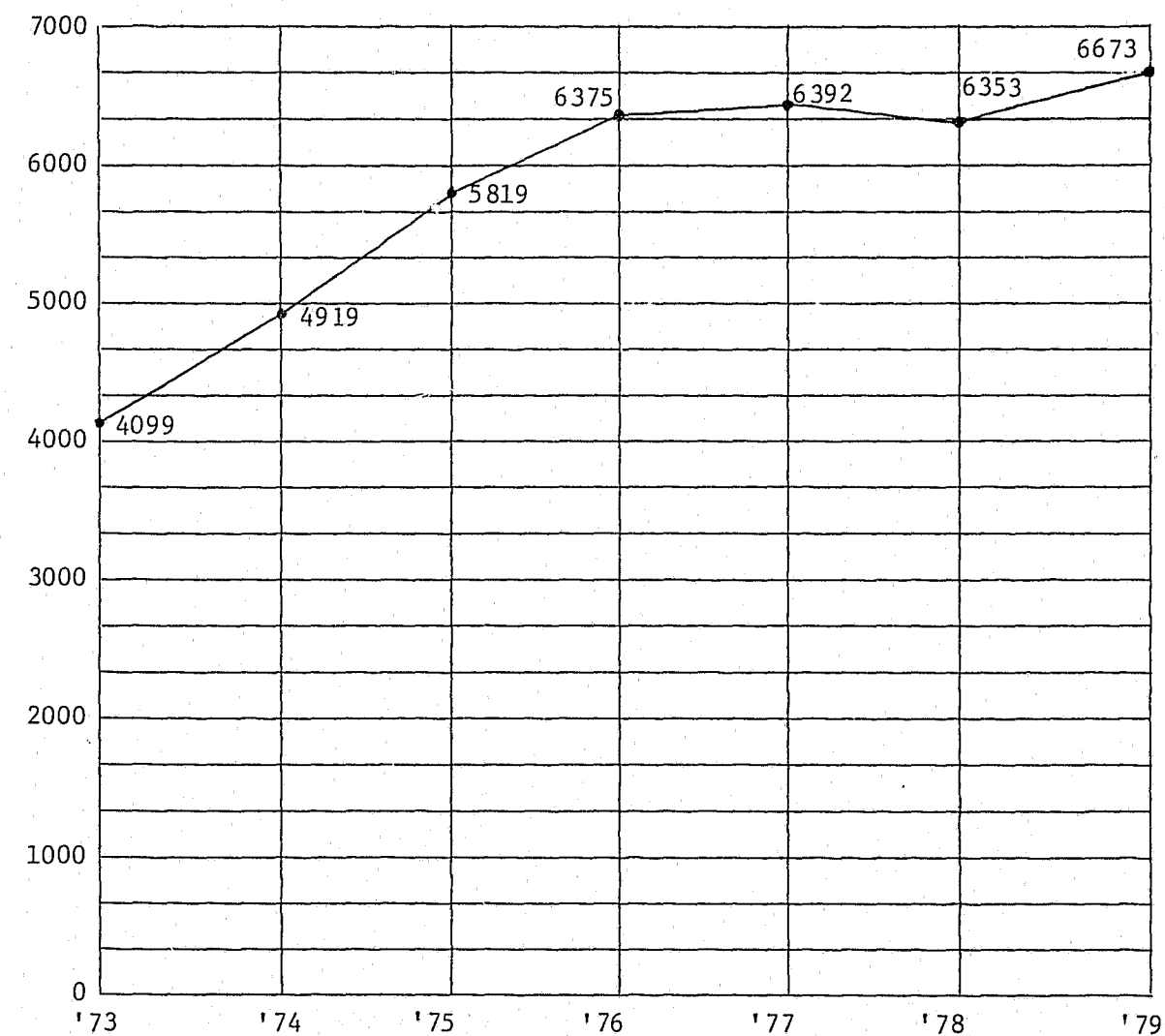
<u>Program</u>	<u>Comparative Caseload</u>	
	<u>Sample Sept 30/78</u>	<u>Mar 31/79</u>
Temporary Absence	125 ( 7%)	163 ( 2.4%)
Pre-Trial	54 ( 3%)	27 ( .5%)
Fine Option	96 ( 5%)	359 ( 5.4%)
Parole	92 ( 5%)	106 ( 1.5%)
Probation	1418 (80%)	6018 ( 90.2%)
	1785*	6673 (100%)

\* Data not recorded on 6 survey cases.

The total caseload of offenders being supervised in the community has shown a dramatic increase over the last five years, reflecting the Correctional Services progressive use of community programming as an acceptable alternative to incarceration for certain categories of offenders.

The caseload has risen from approximately 4100 in 1973 to approximately 6700 in 1979. The chart below illustrates this growth.

OFFENDER CASELOAD 1973-1979



#### Distribution of Caseload

The growth of community-based correctional services and the increased demand for the availability of such services has been accompanied by a concomitant decentralization of these services. Presently, there are

33 community corrections offices throughout the province. These offices are administered through seven district offices. The distribution of caseloads is reflected in the following table.

TOTAL CASELOAD AND SAMPLE BY DISTRICT OFFICE

District	Survey Sample Sept 30/78		Sept. 30/78		Comparative March 31/79	
	#	%	#	%	#	%
Peace River	135	7.5	459	7.7	521	7.8
St. Paul	148	8.3	478	8.0	530	7.9
West Central	183	10.2	638	10.7	625	9.4
Edmonton	524	29.3	1706	28.5	1945	29.1
Calgary	454	25.3	1498	25.0	1701	25.5
Red Deer	151	8.4	594	9.9	671	10.1
Lethbridge	187	10.4	610	10.2	680	10.2
TOTAL	1782	100.0%	5983	100.0%	6673	100.0%

Note: Percentages are rounded and survey data was not received on 9 cases.

#### Caseload Characteristics

The following tables present basic demographic data concerning the sample caseload on the survey date. The figures are presented in terms of Total (T) which represent the entire sample of 1791, Male Probationers (MP), Female Probationers (FP), and participants in the four other community corrections programs (OP). In interpreting these tables, it should be noted that "TOTAL" sample figures are unweighted and are comprised of 20% non-probationers, due to the sampling method employed.



Comparison of Sample  
to March 31, 1979 Caseload Data

Sex	Survey Sample Sept. 30/78		Sept. 30/78		Comparative March 31/79	
	#	%	#	%	#	%
Male	1450	82.0**	5316	88.9	5801	87.0
Female	312	18.0	667	11.1	872	13.0
TOTAL	1762*	100.0%	5983	100.0%	6673	100.0%

\* Date not recorded on 19 cases

\*\* Lower percentage of males in sample due to sampling requirements (50% of female caseload and 25% male caseload)

ETHNICITY

Ethnic Origin	Total	M.P.	F.P.	O.P.
Caucasian/White	1407 (78.6%)	902 (81.2%)	209 (74.4%)	271 (73.8%)
Native	306 (17.1%)	165 (14.9%)	58 (20.7%)	77 (21.0%)
Other	35 ( 1.9%)	17 ( 1.6%)	6 ( 2.1%)	11 ( 3.0%)
TOTAL	1748	1084	273	359

AGE

Age	Total	M.P.	F.P.	O.P.
Less than 15 yrs.	0	0	0	0
15 - 16 years	76 ( 4.2%)	70 ( 6.3%)	2 ( .7%)	3 ( .8%)
17 - 18 years	403 (22.5%)	328 (29.5%)	25 ( 8.9%)	44 (12.0%)
19 - 20 years	316 (17.6%)	218 (19.6%)	51 (18.1%)	39 (10.6%)
21 - 25 years	427 (23.8%)	231 (20.8%)	72 (25.6%)	116 (31.6%)
26 - 30 years	208 (11.6%)	110 ( 9.9%)	44 (15.7%)	53 (14.4%)
31 - 40 years	157 ( 8.8%)	67 ( 6.0%)	45 (16.0%)	40 (10.9%)
More than 40 yrs.	140 ( 7.8%)	72 ( 6.5%)	36 (12.8%)	30 ( 8.2%)
TOTAL	1727	1096	275	325

CURRENT LEVEL OF  
EDUCATION COMPLETED

Level of Education Completed	Total	M.P.	F.P.	O.P.
No Formal Educ.	11 ( .6%)	6 ( .5%)	3 ( 1.1%)	1 ( .3%)
Grades 1-8	431 (24.2%)	291 (26.2%)	71 (25.3%)	58 (15.8%)
Grades 9-11	907 (50.6%)	602 (54.2%)	131 (46.6%)	159 (43.3%)
H.S. Diploma or Matriculation	215 (12.0%)	129 (11.6%)	46 (16.4%)	38 (10.4%)
Some College or University	64 ( 3.6%)	36 ( 3.2%)	10 ( 3.6%)	17 ( 4.6%)
Diploma from Comm. College	21 ( 1.2%)	11 ( 1.0%)	5 ( 1.8%)	5 ( 1.4%)
Bachelor's Degree	8 ( .4%)	5 ( .5%)	2 ( .7%)	1 ( .3%)
Some Graduate Sch.	3 ( .2%)	2 ( .2%)	1 ( .4%)	0
Graduate Degree	1 ( .1%)	0	1 ( .4%)	0
TOTAL	1661	1082	270	279

CURRENT SCHOOL STATUS  
(INCLUDES VOCATIONAL TRAINING)

Status	Total	M.P.	F.P.	O.P.
In School Full-Time	171 ( 9.5%)	111 (10.0%)	23 ( 8.2%)	36 ( 9.8%)
In School Part-Time	37 ( 2.1%)	19 ( 1.7%)	11 ( 3.9%)	7 ( 1.9%)
Not in School	1539 (85.9%)	956 (86.0%)	240 (85.4%)	314 (85.6%)
TOTAL	1747	1086	274	357

CURRENT EMPLOYMENT STATUS

Status	Total	M.P.	F.P.	O.P.
Working Fulltime	953 (53.2%)	644 (58.0%)	81 (28.8%)	211 (57.5%)
Working Parttime	166 ( 9.3%)	108 ( 9.7%)	27 ( 9.6%)	31 ( 8.4%)
Unemployed, looking for work	286 ( 16.0%)	179 (16.1%)	42 (14.9%)	58 (15.8%)
Not in Labor Force; not looking for work	328 (18.3%)	146 (13.1%)	121 (43.1%)	54 (14.7%)
TOTAL	1733	1077	271	354

The data concerning employment status and school status were combined to identify the number of clients who were clearly outside normal social roles, in that they were neither employed, looking for work or in school. This group was identified as being "disaffiliated" from general society.

DISAFFILIATION

<u>Disaffiliation</u>	<u>Total</u>	<u>M.P.</u>	<u>F.P.</u>	<u>O.P.</u>
Yes	469 (27.0%)	232 (20.9%)	137 (48.8%)	87 (23.7%)
No	1267 (73.0%)	844 (76.0%)	135 (48.0%)	270 (73.6%)

HISTORY OF OPIATE USE

<u>Opiate Use</u>	<u>Total</u>	<u>M.P.</u>	<u>F.P.</u>	<u>O.P.</u>
Yes	115 ( 6.4%)	53 ( 4.8%)	32 (11.4%)	27 ( 7.4%)
No	1533 (85.6%)	1014 (91.3%)	233 (82.9%)	260 (70.8%)

HISTORY OF DRUG ABUSE

<u>Drug Abuse</u>	<u>Total</u>	<u>M.P.</u>	<u>F.P.</u>	<u>O.P.</u>
Yes	165 ( 9.2%)	70 ( 6.3%)	47 (16.7%)	44 (12.0%)
No	1512 (84.2%)	1007 (90.6%)	223 (79.4%)	256 (69.8%)

HISTORY OF ALCOHOL ABUSE

<u>Alcohol Abuse</u>	<u>Total</u>	<u>M.P.</u>	<u>F.P.</u>	<u>O.P.</u>
Yes	556 (31.0%)	350 (31.5%)	75 (26.7%)	120 (32.7%)
No	1139 (63.6%)	735 (66.2%)	194 (69.0%)	191 (52.0%)

OFFENSE HISTORY

An extensive amount of data was collected concerning the offense history of the community corrections caseload. In addition, information concerning sentence length and supervision history was collected. This data, coupled with the previously reported demographic information, allows both the evaluation of present programs as to their suitability for the needs of the caseload and the definition of other possible programs or services which might be needed.

Present Most Serious Offense

Perhaps the most salient factor in determining the nature of services needed is the particular offense committed by the offender client and for which he/she entered the criminal justice system. The gravity or seriousness of the crime determines among other things, the length of sentence and nature of supervision required. In addition certain causative assumptions may be made which link the crime to personal characteristics of the offender. If these assumptions are valid, they often indicate a particular mode of supervision or a particular type of service which, if offered, may lessen the likelihood of recidivism. Economic crimes, for instance, may be viewed as the product of the offender's inability to "survive" economically, at his/her style or standard of living at the time of the offense, and as such may suggest better access to employment, development of better working habits, or need for skills training. Violent crimes, on the other hand, may indicate some degree of mental deficiency or emotional aberration which warrants a program of treatment as opposed to training. Another broad type of criminal behavior --that involving the abuse of drugs, opiates, or alcohol--suggests yet other program orientations which address the physical and psychological components of addiction.

Clearly, little is known about the actual "causes" of crime and there remains a great deal of research to be conducted which might better identify those causes or conditions which incline some members of society toward criminality more so than others, before the criminal justice system can come to grips with recidivism. Given the gaps in our understanding, however, there is much that is known and which can direct our efforts in attempting to reduce recidivism among identified offenders. Because of

this, the survey of the community corrections caseload initially sought to define just what crimes had been committed by those under supervision. This basic information can be used as a crude classification of who the clients are and what kinds of programs and supervision needs they require.

Many offenders in the various community-based programs have committed more than one offense. For this survey, however, a ranked list was created of some 50 crimes and multiple offenders were identified in terms of the single most serious crime according to this ranking.

ANALYSIS OF CASELOAD BY  
MOST SERIOUS OFFENCE

<u>Violent Crimes</u>	<u>Total</u>	<u>M.P.</u>	<u>F.P.</u>	<u>O.P.</u>
Murder	14 ( .8%)	1 ( .1%)	0	13 (3.5%)
Criminal Negligence	9 ( .5%)	5 ( .5%)	1 ( .4%)	3 ( .8%)
Manslaughter	5 ( .3%)	2 ( .2%)	0	3 ( .8%)
Arson	15 ( .8%)	9 ( .8%)	4 (1.4%)	2 ( .5%)
Rape/Attempted Rape	6 ( .3%)	0	0	6 (1.6%)
Sexual Assault	21 (1.2%)	13 (1.2%)	1 ( .4%)	7 (1.9%)
Kidnapping	3 ( .2%)	1 ( .1%)	0	2 ( .5%)
Armed Robbery	20 (1.1%)	2 ( .2%)	2 ( .7%)	16 (4.4%)
Aggravated Assault	68 (3.8%)	43 (3.9%)	13 (4.6%)	10 (2.7%)
Child Abuse/Neglect	3 ( .2%)	0	3 (1.1%)	0
Robbery	15 ( .8%)	7 ( .6%)	0	7 (1.9%)
Extortion	5 ( .3%)	4 ( .4%)	0	1 ( .3%)
Other Acts of Violence Against the Person	29 (1.6%)	23 (2.1%)	1 ( .4%)	4 (1.1%)
<u>Dangerous Weapons Crimes</u>				
Any Dangerous Weapons Charges or Crimes	40 (2.2%)	32 (2.9%)	3 (1.1%)	5 (1.4%)
<u>Drug Trafficking</u>				
Trafficking (Narcotics)	32 (1.8%)	7 ( .6%)	6 (2.1%)	18 (4.9%)
Trafficking (C/R Drugs)	13 ( .7%)	6 ( .5%)	2 ( .7%)	5 (1.4%)
Trafficking (Marijuana)	64 (3.6%)	28 (2.5%)	10 (3.6%)	25 (6.8%)

<u>Theft Offences</u>	<u>Total</u>	<u>M.P.</u>	<u>F.P.</u>	<u>O.P.</u>
Breaking & Entering	305 (17.0%)	252 (22.7%)	6 (2.1%)	40 (10.9%)
Theft Over \$200.00	174 ( 9.7%)	130 (11.7%)	22 (7.8%)	21 ( 5.7%)
Fraud/Forgery	136 ( 7.6%)	41 ( 3.7%)	65 (23.1%)	28 ( 7.6%)
Stolen Property (B/S)	3 ( .2%)	1 ( .1%)	1 ( .4%)	1 ( .3%)
Stolen Property (Possession)	105 ( 5.9%)	84 ( 7.6%)	9 ( 3.2%)	12 ( 3.3%)
Vehicle Theft	37 ( 2.1%)	33 ( 3.0%)	1 ( .4%)	2 ( .5%)
Theft Under \$200.00	191 (10.7%)	98 ( 8.8%)	73 (26.0%)	15 (4.1%)
Other Theft Offences	17 ( .9%)	15 ( 1.4%)	1 ( .4%)	0

Dangerous Driving

Dangerous Driving or Criminal Negligence in Operation of Motor Vehicle	17 ( .9%)	10 ( .9%)	2 ( .7%)	4 (1.1%)
---	-----------	-----------	----------	----------

Traffic Offences-Alcohol

Traffic Offences Involving Consumption of Alcohol	103 ( 5.8%)	58 ( 5.2%)	13 ( 4.6%)	30 ( 8.2%)
--	-------------	------------	------------	------------

Technical Violations

Escaping Custody	1 ( .1%)	0	0	1 ( .3%)
Corrupting a Witness	2 ( .1%)	2 ( .2%)	0	0
Perjury	3 ( .2%)	1 ( .1%)	1 ( .4%)	1 ( .3%)
Violation of Parole	1 ( .1%)	1 ( .1%)	0	0
Skipping Bail	0	0	0	0
Contempt of Court	0	0	0	0
Breach of Recognizance	2 ( .1%)	1 ( .1%)	1 ( .4%)	0
Failure to comply with a Probation Order	11 ( .6%)	6 ( .5%)	1 ( .4%)	3 ( .8%)
Unlawfully At Large	2 ( .1%)	1 ( .1%)	0	1 ( .3%)
Failure to Appear	9 ( .5%)	1 ( .1%)	0	8 (2.2%)

Non-Violent Sex Offenses

Non-Violent Sex Offenses	21 (1.2%)	14 (1.3%)	2 ( .7%)	5 (1.4%)
--------------------------	-----------	-----------	----------	----------

Drug & Alcohol Related

Liquor Control Act Offenses	21 (1.2%)	7 ( .6%)	3 (1.1%)	11 (3.0%)
Possession of Narcotics	13 ( .7%)	5 ( .5%)	2 ( .7%)	6 (1.6%)
Possession of Restricted Drugs	2 ( .1%)	0	0	2 ( .5%)
Possession of Marijuana	14 ( .8%)	10 ( .9%)	2 ( .7%)	2 ( .5%)

Disorderly Conduct - Public Nuisance	Total	M.P.	F.P.	O.P.
Disorderly Conduct - Public Nuisance	78 (4.4%)	61 (5.5%)	8 (2.8%)	8 (2.2%)
Careless Driving				
Careless Driving or Driving While Disqualified or Prohibited	16 (.9%)	11 (1.0%)	0	5 (1.4%)
Miscellaneous				
Violation of Federal Statutes	25 (1.4%)	20 (1.8%)	4 (1.4%)	1 (.3%)
Violations of Provincial Motor Vehicle & Highway	12 (.7%)	0	0	12 (3.3%)
Violations of Other Provincial Statutes	9 (.5%)	5 (.5%)	1 (.4%)	3 (.8%)
Violations of Municipal Statutes	3 (.2%)	1 (.1%)	0	2 (.5%)
Holding for Other Juris- dictions-No Charges Filed	2 (.1%)	0	0	2 (.5%)
Other	30 (1.7%)	10 (1.7%)	4 (1.4%)	5 (1.4%)

PRIOR ARREST RECORD

PRIOR ARREST	TOTAL	M.P.	F.P.	O.P.
Yes	771 (43.0%)	462 (41.6%)	83 (29.5%)	211 (57.5%)
No	921 (51.4%)	607 (54.6%)	190 (67.6%)	109 (29.7%)

LENGTH OF SENTENCE

LENGTH OF SENTENCE	TOTAL	M.P.	F.P.	O.P.
Less Than 6 Mos.	234 (14.2%)	36 (3.3%)	16 (6.0%)	182 (66.7%)
6 - 12 mos.	605 (36.7%)	452 (42.0%)	114 (42.5%)	32 (11.7%)
13 - 24 mos.	655 (39.7%)	474 (44.1%)	115 (42.9%)	45 (16.5%)
More than 24 mos.	154 (9.3%)	114 (10.6%)	23 (8.6%)	14 (5.1%)

\*Note: The figures on "Other Programs" exclude people on Pre-Trial Supervision (54 Cases) since no sentence has been given.

TIME SPENT ON SUPERVISION

TIME OF SUPERVISION	TOTAL	M.P.	F.P.	O.P.
Less Than 6 mos.	850 (47.5%)	430 (38.7%)	121 (43.1%)	289 (78.7%)
6 - 12 mos.	541 (30.2%)	406 (36.5%)	91 (32.4%)	33 (9.0%)
13 - 24 mos.	281 (15.7%)	205 (18.5%)	47 (16.7%)	21 (5.7%)
More Than 24 mos.	54 (3.0%)	31 (2.8%)	8 (2.8%)	13 (3.5%)

TIME LEFT ON SUPERVISION

TIME LEFT	TOTAL	M.P.	F.P.	O.P.*
Less Than 6 mos.	767 (42.8%)	439 (39.5%)	114 (40.6%)	205 (81.3%)
6 - 12 mos.	528 (29.5%)	388 (34.9%)	100 (35.6%)	29 (11.5%)
13 - 24 mos.	309 (17.3%)	233 (21.0%)	52 (18.5%)	15 (6.0%)
More Than 24 mos.	36 (2.0%)	25 (2.3%)	7 (2.5%)	3 (1.2%)

\*Note: As above, these figures exclude the people on pre-trial since ultimate time to be spent on supervision has not yet been determined.

AGE AT SENTENCING

AGE	TOTAL	M.P.	F.P.	O.P.
Less Than 15 yrs.	0	0	0	0
15 - 16 yrs.	186 (10.4%)	173 (15.6%)	4 (1.4%)	8 (2.2%)
17 - 18 yrs.	403 (22.5%)	314 (28.3%)	35 (12.5%)	43 (11.7%)
19 - 20 yrs.	276 (15.4%)	182 (16.4%)	49 (17.4%)	40 (10.9%)
21 - 25 yrs.	359 (20.0%)	174 (15.7%)	69 (24.6%)	111 (30.2%)
26 - 30 yrs.	180 (10.1%)	89 (8.0%)	36 (12.8%)	54 (14.7%)
31 - 40 yrs.	142 (7.9%)	65 (5.9%)	37 (13.2%)	35 (9.5%)
Over 40 yrs.	124 (6.9%)	62 (5.6%)	32 (11.4%)	28 (7.6%)

LEVEL OF SUPERVISION

SUPERVISION LEVEL	TOTAL	M.P.	F.P.	O.P.
Intensive	485 (27.1%)	157 (14.1%)	50 (17.8%)	276 (75.2%)
Diversified	886 (49.5%)	643 (57.9%)	154 (54.8%)	66 (18.0%)
Special	390 (21.8%)	295 (26.6%)	72 (25.6%)	16 (4.4%)

# CASE ASSESSMENTS BY STAFF

A valuable source of data, and one which is often overlooked, concerning the needs of clients, is the individual staff member who is supervising the client. Many times programs and services are formulated based solely on "hard" facts or aggregate statistics generated only by official documents or sentencing reports concerning the offender population. That approach, however, ignores the first-hand familiarity with individual cases which can only be provided by the client's supervisor who sees the client on a regular basis and who becomes keenly aware of the needs, strengths, weaknesses and progress of the client.

To provide this first-hand information, staff who completed the survey were asked the following questions:

- How has the individual been performing on community supervision?
- What major social services does this individual need?
- What is the "probable outcome" of this individual's supervision experience?

## PERFORMANCE ON COMMUNITY SUPERVISION

PERFORMANCE	TOTAL	M.P.	F.P.	O.P.
No Known Violation	1108 (61.9%)	655 (59.0%)	195 (69.4%)	243 (66.2%)
Occasional Non-Serious Violations	437 (24.4%)	300 (27.0%)	50 (17.8%)	78 (21.3%)
Persistent Non-Serious Violations	93 ( 5.2%)	56 ( 5.0%)	15 ( 5.3%)	20 ( 5.4%)
Serious Violations	127 ( 7.1%)	85 ( 7.7%)	16 ( 5.7%)	21 ( 5.7%)

## MAJOR SOCIAL SERVICES NEEDED

SERVICE NEEDED	TOTAL	M.P.	F.P.	O.P.
Alcohol Treatment	373 (20.8%)	232 (20.9%)	52 (18.5%)	84 (22.9%)
Comm. Res. Centre	95 ( 5.3%)	44 ( 4.0%)	10 ( 3.6%)	39 (10.6%)
Drug Treatment	80 ( 4.5%)	34 ( 3.1%)	23 ( 8.2%)	19 ( 5.2%)

## MAJOR SOCIAL SERVICES NEEDED (cont'd.)

SERVICE NEEDED	TOTAL	M.P.	F.P.	O.P.
Education	350 (19.5%)	243 (21.9%)	47 (16.7%)	52 (14.2%)
Empl. Counselling	353 (19.7%)	219 (19.7%)	51 (18.1%)	81 (22.1%)
Empl. Placement	167 ( 9.3%)	97 ( 8.7%)	18 ( 6.4%)	49 (13.4%)
Financial Assistance	95 ( 5.3%)	32 ( 2.9%)	32 (11.4%)	29 ( 7.9%)
Financial Counselling	163 ( 9.1%)	97 ( 8.7%)	18 ( 6.4%)	43 (11.7%)
Housing Accommodation	63 ( 3.5%)	36 ( 3.2%)	17 ( 6.0%)	10 ( 2.7%)
Individual Counselling	871 (48.6%)	557 (50.1%)	153 (54.4%)	144 (39.2%)
Legal Aid	37 ( 2.1%)	19 ( 1.7%)	8 ( 2.8%)	8 ( 2.2%)
Marital/Fam. Counsell.	158 ( 8.8%)	88 ( 7.9%)	45 (16.0%)	22 ( 6.0%)
Med./Dental Services	38 ( 2.1%)	22 ( 2.1%)	10 ( 3.6%)	4 ( 1.1%)
Vocational Training	415 (23.2%)	279 (25.1%)	60 (21.4%)	65 (17.7%)
No Service Needed	320 (17.9%)	194 (17.5%)	34 (12.1%)	88 (24.0%)

## TOTAL SOCIAL SERVICES NEEDED

NO. OF SERVICES NEEDED	TOTAL	M.P.	F.P.	O.P.
1	359 (20.9%)	222 (20.5%)	62 (23.0%)	70 (21.0%)
2	403 (23.5%)	275 (25.4%)	63 (23.3%)	57 (17.1%)
3 or More	633 (36.9%)	390 (36.0%)	111 (41.2%)	119 (35.6%)
None Needed	320 (18.7%)	194 (17.9%)	34 (12.6%)	88 (26.3%)

## PROBABLE OUTCOME

OUTCOME	TOTAL	M.P.	F.P.	O.P.
Definitely Successful	330 (18.4%)	189 (17.0%)	64 (22.8%)	73 (19.9%)
Probably Successful	991 (55.3%)	611 (55.0%)	150 (53.4%)	214 (58.3%)
Probably Unsuccessful	361 (20.2%)	242 (21.8%)	52 (18.5%)	60 (16.3%)
Definitely Unsuccessful	80 ( 4.5%)	50 ( 4.5%)	11 ( 3.9%)	15 ( 4.1%)

## PROBATION

There are three types of dispositions under which an accused offender may be placed on probation by the courts in the Province of Alberta:

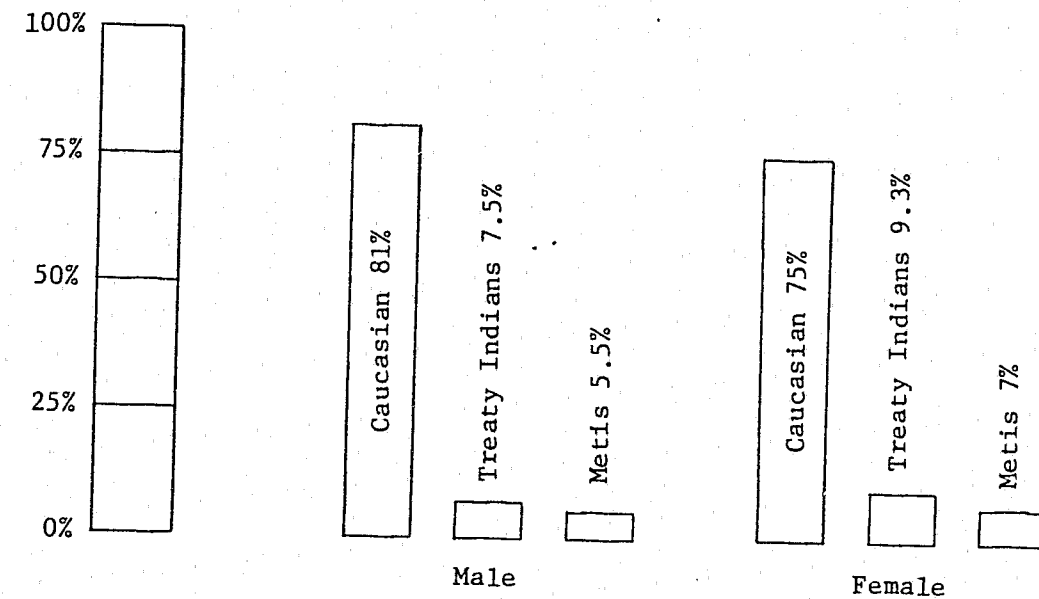
- 1) Imposition of sentence may be suspended and a period of probation may be ordered;
- 2) A fine may be imposed together with a period of probation;

- 3) A period of incarceration may be imposed, to be followed by a period of probation, not to exceed three years, upon release.

# Profile of Probationers

## Ethnicity

The Caucasian/White group was by far the largest single group on probation status: 81% of all male probationers and 75% of all female probationers. The second and third largest ethnic groups respectively are Treaty Indians and Metis.



## Age

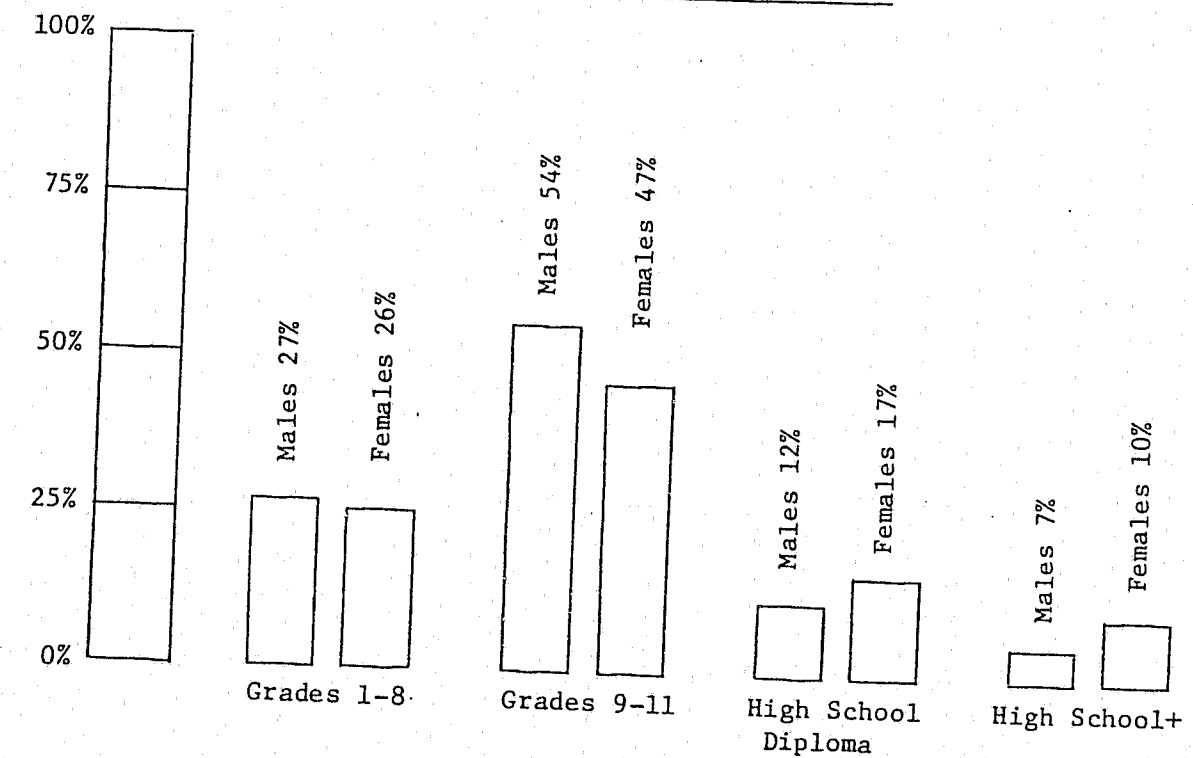
The male probation caseload is primarily young. Of male probationers, 36% are less than 18 years old and 55% are less than 21 years old. Female probationers are slightly older, as a group, than their male counterparts. Of this group, approximately 10% are less than 18 years old and 28% are less than 21 years.

Age	Male Probation	Female Probation
15 - 16 years	6.3%	.7%
17 - 18 years	29.5%	8.9%
19 - 20 years	19.6%	18.1%
21 - 25 years	20.8%	25.6%
26 - 30 years	9.9%	15.7%
31 - 40 years	6.0%	16.0%
More than 40 yrs.	6.5%	12.8%

## Education Completed

Both groups report relatively low levels of educational attainment. Fully 81% of male probationers had less than a high school education. The females were slightly more educated, with 73% reporting less than high school completion.

## Highest Education Levels of Probationers



### Current School Status

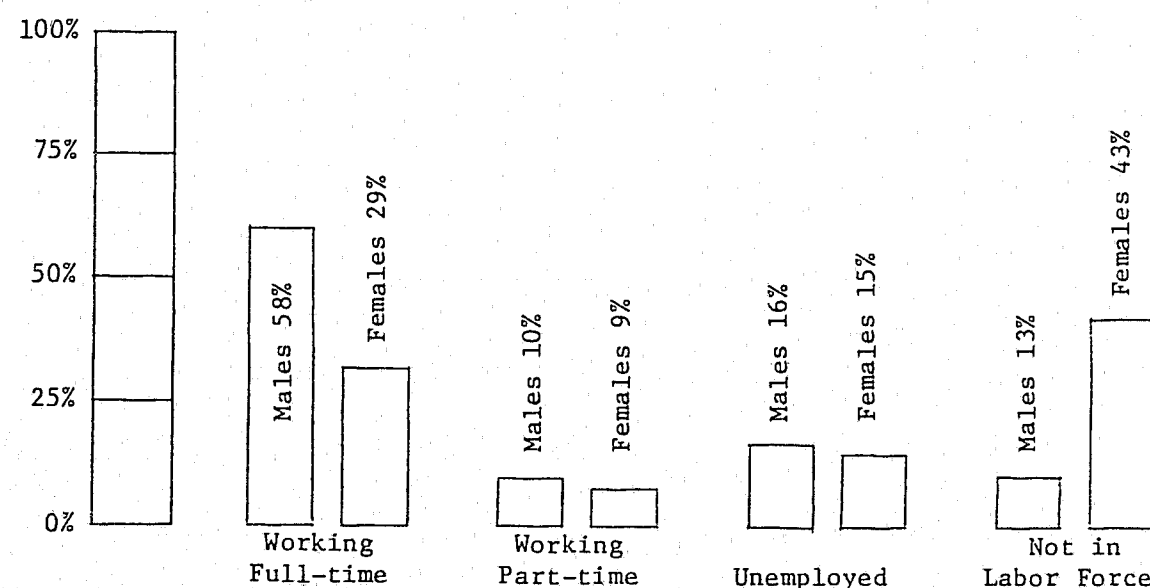
Given the above stated low levels of education, the survey findings on participation in school or vocational training indicate that this group appears to have terminated its pursuit of academic or vocational training. Each group reports that 86% of its members are not in school, even on a part-time basis.

School Status	Male Probationers	Female Probationers
In school full-time	10%	8.2%
In school part-time	1.7%	3.9%
Not in school	86%	85.4%

### Employment Status

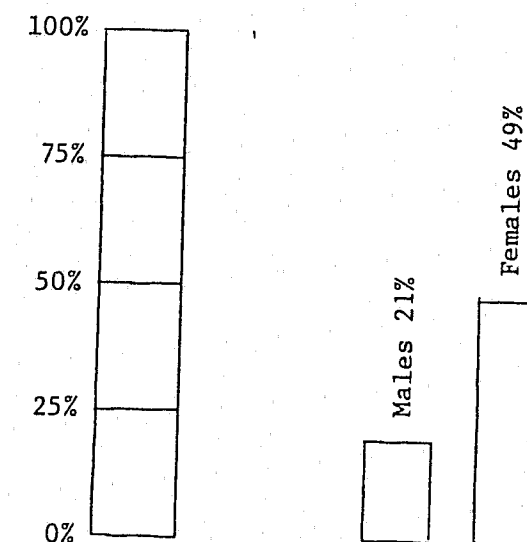
The survey findings indicate a much higher percentage of male probationers in the labor force on either a full or part-time basis (68% of males were working compared with 38% of the females). The largest percentage of females (43%) are identified as "Not in labor force and not looking for work." Comparable percentages of each group are unemployed but looking for work.

### Employment Status of Probationers



### Disaffiliation

This variable, defined as being outside the economic mainstream by being neither in school nor looking for work, reflects the sex-related difference in the previous data. Accordingly, a much larger percentage of female probationers (49% vs. 21%) was identified in this group.



### Opiate Use

More than twice the percentage of female probationers than male probationers (11% vs. 5%) were reported to have history of opiate use. For purposes of the survey, the term "opiate" was defined as opium (or any derivative), morphine, heroin, codeine, demerol and methadone.

### Drug Abuse

Again, there was a substantially higher percentage of female probationers who were identified as having a history of drug abuse (17% vs. 6%). "Drug Abuse" was defined as the chronic use of any nonprescribed controlled substance (such as speed, uppers, downers) other than marijuana.

Alcohol Abuse

A high percentage of both male and female probationers were identified as chronic users of alcohol (32% and 27%). Unlike drug and opiate use, however, the percentage of males reported to abuse alcohol was higher than that of females.

% OF PROBATION CASELOAD  
REPORTING SUBSTANCE ABUSE  
BY SEX

	<u>Opiate</u>	<u>Drug</u>	<u>Alcohol</u>
Female	11%	17%	27%
Male	5%	6%	32%

Most Serious Offence

The fifty crimes which were rank-ordered according to degree of seriousness were reported in three categories: Violent crimes, non-violent but serious crimes, and non-violent, non-serious crimes. A comparison of male and female probationers shows a high degree of similarity of most serious crimes committed.

	<u>TYPE OF CRIME BY SEX</u>		
	<u>VIOLENT</u>	<u>NON-VIOLENT, SERIOUS</u>	<u>NON-VIOLENT, NON-SERIOUS</u>
Male	9.9%	66.3%	18.5%
Female	8.9%	71.5%	13.5%

A closer examination of the particular crimes committed, however, reveals a difference between males and females.

MOST SERIOUS OFFENCES BY SEX

<u>CRIME</u>	<u>MALE % OF PROBATIONERS</u>	<u>CRIME</u>	<u>FEMALE % OF PROBATIONERS</u>
Breaking & entering	22.7%	Theft Under \$200	26.0%
Theft Over \$200	11.7%	Fraud	23.1%
Theft Under \$200	8.8%	Theft Over \$200	7.8%
Possession of stolen Property	7.6%	Driving while Impaired	4.6%
Public Mischief	5.5%	Assault	4.6%

Approximately one-half of the crimes committed by female probationers were either theft under \$200 or fraud. For males, the two major crimes were breaking and entering and theft over \$200.

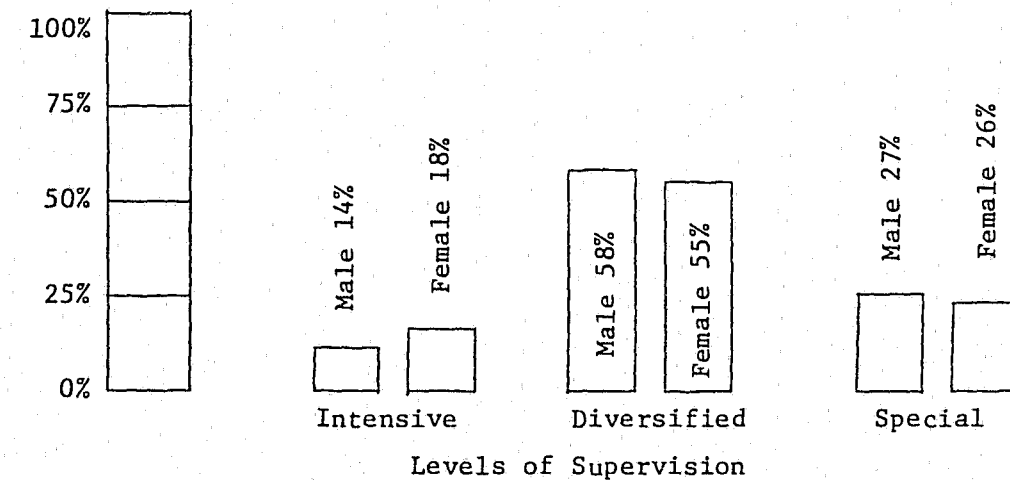
Length of Sentence

The sentence length for both male and female probationers is approximately equal and for both groups relatively short. In each group almost 50% have sentences of less than one year.

<u>Length of Sentence</u>	<u>Male Probationers</u>	<u>Female Probationers</u>
Less than 6 months	3.2%	5.7%
6 - 12 months	40.7%	40.6%
13 - 24 months	42.7%	40.9%
More than 24 months	10.3%	8.2%

Level of Supervision

Similarly, the levels of supervision are about equal for both male and female probationers.

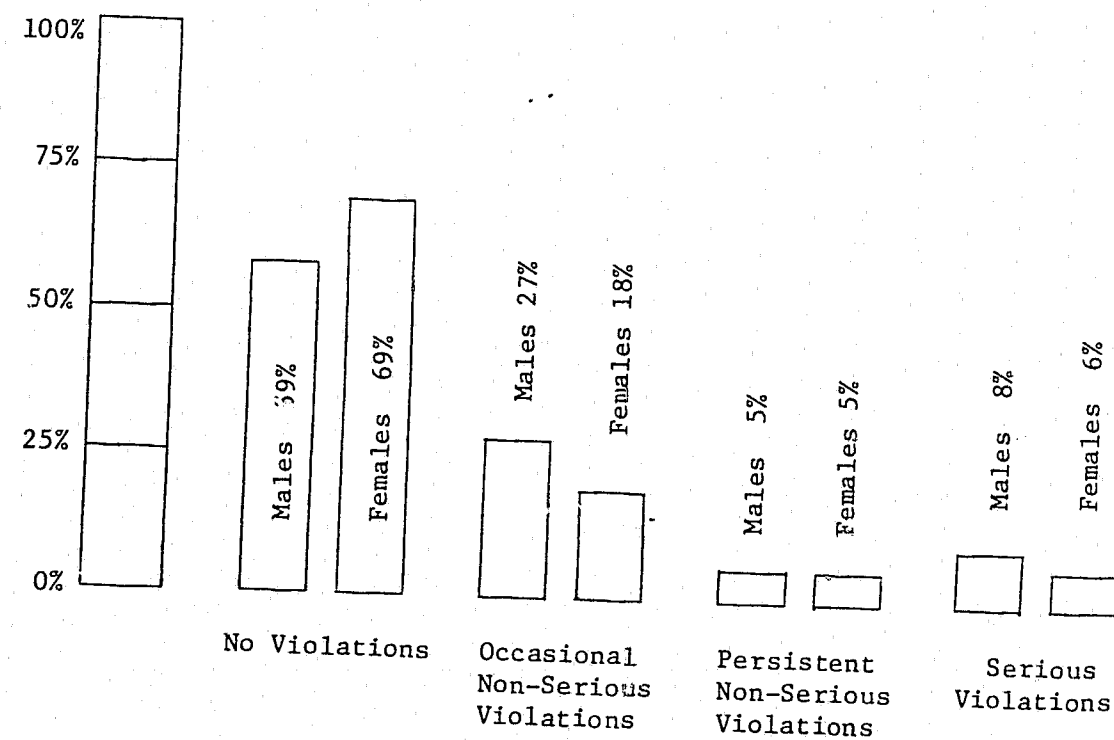




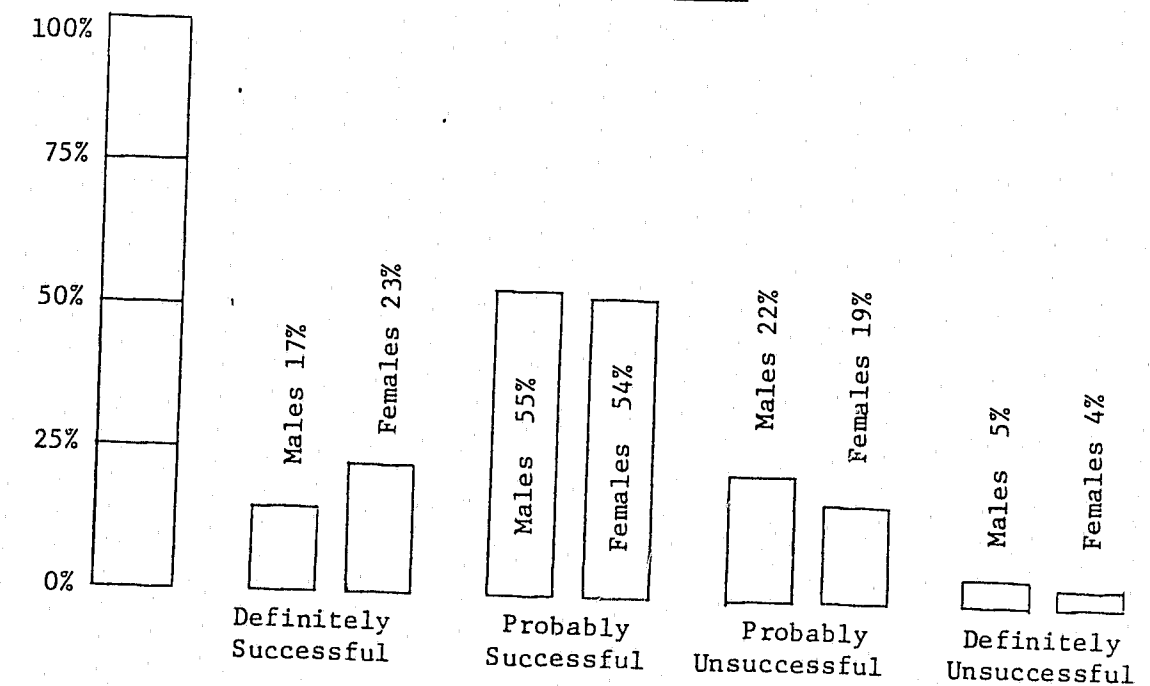
### Performance and Probable Outcome

According to the survey, both male and female probationers are performing well under this program of supervision in the community. A full 86% of males and 87% of females are reported to have committed either no known violations of a condition of probation or only occasional non-serious violations. Similarly, a "successful" probable outcome of probation is predicted for both groups, with 72% of male probationers and 76% of female probationers being identified as "definitely or probably successful" by their supervising probation officers.

### Performance on Probation



### Likelihood of Success



### Social Services Needed

From a list of 14 major social services, supervising probation officers were asked to identify the three services most needed by each probationer. For both males and females the same five services were identified most frequently although in slightly differing degree. These five services reflect the profile characteristics cited above; namely, that the aggregated probation caseload was to a significant degree abusive toward alcohol, highly unemployed, and to a very large extent under-educated.

### PERCENTAGE OF PROBATIONERS IDENTIFIED AS NEEDING SOCIAL SERVICE, BY SEX

SERVICE NEEDED	MALE	FEMALE
Individual Counselling	50.1%	54.4%
Vocational Training	25.1%	21.4%
Education	21.9%	16.7%
Alcohol Treatment	20.9%	18.5%
Employment Counselling	19.7%	18.1%

Only a small percentage of the probation caseload (17.5% of males and 12.1% of females) were thought to be in need of no major social service.

#### PRE-SENTENCE REPORTS

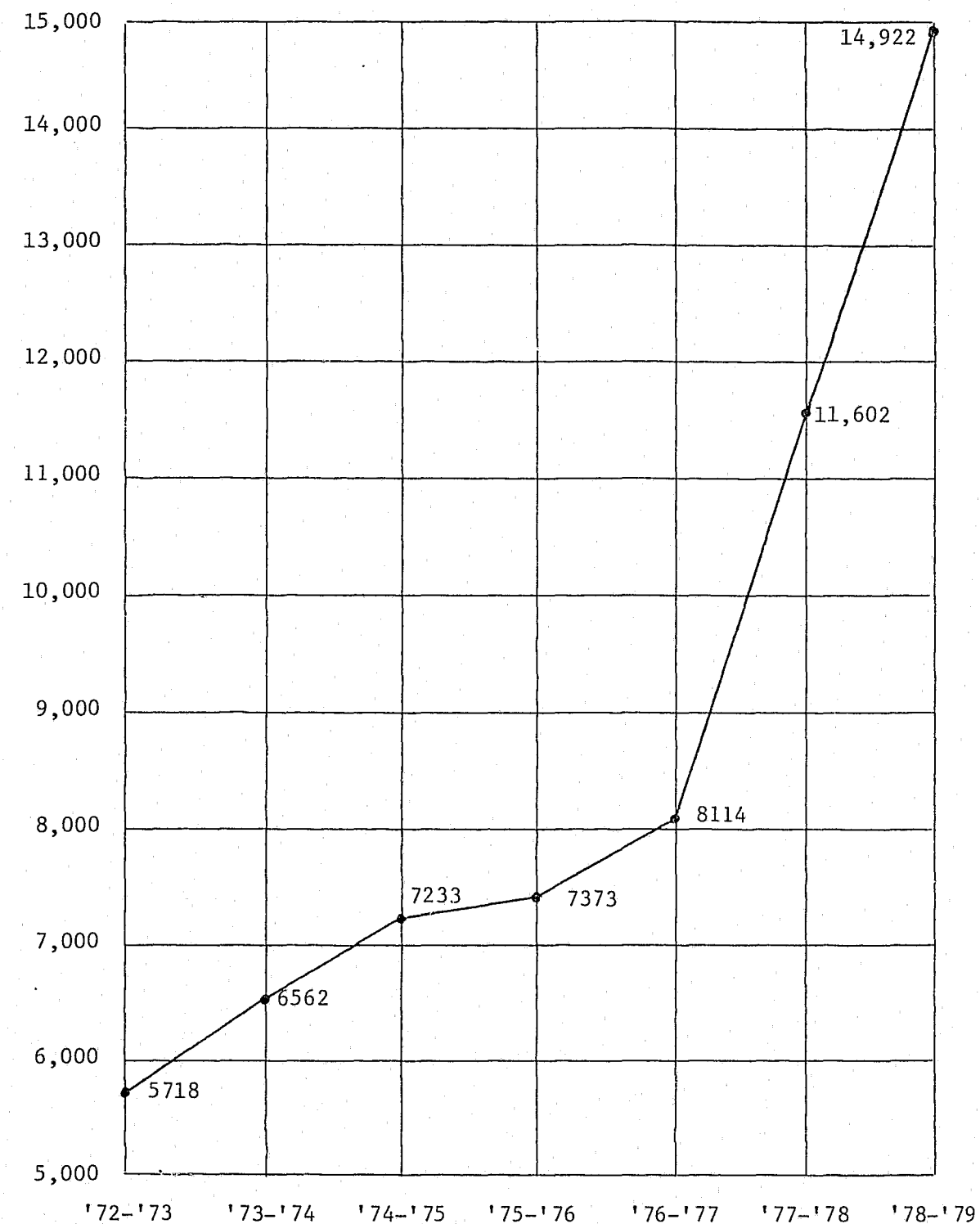
These reports are requested by the court in individual cases, following conviction.

A much utilized manual, "A Guide to Investigating and Writing Pre-Sentence Reports," has been prepared for the instruction of Probation Officers. Ordinarily, a full report is prepared. However, when a prior pre-sentence report is available, a short-form follow-up report may be written. A spot-check of these reports in the files indicates that currently a high quality of product has been achieved. These reports should be of significant assistance to the courts in determining an appropriate sentence, and of assistance to the classification staff in the correctional institutions in the event the offender receives a term of imprisonment.

Investigative activity in general has increased dramatically (over 100%) during the last five years, and this trend appears to continue. During the fiscal year, April 1, 1978 - March 31, 1979, 14,922 investigative reports were completed in the various community corrections programs mentioned previously.

Field interviews suggest that there is much variation between the courts in requesting pre-sentence reports. Some judges, understandably, depend on them more than others. But often the probation officers do not understand why a court will request a pre-sentence report in one case and not in another which may be quite similar. The judges may not indicate their specific interest in requesting reports in individual cases. Also, although the pre-sentence report format makes provision for a sentencing recommendation, the desires of the judges in this respect may vary. One

#### COMMUNITY CORRECTIONS Investigative Reports (by fiscal year)



judge may want to have a specific recommendation, another may wish only a recommendation as to whether commitment or probation is indicated; also, one judge may want the recommendation to be made in writing in the report, another may wish only a verbal recommendation. Still other judges do not want any type of recommendation. One consequence of this variation in practice is inevitably disparity in sentencing (the Kirby Commission and Project Omega reports document the existence of this problem, which of course is not peculiar to Alberta--it is shared by most court systems.)

The Manual "A Guide to Investigating and Writing Pre-sentence Reports" instructs probation officers that sentencing recommendations "shall be limited to recommendations relative to the offender's suitability for probation." However, the "evaluative summary," the preceding section in the pre-sentence report format, identifies the problems and needs of the offender and sets forth the programs and services available within and outside the corrections system for meeting these problems and needs, presumably also including institutional resources.

#### Case Classification

In order to provide a uniform and consistent method for determining the amount of attention that should be given each case under supervision, a case classification system has been adopted. Under this system the probation officer reviews each case according to a standard format and in consultation with the client formulates a plan to be followed during the period of supervision. A case assigned to the Intensive category requires a minimum of four personal contacts a month and intensive counselling; Diversified requires two personal contacts a month and counselling; Spec requires one personal contact a month and counselling. Individual cases may

be reclassified from one category to another at any time, depending on developments. Case classifications of the individual probation officers are audited on a periodic basis.

At the time of the survey, a classification system employing both offense and supervision data, combined with the supervising officer's judgement, was applied to the sample. Results of this classification scheme compared quite closely with actual level of supervision in identifying that percentage of the total caseload requiring intensive supervision. The scheme utilized offense type, length of time under supervision and performance on probation, as described in the previous section.

#### PROBATION CASELOAD BY SUPERVISION LEVEL

##### LEVEL OF SUPERVISION

	<u>INTENSIVE</u>	<u>DIVERSIFIED</u>	<u>SPECIAL</u>
Sept 30/78	771 (14.0%)	3357 (60.0%)	1423 (26.0%)
Mar 31/79	1119 (18.6%)	3487 (57.9%)	1412 (23.5%)

NOTE: Sample figures have been proportionately weighted to approximate total caseload.

All other clients under supervision under the Temporary Absence, Fine Option and Pre-Trial Release/Bail Supervision programs were in intensive supervision.

It is generally felt that this classification system is functioning on an effective basis and no major recommendations for change appear to be in order.

#### Workloads

The "workload" concept has been instituted in the management and

administration of the various community corrections programs. This is a progressive notion which allows much greater attention to case assignment than does the traditional "caseload" concept. The use of workload permits the detailed consideration of the varying supervision requirements which had been masked in treating all cases under supervision equally. It acknowledges the differential demands on the probation officer's time posed by the three supervision levels and by the various investigative and reporting requirements attached to three positions.

Statistical reports are submitted monthly which indicate the number of cases in each of the five program areas by supervision level. In addition, the number of investigations corresponding to each program are also reported. Through a weighting system, the "workload" of each officer is computed, as is the total office workload. Through the use of a "unit", which represents one-half hour of staff time, it is possible to assign cases on a reasonable and equitable basis, thus insuring that adequate staff is available for the performance of the various tasks.

Through the averaging of units for each officer and for each office, it is possible to employ standards for performance and evaluation. In general, the use of workload reporting is a progressive management tool for both accountability and the detection of changing requirements between the various districts and offices. Continued use of the monthly workload statistical report should be maintained.

#### Breaches

Under Sections 664 and 666 of the Criminal Code of Canada, a probationer may be breached either for violating the conditions of probation or for committing a new offense. In the first instance,

the probation officer discusses the violation with his supervisor, and with the concurrence of the supervisor will report the violation to the Crown. New offenses are automatically reported to the Crown. Inquiry indicates that the Crown may be reluctant in many instances to prosecute violations of probation, but that the courts, when they receive reports of violations, act on a timely basis. Some probation officers also advise that the Crown is often slow in prosecuting new offenses.

The probation officer may also request of and receive from the court modifications in the probation order affecting the probationer's program, residence, reporting requirements, etc. Probation officers interviewed reported no problems in this connection.

Reportedly, probation officers are enforcing probation orders more stringently. This trend is reflected in the statistics for the past two fiscal years. During the period April 1, 1977 to March 31, 1978, probation officers filed a total of 1,628 suspension or violation reports as part of the Community Release Program (Temporary Absence and Fine Option), Parole, Pre-trial Release or under Sections 664 and 666. This is an increase of 742 or 83.7% over the previous year. During the period April 1, 1978 to March 31, 1979, probation officers filed a total of 1,928 violation reports respecting the above-noted community corrections programs.

Of 1,566 violation reports filed as a result of breach of probation from April 1, 1978 to March 31, 1979, 729 resulted in Court action (46.5%). With the implementation of a standardized system of reporting breaches to the Court, the percentage of breaches now being actioned is increasing. A review of the six month period between January 1, 1979 and June 30, 1979, reveals that almost 60% of all breaches now being submitted are resulting in Court action. This emphasizes the need for standardized

procedures in submitting breaches and there appears to be an increasing efficiency in handling these matters.

## Community Service Orders

As a part of the probation order, a probationer may be required to contribute some of his time to community work service, and a recommendation to this effect may be made in the pre-sentence report, together with specifics as to where he will work, what he will do, and the time he must perform the service. This program was inaugurated in the Northern region during the past year, during which 53 such orders were administered, and has now been extended to the Southern region. During the period April 1, 1978, to March 31, 1979, there have been a total of 448 Community Service Orders (266 in the Northern region and 182 in the Southern region).

## Early Terminations

Under this program, when probationers are doing particularly well and are likely to continue doing so without the necessity of supervision, the probation officer may recommend termination. The judge may either cancel the probation order entirely or change any condition of the order and eliminate the supervision requirement. This program provides an incentive to probationers, and also enables probation officers to concentrate on those cases which need more of their time and assistance. Inquiry among probation officers indicate that the courts, upon being presented with adequate justification, readily comply, and that the procedure is otherwise working out well.

In the 1978 - 79 period 229 requests for early termination were filed and 106 of these were acted upon favorably. This process is apparently

COMMUNITY SERVICE ORDERS

[illegible]

gaining acceptance and presents a way to reduce community corrections caseloads based on demonstrated ability of the offender to lead a law-abiding life. .

#### Volunteer Services

Volunteers are being utilized in a variety of roles on a limited basis. They are normally recruited, screened, trained and supervised by staff at the local/field level. They contribute their time in direct assistance to individual clients or in providing services that may be helpful to the probation offices. The extent of their authority, what they will do, and when, is agreed upon in advance between the volunteers and their staff supervisors. They are paid only for out-of-pocket expenses up to a maximum of \$15.00 per month.

At present, volunteers are used chiefly in the major metropolitan areas and usually work with teenage offenders, typically in a "helping" role. The program is not widely applied, but appears to be functioning satisfactorily. A Volunteer Services Manual has been developed to assist field staff in using this type of resource.

In general, the use of volunteers is to be encouraged in that, in addition to providing services to clients, it often can serve as a link between the correctional service and the community with the volunteers helping to gain general community acceptance of programs.

#### Assistant Probation Officers

A program has been implemented under which responsible persons in remote communities, where full-time probation officers are not available, are recruited to perform probation duties on a fee-for-service

basis. The fee is \$25.00 per month per client with a maximum of 8 clients. The plan has a number of advantages:

1. These assistants normally have first-hand knowledge of their clients and their communities;
2. They have valuable contacts and credibility in their local community;
3. They have frequent access to probation clients; and
4. They offer opportunities for community involvement in the correctional process. They can also potentially save the correctional system a significant amount of travel costs and time.

The assistant probation officers are selected on the basis of recommendations from local community leaders and are screened through the local criminal justice authorities. Once accepted, they are required to sign a simple contract delineating their specific duties and authority, including requirements for at least one personal contact a month with the client and for immediately reporting all new offences or violation of any condition of the probation order as soon as the offence or violation is committed, or is brought to their attention. After preliminary training and instruction, the assistant probation officers keep in periodic touch with the probation officer to whom they are assigned. The overall program appears to be a practical and efficient solution to the problem of supervising clients in remote areas and communities where it is difficult and unduly time-consuming for full-time probation officers to visit.

#### Family Court

In a number of Alberta communities, Correctional Services was responsible for providing services to the family court in connection with maintenance for deserted wives and children, custody investigations, access

problems, family assaults, and counselling and mediation work. Until recently, full-time staff have been assigned to the family court in Lethbridge, Red Deer and Calgary. In other parts of the province--excluding Edmonton--community corrections personnel provided family court services only on a part-time basis.

Sometimes community corrections staff assigned to family court matters also acted in the role of a quasi-prosecutor in court presentations, setting court dates, preparing and presenting cases in court, cross-examining the husband on ability to pay, and even making a closing argument to the court.

A decision was reached to transfer these responsibilities to the Department of Social Services and Community Health and Attorney General, effective August 1, 1979.

#### Team Probation

Probation officers bring to their work a variety of skills and talents. Traditionally, the probation officer provides a number of services to the clients on his caseload--finding jobs, counselling, arranging for educational or vocational training services, enlisting needed medical and psychological resources, locating suitable housing, supervision and surveillance, and so on. Individual probation officers, depending on their skills and talents, may be more adept and proficient in one or more of these responsibilities than in others.

A growing concept in other jurisdictions is to organize probation officers into case management teams, with one officer specializing in finding jobs for clients, another in arranging educational and vocational training opportunities, still others in providing supervision and

surveillance. The concept is not suitable for small communities where there may be only two or three probation officers, and it has been adopted chiefly in large communities with high caseload and a relatively numerous probation staff.

The concept provides a means for efficiently identifying and marshalling the resources of a community for probation purposes. It makes maximum use of the particular skills and talents of each probation officer. It assures many more contacts with the client than would otherwise be the case. And it more effectively brings to bear on the client the resources that are particularly fitted to his/her needs.

Probation problems and resources vary greatly from one community to another, and a formula for a probation resource management team that works in one community may not be entirely suited to another. Therefore, the composition of a team and the way in which it functions must be developed separately for each community.

#### Nordegg (Outward Venture)

The program and facilities of the Nordegg Correctional Centre will be discussed elsewhere in this review. At present, it does not provide programming on a scheduled/planned basis for probation clients. However, it is a potentially valuable resource in the treatment of young adult probationers with a history of rebellious behaviour.

Two years ago three groups of probationers participated in a "modified" Outward Venture program at Nordegg. The summer schedule under this program included wilderness training, canoeing, mountain climbing, hiking, rock climbing, and rappelling, among other things. The winter program involved skiing, wood cutting, caving and camping expeditions.

The criteria for probationers to participate in the program included: (1) the potential benefits to them, (2) reasonably good physical condition, (3) being between 16 and 22 years of age, (4) a desire to participate, (5) availability for 24 days and (6) no record of sexual perversion or violence. Most of the probationers who participated were from Edmonton or Calgary, and they were not mixed with inmates sent to Nordegg from the various correctional institutions.

More recently, on an experimental basis two more groups of probationers were sent to Nordegg to engage in either of two alternative programs. The first group spent four successive weekends at Nordegg, initially getting physical training, instructions in camping and the basics of canoeing, concluding on the final weekend with a 38 mile (2-day) canoe trip. The second group spent ten successive days at Nordegg going through essentially the same program.

Preliminary assessment suggests that the second "experiment" was the most effective in terms of immediate constructive response by participants.

#### Pre-Trial Release/Bail Supervision

This program was initially instituted at the Calgary Remand Centre and has more recently (September, 1979) been extended to the new Edmonton Remand Centre.

Upon admission, all accused prisoners are screened by a pre-trial release unit located in the facility and composed of institutional staff. The criteria for eligibility includes: (1) must be a first offender or have no serious previous criminal convictions; (2) must have no outstanding warrants; (3) charges must involve non-violent crimes,

(4) must have no history of escape or being unlawfully at large; (5) must have ties in the community; (6) must be suitable for placement in a community residential centre or residential facility, and also be suitable for employment, education or other type of treatment; and (7) there must be some assurance that the offender will appear at court when required. Preliminary information in this respect is obtained from prisoner interviews and police checks.

If this preliminary information appears positive, the formal procedure involves a community investigation. Inquiry is made into the suitability of the proposed place of residence or of placement in a community residential centre, whether return to school or employment is appropriate, what types of support may be available from family or friends, what specialized treatment services may be needed, and what the resources for these services may be.

If the results of this investigation are favorable, a report is sent to the Crown Prosecutor's office, and from there forwarded to the Court for a decision. If released, the offender must live up to conditions which are similar to those applicable to probation. He is supervised by community corrections personnel who contact him once or more each week. The offender may be on pre-trial release status from a few days to several months, but the average is approximately one and one-half months. On the date of the community corrections survey, there were 54 individuals on pre-trial release in Calgary.

On the whole, the pre-trial release program appears to be functioning on a satisfactory level, however, some problems have been identified:

1. The institutional pre-trial release unit may not have time or the opportunity to screen all potential candidates. The judge, on his



own initiative or more often at the suggestion of the defense counsel, may place the offender directly on pre-trial release or bail supervision without the prior benefit of a community investigation. In other instances, the accused or his lawyer may request the community corrections office to do a community investigation, and if favorable the judge may grant the accused a pre-trial release. Also, in the case of an offender who has been sentenced and has appealed, he or his lawyer may ask the court for his placement on the pre-trial release program, and if the judge agrees the release, more often than not, is normally made without a community investigation.

One reason why an offender may be placed on pre-trial release without the community investigation is that the current procedure can take as long as five days due to the fact that the accused is often relatively new to the province, and comes from another part of the country. Under these circumstances the accused or defence counsel may be reluctant to wait and petitions the court for immediate pre-trial release. The result in many instances is that offenders may be released who would not normally meet the criteria. Additionally, with the advent of the hearing officer, many of those cases which might have been screened into the pre-trial program are released on bail or a recognizance prior to any court appearance.

2. Under present procedures involving referrals between the institutional pre-trial release unit and the community corrections office, clients may be overlooked. The client being released to the pre-trial program is customarily interviewed by the institutional unit, given the address of the community corrections office and advised to report there. But the institutional unit must first be advised of the pre-trial release order

by the court clerk; when this is not done, as sometimes occurs, the institutional unit and consequently the community corrections office may not be aware of the referral and the client may not receive supervision. This situation is complicated by the fact that these clients are often released after hours or on weekends, and what with shift changes and other factors, the institutional pre-trial release unit may not be notified.

3. At present the wording on pre-trial release orders (recognizances) indicates that the client will report to the remand centre, a requirement supposedly imposed by the Crown Prosecutor, but in actuality the client reports to the community corrections office in another building. This is confusing to clients. Also, because of the separate locations of the personnel involved in the pre-trial release process, co-ordination between the two offices, particularly in respect to community investigations, is unduly difficult and time-consuming.

4. Violation reports on pre-trial release clients submitted to the Crown Prosecutor's Office may not be acted upon, which normally should result in the offender's return to custody or in new charges. Therefore, the conditions of pre-trial release are not always effectively enforced.

#### Fine Option Program

##### (a) Pre-Institutional Phase

The Fine Option Program is intended to avoid the incarceration of persons who are unable to pay their fines. Through the program fine defaulters are given an opportunity to satisfy their fines through paid employment or community work service, or a combination of the two. While in the community, participants in the program are supervised by community

corrections personnel. Fine defaulters may be placed in the program prior to incarceration for non-payment of fine, which is known as the Pre-Institutional Phase, or after they have been incarcerated, which is known as the Institutional Phase. The Pre-Institutional phase of the Fine Option program is made available through all community corrections offices, the Institutional Phase through the offices in Edmonton, Calgary, Lethbridge and Peace River.

To be eligible for the Pre-Institutional Phase of the program fine defaulters must agree to participate, and their placement in the program must be considered to be of benefit both to them and to the community.

Upon conviction and the imposition of a fine with a default clause, the offender is given a "time to pay" slip which indicates how to contact the Community Corrections Office. If he contacts the Office he is given an appointment and an interview. During the interview his suitability for the program is assessed and determination made as to whether he will be placed in community work service or paid employment, or a combination. In assessing suitability such factors as type of offense, dangerousness of the individual, employment history, and personal characteristics are considered. Upon acceptance into the program, the participant must sign a waiver to any legal right of action. The program is then explained in detail to the participant.

If it appears that the offender cannot complete fine option before being in default, the community corrections office requests an extension of time through the Clerk of Court's office. Then, assuming that the offender is to be placed in community work service, the Community Corrections officer arranges a referral with the appropriate community agency and supplies the

agency with a voucher. The agency assigns a task to the offender and a deadline. When the task is completed, the agency fills out the voucher, sends it to the Community Corrections office where it is in turn forwarded to the Clerk of the Court. The Clerk's office credits the participant and the fine is no longer in default. If the offender does not complete his community work service and remains in default, the Clerk upon notification has a warrant executed.

The Pre-Institutional Phase of the Fine Option Program was initiated in Edmonton in February 1976 and extended to all community corrections offices in the province in the fall of 1977. The Institutional Phase was started at the Fort Saskatchewan Correctional Institution and the Belmont Correctional Centre in November 1976 and extended to all provincial correctional institutions during the fiscal year 1977-78.

(b) Institutional Phase

For the Institutional Phase of the Fine Option Program, fine defaulters to be eligible must have no outstanding warrants or charges, be incarcerated solely for default, and have no history of violence or escape. As with the Pre-Institutional phase, they must also be interested in the program, and their placement in it must be considered a benefit both to them and to the community.

As soon as the defaulter is incarcerated, the same day if possible, he is interviewed, and if he meets the criteria, he will be referred to the Fine Option Program. As soon thereafter as possible, preferably the second day, a Fine Option Program worker interviews the defaulter to assess his interest in the program, the level of risk to the community and to himself, employment possibilities, community service alternatives, residential opportunities, and any need for treatment.

If the defaulter is considered suitable for the program, the Fine Option Program worker fills out an application for Temporary Absence. If the defaulter is to return home or be released to a community residential centre, a community investigation is done. If he is to remain in the institution, an investigation is not required. The Director, Temporary Absence Program, Head Office, is then contacted, usually by phone, and given the background information, and in turn makes a decision on the application. If approval is given a Temporary Absence Permit is prepared at the institution and issued by the Institutional Director.

While in the community, Fine Option participants are supervised by community corrections personnel. The requirements for supervision are the same as for any other inmates on Temporary Absence. At least one contact a week is made and other contacts are made with the participant's residence and with the community agency to which he is assigned if the defaulter is in community work service or with his employer, if engaged in paid employment.

A defaulter may be released to paid employment if he has a job or a job can be arranged. He is then given credit against his fine both for the time he has served and the cash payment made towards the fine. A defaulter who has less than 30 days in default and for whom paid employment is not available may be placed in community service with a local agency. He is given credit against his fine for his community service at the rate of \$4.00 an hour and for the time he has served. A fine defaulter may also be credited with time served, a partial cash payment, and community service at the rate of \$4.00 an hour, in satisfying the total amount of the fine.

The community corrections offices contact community agencies to develop an inventory or bank of individual and group tasks for the placement of fine defaulters who have been accepted into the program. These tasks involve work that would not normally be done due to lack of manpower, lack of financial resources or other reason.

The following three charts reveal the level of participation in both phases of the Fine Option Program by region, as well as the number of hours worked and the amount of fines satisfied for the period of April 1, 1978 to March 31, 1979.

FINE OPTION PROGRAM  
(Pre-Institutional Phase)

MONTH	NORTHERN REGION				SOUTHERN REGION		
	EDMONTON	PEACE RIVER	ST. PAUL	WEST CENTRAL	CALGARY	RED DEER	LETH-BRIDGE
APRIL /78	*31 **4	3 3	4 4	7 4	43 7	10 8	19 1
MAY	15 11	6 4	1 1	4 1	31 10	6 6	26 4
JUNE	20 2	1 1	4 3	1 1	28 5	10 2	25 1
JULY	24 5	3 0	5 2	2 2	30 11	5 1	25 3
AUGUST	32 -	2 -	9 2	4 4	31 7	3 3	30 6
SEPTEMBER	25 5	- -	7 1	5 5	21 1	3 2	24 5
OCTOBER	41 4	3 2	6 1	1 4	22 5	6 3	37 2
NOVEMBER	35 2	3 5	9 2	4 2	38 -	5 -	27 -
DECEMBER	42 -	5 3	6 1	4 3	33 5	5 2	28 6
JANUARY	44 -	5 -	11 3	4 3	65 12	15 2	41 5
FEBRUARY	51 -	- -	20 1	7 3	47 8	13 5	62 8
MARCH /79	38 3	6 1	29 1	5 1	61 13	19 2	59 7
TOTAL	398 36	37 19	111 22	48 33	450 84	100 36	403 48
CUMULATIVE TOTALS	434	56	133	81	534	136	451

\* Accepted  
\*\* Rejected

FINE OPTION PROGRAM  
(Institutional Phase)

MONTH	NORTHERN REGION				SOUTHERN REGION		
	EDMCNTON	PEACE RIVER	ST. PAUL	WEST CENTRAL	CALGARY	RED DEER	LETH-BRIDGE
APRIL /78	*38 ** -				45 8		3 -
MAY	32 -				55 4		8 1
JUNE	35 4			2 1	44 8		1 -
JULY	48 -				46 4		
AUGUST	34 -				62 -		1 2
SEPTEMBER	29 5			- 1	46 5		2 -
OCTOBER	34 2				43 3		- -
NOVEMBER	17 1				37 1		7 3
DECEMBER	20 2				38 4		
JANUARY	16 2				45 5		
FEBRUARY	36 1				37 2		
MARCH /79	39 2				48 6		2 2
TOTAL	378 19			2 2	546 50		24 6
CUMULATIVE TOTALS	397			4	596		30

FINE OPTION PROGRAM

MONTH	PRE-INSTITUTIONAL PHASE		INSTITUTIONAL PHASE	
	TOTAL HOURS	TOTAL VALUE OF FINES SATISFIED	TOTAL HOURS	TOTAL VALUE OF FINES SATISFIED
APRIL/78	3,783.67	\$ 11,351.01	3,043.3	\$ 9,129.90
MAY	7,281.33	21,843.99	3,188.16	9,564.48
JUNE	5,159.97	15,479.91	2,545.27	7,635.81
JULY	2,932.33	8,796.99	2,203.43	6,610.29
AUGUST	4,831.41	14,494.23	2,764.24	8,292.72
SEPTEMBER	4,601.52	13,804.56	1,930.74	5,792.22
OCTOBER	3,820.15	11,460.45	1,875.89	5,627.67
NOVEMBER	3,878.60	11,635.80	1,121.00	3,363.00
DECEMBER	4,373.94	13,121.82	1,518.66	4,555.98
JANUARY	5,885.96	17,657.88	1,084.67	3,254.01
FEBRUARY	5,297.40	15,892.20	2,197.12	6,591.36
MARCH/79	11,711.07	35,133.21	3,630.86	10,892.58
TOTALS	63,557.35	\$ 190,672.05	27,103.34	\$81,310.02

The Kirby Commission

The Kirby Commission, in its 1975 Report respecting the practice of imprisonment for non-payment of fines commented as follows:

"For provincial offences, sentences of the form of X dollars as a fine, or, upon default, Y days in jail, should be abandoned wherever possible. Although the board has not traced the history of this form of sentencing, it seems likely that it stems from the concepts that led to the creation of debtors' prisons. This form of sentencing is a serious act of discrimination against the poor and disadvantaged people of this province. It is a source of the seriously skewed statistics showing an over-representation of native people being held in the provincial jails.

"To keep a person imprisoned for 90 days will cost society somewhere between \$1,000 and \$3,000. a large sum of money that should be invested only to accomplish some constructive purpose. We seriously doubt that any purpose is to be served by imprisoning people for being unable to pay a fine.

"Even under summary convictions it is possible for people to receive a fine as much as \$500. The probability is small that people who earn enough to live but little more, have, or ever will have, the money with which to pay such a fine. For these people, the alternative is an illusion. They are actually being sentenced to a term of imprisonment. People in the middle, or upper income groups, normally will be able to pay a fine. They rarely will choose to go to jail. When we confine our discussion to persons convicted of a particular offense, the choice of a fine or imprisonment amounts to an act of discrimination against those who cannot pay a fine."

The Commission recommended, among other things, consideration of the Fine Option Program in operation in northern Saskatchewan. After its adoption in Alberta the program served to reduce the amount of time being served for nonpayment of fine, but the number of persons committed for this purpose is still significant.

An October 1977 research study indicates that over 40% of the sentenced admissions to Alberta's correctional institutions are for non-payment of fines. (However, because of their relatively short sentences, fine defaulters make up a much smaller percentage of the day-to-day institutional populations.) At the time of the study, the average fine for which time was being served was approximately \$159, with a range between \$10 and \$1,000. The average time being served was 32 days, with a range from 2 to 365 days.

The high volume of fine defaulters committed to institutions is costly in terms of time, personnel, and money. An enormous amount of time is required to execute default warrants and escort defaulters in custody. A defaulter with even a few days to serve requires as much time to process into the institution as a prisoner with nearly two years to serve, and with 40% of admissions made up of defaulters, the aggregate amount of time required is grossly excessive. The presence of the fine defaulters in an institution also complicates such internal procedures as classification, assignments of housing and employment, programming, routine movements about the institution and segregation.

Also, the fine defaulter, ostensibly convicted of an offence minor enough to warrant only a fine, must be confined with persons with more serious criminal backgrounds. He is also possibly removed from his family and from his job. Little, if anything, in the way of positive benefits to society, to the defaulter, or the correctional system can result from this historical practice.

#### Operational Differences

The Fine Option Program functions differently from one location

to another, due to variations in the characteristics of local communities, chiefly size, and to the diverse nature of the provincial institutions.

Peace River: A remote community with little in the way of the resources needed for the program, there are a limited number of defaulters working off their fines at private employment or community work service. The primary fine option resource is employment within the institution. The Peace River Correctional Institution has a relatively large native population and data analysis indicates that natives are more likely to be serving a sentence for non-payment of fines than non-natives, and less likely to be involved in the Fine Option, Temporary Absence and Community Residential Centre programs.

Lethbridge: Employment opportunities are also limited, more so in the winter than in summer, but this does not seem to affect the Pre-Institutional Phase of the program as much as it does the Institutional Phase. A number of private agencies employ defaulters in the Pre-Institutional Phase, and this part of the program appears to be having significant impact on the numbers of natives being incarcerated in the Lethbridge area. With the advent of the Lethbridge C.C.C. a large number of supervised community projects have been identified for defaulters in the Institutional Phase. A half dozen or so defaulters work daily in these community projects and return at night to L.C.C.C. where they live in minimum security housing. Few defaulters in the Fine Option Program are now assigned to the institution's internal program. With community corrections offices now located adjacent to the Blood and Peigan Reserves, an active Pre-Institutional Phase program is in operation. Projects completed by the defaulters are identified primarily from tasks needing completion on the reserves.

Calgary: The program is more complex in this region where the Pre-Institutional Phase is administered through the special programs unit located in the community corrections regional headquarters in Calgary. Fine option cases from the rural Calgary area are handled by the decentralized district offices. The system depends on the client picking up his time-to-pay slip from the Clerk of Court's office, and reporting to the designated community corrections office. But some potential clients fail to pick up their slips. This happens more often in criminal court than in traffic court resulting in some cases being overlooked.

Offenders who do not pay their fines or fail to apply for the Fine Option Program are committed to the Calgary Remand Centre, where the institutional pre-trial release unit screens all fine defaulters. Those who are considered eligible are referred to the community corrections office, and are interviewed by a probation officer, who handles the application, the Temporary Absence Permit, and arrangements for community placement. This entire procedure normally takes one day or two days at most. Defaulters who do not qualify for release into the community segment of the Fine Option Program may be placed in the internal institutional Fine Option Program. Most defaulters placed in the community Fine Option Program from the Calgary Remand Centre are released to their homes, but some are required to reside in a Community Residential Centre in Calgary.

At the Calgary Correctional Institution, inasmuch as the fine defaulters have already been screened either in the Pre-Institutional Phase or at the Calgary Remand Centre prior to transfer to the Calgary Correctional Institution, few defaulters are received who are qualified for the community program; most defaulters are placed in the internal

Fine Option Program. However, irrespective of this likelihood, all defaulters are screened by the Community Release Unit at the Calgary Correctional Institution and, if any are found eligible for the community Fine Option Program, they are interviewed by Community Residential Centre representatives in Calgary and, if considered eligible, placed in one of these centres. Some fine defaulters are also handled at the Midway Correctional Centre located on the grounds of the Calgary Correctional Institution in former staff housing.

There are relatively few native correctional clients in Calgary, but a procedure exists for them to be placed in the community Fine Option Program and assigned to employment on one of the reserves adjacent to Calgary such as Gleichen or Morley. On the Gleichen Reserve, they are supervised by native personnel of the Native Counselling Service who are in turn monitored by community corrections personnel. Natives are less inclined than non-natives to apply for admission to the Fine Option Program.

Edmonton: The special programs unit handles the Pre-Institutional Phase of the Fine Option Program. Defaulters who are not picked up in the Pre-Institutional Phase go to the Edmonton Remand Centre, are screened there, and those considered qualified are released on Temporary Absence to their home or a Community Residential Centre. Those requiring a more controlled environment are transferred to Belmont. Those defaulters placed in the community Fine Option Program and living at home or in a Community Residential Centre are supervised by the community corrections special programs unit. The special programs unit is responsible for development of the plan on Fine Option and this may include community work service or paid employment. Additionally, some counselling services are made available.



The lag noted between the time fine defaulters were committed to Fort Saskatchewan and their transfer to Belmont has been alleviated with the opening of the Edmonton Remand Centre. Under the previous system, from the time warrants of committal were executed until transfer to Belmont was completed, there was an actual average time delay in excess of five days. The result was that many defaulters reached Belmont with too little time left to warrant their placement in the community Fine Option Program. Now suitable candidates can go directly from the Edmonton Remand Centre to a private residence, Community Residential Centre or Belmont on a daily basis.

There is some indication that the criteria for community work service placement in the Institutional Phase of the Fine Option Program had been too cautiously applied at the Fort Saskatchewan Correctional Institution, thereby resulting in fewer referrals to the Belmont Correctional Centre. For example, the "success rate" for inmates involved in the Institutional Phase of the Fine Option Program is 100% which implies an overly-cautious application of the selection criteria for release into the Fine Option Program. It would be expected that if the criteria during the Institutional Phase were applied somewhat more flexibly, some failures would occur in that a 100% success rate suggests that through a rigid application of the criteria, cases may be turned down for community work service who might otherwise complete this work successfully.

#### Temporary Absence

Under this program, authorized by the Prisons and Reformatories Act, Temporary Absence with or without escort may be granted for medical, humanitarian or rehabilitative reasons at any time during a sentence of imprisonment. When applications for Temporary Absence are favourably

reviewed by an institutional committee, a community investigation is conducted by community corrections personnel. This inquiry involves the applicant's prospective employer (if his absence is for employment purposes), his family, friends and the police. The institutional Director may approve absences of up to five days, but absences of longer duration must be approved by the Director, Temporary Absence Program, who is located at Head Office.

Absences of more than 15 days are reviewed at least every 15 days. (Inmates in C.R.C.s do not report back to an institution as the C.R.C.s are designated as correctional institutions pursuant to the Corrections Act.) All inmates released on Temporary Absence are supervised by community corrections personnel.

Offenders released on Temporary Absence must comply with such conditions as:

1. Maintaining good behaviour and obeying the law;
2. Refrain from using or possessing alcohol or drugs (except for purposes as prescribed by a physician); and,
3. Obtaining approval of their supervisor before entering into agreements. Failure to abide by stipulated conditions can, and normally does, result in immediate return to a correctional institution for disciplinary action or criminal charge of being Unlawfully at Large, depending upon the circumstances of the case.

During the fiscal year 1978 - 79, the Community Corrections staff completed 1512 community investigations incident to applications for release to the community under Temporary Absence. As of March 31, 1979, 163 inmates on Temporary Absence were under supervision.



### Rationale

The program is intended to facilitate the successful return of inmates to the community under controlled conditions, to ensure that reasonable protection is provided the public. This program provides a great deal of flexibility to correctional administrators in meeting the great range of problems and needs characteristic of these offenders. The Temporary Absence Program can be used to allow an offender to look for employment prior to his release, find housing, handle urgent family matters, and to participate in community activities. It can be used to enable inmates to take part in community-based educational/vocational training, and even to attend church. Most importantly, it may be used to permit inmates to accept employment.

The Temporary Absence Program is a remarkably inventive and innovative substitute for parole as administered by the federal parole authorities. It suffers few of the rigidities and time-consuming procedures of federal parole, and provides significantly more latitude by way of controls and supervision. At the same time, it may be more specifically tailored on short notice to the individual changing needs and problems of offenders. It is a highly effective way of reducing unnecessary incarceration, and of saving the taxpaying public the costs of constructing and operating the additional institutional space that would otherwise be required.

The Temporary Absence Program is closely associated with the Fine Option Program, inasmuch as a Temporary Absence Permit is required to release a fine defaulter from an institution to the community. The program also facilitates the use of Community Residential Centres and alcohol and drug treatment centres in preparing inmates for full reintegration

into the community as productive and law-abiding citizens.

### Operational Variations

Although the Prisons and Reformatory Act (Canada) authorizes Temporary Absence at any time during sentence, it has been the practice, until recently, except for Fine Option Program cases, not to release inmates into the Temporary Absence Program until they have served one-third of their sentence. A sampling of the Temporary Absence Program indicates that, on the average, inmates granted Temporary Absence had served slightly more than half their sentences. However, there were variations between individual institutions.

The sample also indicated that it was more difficult for longer-term inmates to obtain Temporary Absence than for short-term inmates. Although 47% of the total inmate population were serving terms of six months or less, 70% of the inmates granted Temporary Absence were serving less than six months. (In this respect, it should be noted that inmates of the provincial correctional system, on the average, are serving relatively short sentences.) The sample also indicated that natives, as a group, appear somewhat less likely than non-natives to be interested in applying for, or likely to be granted, a Temporary Absence. Females appear to receive more favourable consideration than males.

Interviews with personnel directly involved in the Temporary Absence Program indicated that there appears to be considerable competition for minimum security inmates between the Temporary Absence Program and other programs. It was reported that inmates who might otherwise be released on Temporary Absence were being assigned to Nordegg, the bush camps, or to

institutional maintenance programs that traditionally relied on minimum security inmates. Many of these inmates eventually did go out on Temporary Absence, but their assignment to these competing programs had the effect at least of delaying their release.

Peace River: There have been as many as 20 to 25 inmates out on employment Temporary Absence in communities in the Peace River District. There have been as many as 15 to 20 inmates on Temporary Absence who go into the community of Peace River to work each day and return at night to the institution. There is no Community Residential Centre in Peace River. Inasmuch as the institution drew a substantial proportion of its population from the Fort Saskatchewan Correctional Institution, inmates who qualified for Temporary Absence are also returned to the Edmonton area to the Belmont Correctional Centre for processing into the Temporary Absence Program in the Edmonton area. However, the number falling into this category is few and doesn't have much of an impact on the Peace River Correctional Institution. The Peace River Correctional Institution has a high proportion of natives in its population, the highest of all the provincial institutions, but is reportedly difficult to send natives to the Reserves on Temporary Absence mainly because of a lack of employment.

Lethbridge: The Temporary Absence resources consist primarily of L.C.C.C., a multi-purpose day release centre on the grounds of the Lethbridge Correctional Institution with a capacity in excess of twenty (20) beds; Napi Lodge--an alcohol treatment oriented program--also located on the grounds of the institution, with a capacity of upwards of twenty (20) beds, and two Community Residential Centres in the City of Lethbridge. One of these centres is used entirely for alcoholics, both from the

institution and from other referral sources. Napi Lodge is used entirely for natives and has a 28-day program for native inmates who are placed there on Temporary Absence.

There have been some difficulties associated with the Temporary Absence Program in Lethbridge, in that due to seasonal employment fluctuations, there are fewer inmates on Temporary Absence in the winter than in the summer. This situation has, however, been improved considerably with the addition of L.C.C.C. and approximately 25 inmates are on T.A. in that facility. Additionally, the lack of a Community Residential Centre in Medicine Hat restricts the number of inmates who might otherwise be returned to that community on Temporary Absence, if such a facility was available. In addition, there is no comparable program on either the Blood or Peigan Reserves. Finally, the mood of the Lethbridge community has been such as to retard the full development of the Temporary Absence Program in this part of the province, in that public opinion tends to be deterrent and retribution oriented, as opposed to offender rehabilitation through a gradual community release process.

Calgary: The Calgary Correctional Institution has a number of Temporary Absence resources.

This institution has the Midway Correctional Centre on the grounds in former staff housing. Inmates assigned to this facility are normally on Temporary Absence, and are permitted to be employed or attend schools in the community each day and return to the facility at night. After an initial period at Midway, they may be transferred to a Community Residential Centre in Calgary, or released to their homes on Temporary Absence. There are a

number of Community Residential Centres in Calgary offering a diverse array of programs on a male, female and co-ed basis.

The Temporary Absence Program appears to be functioning well in Calgary, but there are a few problems which have also been identified elsewhere. It sometimes takes the institutions too long to process Temporary Absence applications before forwarding the applications to Head Office for approval. Also, reportedly, not all cases are screened for Temporary Absence, other cases are released without going through Midway, and in still other cases the counsellors hesitate to interrupt treatment programs in favour of release on Temporary Absence. It was further stated that there might be ineffective communication under the prevailing system, between the institutional Classification Unit and the Community Release Unit--a comment encountered elsewhere. At Midway, transportation arrangements are difficult, and inmates must spend some time travelling into and returning from the community. While in the community, the Midway inmates are supposed to be supervised by community corrections personnel, but in practice this is not always done. There are not many natives in the Calgary area, and their participation in the Temporary Absence Program is not considered a problem.

Edmonton: Inmates on Temporary Absence come chiefly from the Fort Saskatchewan Correctional Institution and the Belmont Correctional Centre. The Fort Saskatchewan Correctional Institution may release inmates on Temporary Absence directly to Community Residential Centres or to their homes; however, inmates having particularly long sentences and on a lengthy Temporary Absence or who require special preparation and arrangements for their release are generally sent to Belmont. At Belmont (a program will be

discussed in the section on Community Correctional Centres) as elsewhere, inmates may be allowed into the community on Temporary Absence on a short-term basis for various purposes; but chiefly they are processed for release on Temporary Absence to Community Residential Centres or their homes. There are a number of Community Residential Centres of various kinds in Edmonton, one of which is located immediately adjacent to and on the grounds of the Belmont Correctional Centre.

Inmates released from the Fort Saskatchewan Correctional Institution on extended Temporary Absence must report to the institution every 15 days; if they live a considerable distance from the institution, they must report to a R.C.M.P. detachment. Similarly, inmates released from Belmont must report to this facility every 15 days. Inmates released on Temporary Absence and residing in a Community Residential Centre (C.R.C.) are excluded from the reporting requirement as C.R.C.'s are designated as correctional institutions for this purpose. They also must report to a probation officer at least weekly.

In Edmonton, the district community corrections offices handle the majority of community investigations for Temporary Absence application purposes, as well as supervision. The special programs unit completes all community investigations where the inmate is going to be referred to a Community Residential Centre.

There are areas that need to be further addressed to determine if the full potential of the Temporary Absence Program is being fully realized. For example, there is the feeling that the competition between programs for minimum security inmates, who may be good candidates for Temporary Absence, may be reducing the number of inmates being recommended for Temporary Absence; inmates granted Temporary Absence may be referred to Community Residential Centres who may be suitable for release directly to their homes; Community

Residential Centres, in the interests of balancing their budgets, may be retaining inmates longer than is necessary.

Handling violations of Temporary Absence conditions can be cumbersome--i.e., the police cannot become involved unless there is a new offence or the offender is declared Unlawfully at Large and community corrections personnel, who have the responsibility to supervise inmates on Temporary Absence, do not have the power to arrest and usually must use persuasion to have violators accompany them back to the institution. On the other hand, institutional people sometimes report that Temporary Absence violators are returned to the institutions too frequently for minor violations. Resources for females for Temporary Absence purposes are not limited. The former rule-of-thumb requirement that inmates must normally serve one-third of their sentence before being eligible for Temporary Absence can result in unnecessarily prolonged incarceration in exceptionally promising cases. A recent modification to the Temporary Absence Program policy to permit exceptional cases to be released prior to having served one-third of sentence is a positive step, and will undoubtedly result in a more effective utilization of institutional resources for these inmates that cannot and should not be in the community.

#### Community Correctional Centres

Community Correctional Centres are intended to provide for the gradual release into the community of inmates who need assistance and an additional measure of control during this transitional period than can be provided by a Community Residential Centre. Inmates selected by the correctional institutions for transfer to a Community Correctional Centre must be considered not to present a threat to the community or have a history of violence or escaping custody, as these centres are minimum security in nature.

During the first week of the program, the new arrivals are required to participate in an "orientation and assessment" program. They are oriented to the community correctional centre and the resources of the community, including employment, drug and alcohol treatment, education and vocational training. Both centre personnel and representatives from outside agencies take part in this program. At the conclusion of the week, residents are assessed and those considered unsuitable for the program are returned to the parent institution from which they came.

During the second phase of the program, for those considered to need it, residents are given employment and vocational counselling and participate in group sessions of various kinds including life skills, self-help, and alcohol and drug counselling. They are then gradually reintroduced to the community through short-term Temporary Absence for various purposes, and later may be given a full Temporary Absence. Some residents go directly from the orientation and assessment phase or directly from the release preparation phase to terminal Temporary Absence. (Fine defaulters sent to the Community Correctional Centre may go directly into the internal or community Fine Option Program shortly after they are received.)

Residents who are in the community and living in Community Residential Centres or at home are supervised by community corrections personnel. All such residents are classified for "intensive" supervision.

At present, there is only one full-fledged Community Correctional Centre, at Belmont in the Edmonton area. It was designated as such on April 1, 1977. On August 29, 1977, it became a conjoint facility and received an initial complement of female inmates. Additionally, there are two modified Community Correctional Centres in Calgary and Lethbridge. A new Community Correctional Centre is being planned for Calgary and

**CONTINUED**

**1 OF 5**

construction of this facility will commence in early 1980.

#### Rationale

A majority of inmates in the provincial correctional institutions are released to the Edmonton, Calgary and Lethbridge areas. The establishment of Community Correctional Centres in those communities can be expected to do much to assist offenders in becoming established in the community, thereby decreasing the likelihood of further conflict with the law. By providing initial stringent controls and a gradual easing of these controls under the supervision of a community corrections officer, the offender is better able to adjust to community living after a period of imprisonment, while at the same time providing an additional measure of protection to the public. It is a significant improvement over the traditional system, which uncereemoniously discharged inmates into the community at the end of sentence, immediately confronted with a level of freedom to which they were not accustomed, and having to face the same problems which contributed to their involvement with the law in the first place.

#### Belmont Correctional Centre (Edmonton)

This facility has a capacity of 104 male residents and 32 females. The males are housed in 10 to 12-man dormitories. The females live in a separate unit with three dormitories accommodating a total of 18 residents, and seven roomettes housing two residents each. The facility is well maintained and is efficiently equipped for its purposes.

The program follows the general structure that has been outlined above. Except for program delivery and combined dining, the females are segregated from the males.

Residents are not allowed passes during the first week. After that, they may have visits at the facility on Wednesday evenings and on weekends, and may receive a weekend Temporary Absence. They may also be given day passes for such purposes as job interviews, medical and legal appointments and other legitimate purposes that necessitates their absence from the Centre.

Few problems, other than those associated with an understandably high population turnover, are in evidence at Belmont. The recreational program is in need of some reorganization. There is the familiar problem that natives are under-represented at Belmont (less than 20 percent of the population); it is stated that non-natives are more easily selected for Belmont because they have more prior contacts in Edmonton than natives.

An analysis of the Belmont population suggests that the original purpose of providing pre-release services to inmates who require special preparation and controls may no longer be an operative necessity. Rather, Belmont appears to be functioning chiefly as a release processing centre for inmates from the Fort Saskatchewan Correctional Institution who are from the Edmonton area. The characteristics of the Belmont population tend to be those of the more promising element of the institutional population.

#### Calgary

The Calgary Correctional Institution has a "temporary" Community Correctional Centre on its grounds known as Midway, located in former staff housing. With the exception of a few inmates, all of the inmates at Midway

are on Temporary Absence. Most are employed in greater Calgary, usually in manual and semi-skilled occupations. They remain at Midway for various periods, the average being approximately one (1) month, with a range from approximately one (1) week to three (3) months. The relocation of Midway to vacant staff housing has greatly improved the facility and will provide adequate interim accommodation until the new co-correctional C.C.C. is constructed.

The criteria for assignment to Midway includes:

1. No fixed address;
2. Significant criminal records;
3. A history of previous failure in community-based programs;
4. Require relatively close supervision;
5. 30 days to 6 months left to serve;
6. Not normally eligible for residence in a Community Residential Centre; and
7. Not a known threat to the community.

After two weeks at Midway, residents may be given a 12-hour pass, after three weeks a 24-hour pass, after five weeks a 48-hour pass, and after six weeks may be sent to a Community Residential Centre or their homes on Temporary Absence (residents who are considered untrustworthy may be held at Midway until the day of sentence expiration).

During the first week residents participate in an "orientation and assessment" phase. They may then be given Temporary Absence passes to work at private employment in Calgary or attend school. Residents

with jobs must pay \$6 a day room and board. The residents are assessed on a bi-weekly basis, and these assessments affect their eligibility for passes into the community.

Residents who violate the Temporary Absence conditions may be suspended and returned to Calgary Correctional Institution, and lose remission that they would otherwise have been eligible to receive. A decision is made within one week as to whether to reinstate them in the Midway program. The majority who fall into this category are usually reinstated.

The residents may have visits at Midway on Wednesday evenings and on weekends. Twice a week they are permitted to attend recreational facilities in the community.

#### Lethbridge Community Correctional Centre (L.C.C.C.)

Located on the grounds of Lethbridge Correctional Institution, L.C.C.C. has a capacity of 21 beds situated in three former staff houses. Unlike Midway or Belmont, all inmates at L.C.C.C. are in receipt of a Temporary Absence. Inmates are involved in one or more of the following programs: paid employment, school, community work projects, Fine Option or facility maintenance. Since all inmates are on T.A., and can progress through the various program assignments while under supervision, release to the community is effected relatively early in sentence. Thus, while there may be only 18 - 20 residents in the houses, the total T.A. count for L.C.C.C. (including T.A.s to home and C.R.C.s) is close to 30.

#### Community Residential Centres

Community Residential Centres are operated by non-profit organizations under contract to the Department, and provide supervised

housing, counselling and assistance, and referral services to correctional clients. These Centres also normally accept clients from Correctional Service Canada and the courts. For each correctional client, the Centre is paid a per diem, which may be supplemented by another day allowance from Social Services. Some Centres also have other sources of funding, such as from the Alberta Alcoholism and Drug Abuse Commission.

The majority of Correctional Services clients are inmates on Temporary Absence, although some probationers reside in these Centres. When the institution has approved an inmate for the program, there may be a joint meeting between the inmate, an institutional caseworker from the institutional Community Release Unit and a staff member of the Community Residential Centre, to which the inmate is being considered for referral. During the interview, the C.R.C. staff member informs the inmate concerning the C.R.C. program and assesses the inmate's suitability for it. Upon entry into the program, the inmate must agree to a contract requiring him to obey the rules and regulations of the Centre, to refrain from abusing the privileges extended to him, and to work toward the goals the inmate has set for himself in consultation with his caseworker.

More than twenty (20) C.R.C.s are currently under contract and providing services to Correctional Services. These facilities must meet the standards of the joint Federal/Provincial Residential Centre Accreditation Committee. Most of these facilities are for males only, but there are a few that are used for both males and females, a few for females only and a few for natives. The length of stay may range from a few days to several months, although the average is approximately three months. Under existing arrangements, the C.R.C. may, when it appears appropriate, retain

a resident for fourteen (14) days beyond sentence expiration and be reimbursed for this additional extended service.

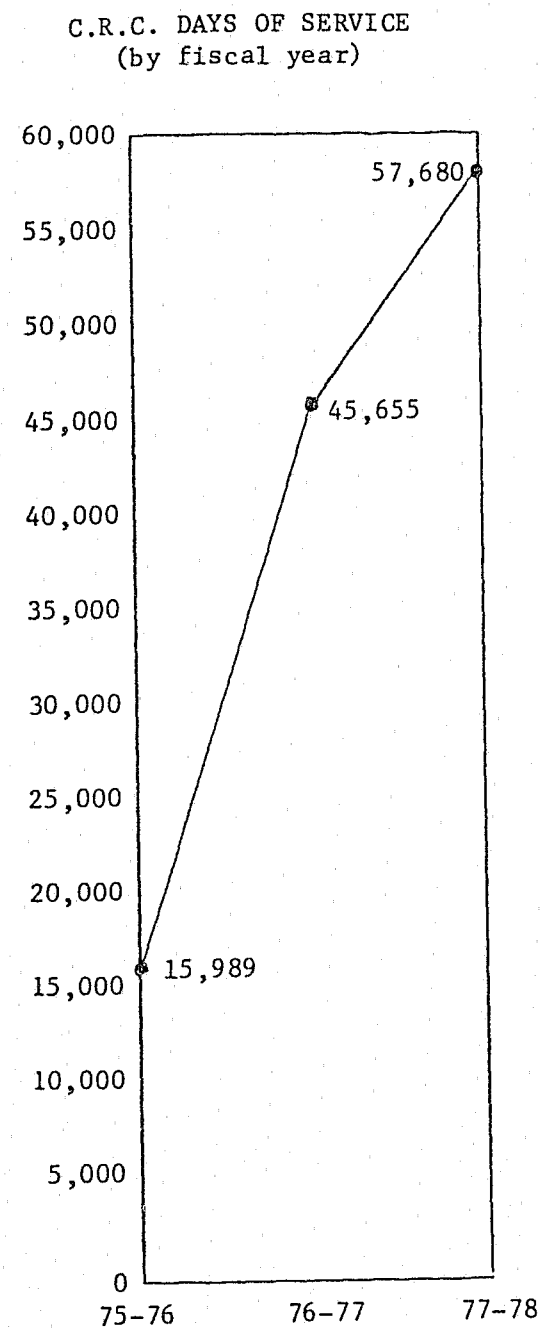
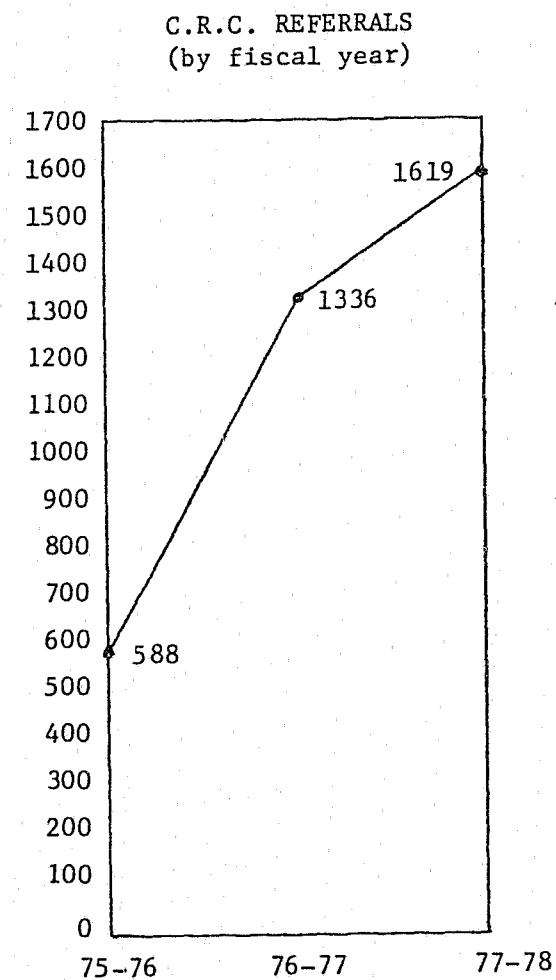
#### Rationale

The Community Residential Centres provide a means for assisting inmates in making the transition between institutional life and life in the free community. The Centre provides room and board for inmates while they search for employment and during the early stage of employment, and also as well as lending some measure of guidance and psychological support during this difficult transitional period, and more generally enhances the inmates' prospects for getting re-established in the community and avoiding further involvement with the law.

Additionally, the use of the Centres relieves to a significant extent population pressures on institutional space, that need not be used for minor and minimum security offenders. C.R.C.s are usually more economical than prisons and consequently it costs the province less to house an inmate in a Community Residential Centre than it does in an institution.



COMMUNITY RESIDENTIAL CENTRES



Operational Problems

Most of these problems have already been discussed in connection with the Temporary Absence Program, with which the use of the community residential centres is closely associated. These problems are more or less common to the major population centres of the province.

Visitation to several community residential centres reflects a great deal of variation. In quality the range is from excellent to poor. The centres have different capacities, and many of them are quite small; some are well-equipped, and others are quite sparsely equipped. They are sponsored by a range of private organizations with various correctional philosophies. In some, the emphasis is on an internal program; in others, the emphasis is on finding and keeping a job. The personnel complements vary in size and composition. Rules, regulations and privileges differ in number and kind from one centre to another.

A common observation on the part of C.R.C. personnel is that the institutions are sometimes reluctant or slow to refer clients to the C.R.C.s. On the other hand, it was occasionally reported that individual clients might have done as well if they had been released directly to their homes rather than a C.R.C. Some of the centres, with either low bed capacities or low client counts, experience considerable difficulty in generating sufficient revenue to stay in business, and consequently, some of these centres may hold on to residents longer than is necessary. During the past one and one-half years, two C.R.C.s had to cease operations due to financial difficulty.

As previously set forth, there is a common feeling that the competition for minimum security inmates between institutional programs, Nordegg, and the bush camps may be reducing the number placed on temporary

absence, and hence reducing the number sent to C.R.C.s. Natives are not as likely to be sent to C.R.C.s as non-natives. Although females apparently have a better chance of going to C.R.C.s, the number of centres where females are accepted is limited.

#### Parole

Under the National Parole Act, inmates in the provincial institutions, all of whom have less than two years to serve, are generally eligible for full parole after serving one-third of their sentences, and day parole after serving one-sixth of their sentence. The National Parole Board may make exceptions in deserving cases where it considers that an earlier release may be in the best interests of the community and/or the inmate.

In the provincial institutions, inmates are not automatically considered for parole; they must make application or have someone make application on their behalf. In considering the application, the National Parole Board has available to it, the institutional admission report, the pre-sentence report, a police report, the results of a community investigation and the assessments of institutional staff and the parole officer. For provincial inmates, there are no parole hearings, and decisions by the National Parole Board are made entirely on the basis of the assessment and recommendation referred to it by the parole service representative.

The decision may be one of four different types. Parole may be granted and the inmate released as soon as arrangements can be made. Parole may be denied, and although the inmate may reapply, chances are he will not be released at any time during his sentence. Parole may be deferred, and the case will be reconsidered at a later date. Or the inmate may be authorized day parole, under which he is released from the institution on a daily, or even weekly, basis to attend school or go to a job. Because

of the provincial Temporary Absence Program, this latter option is no longer used for provincial prisoners.

#### Operational

Alberta Correctional Services under a federal/provincial exchange of services agreement performs community assessments for the National Parole Board, and provides supervision to a small number of federal parolees living in rural areas, and parolees who have previously been released on Temporary Absence or who are subject to delayed probation order. On March 31, 1979, 106 of these parolees were under supervision by Community Corrections and during the 1978-79 fiscal year 255 community assessments were done.

The parole procedure is time consuming, and it is often two or three months before a prisoner's application is followed by a decision from the National Parole Board. In the meantime, applicants may have been released on Temporary Absence. (For this reason, relatively few inmates apply for parole.) For all practicable purposes, parole appears to be a procedure chiefly applicable to the small proportion of prisoners in the provincial system who are serving sentences of one to two years less one day. In view of the flexibility of the Temporary Absence Program, and the shortness of the average sentence being served in the provincial correctional institutional system, Temporary Absence is undoubtedly superior to National Parole. Applications can be expedited, reviews can be made easier and more quickly, community controls are tighter, and supervision is characterized by more continuity from the institution to the community.

RECOMMENDATIONS

1. That a greater use of Pre-Sentence Reports be made in those cases where imprisonment is contemplated, especially in the cases of young and first offenders.
2. That there be a greater use of Community Service Orders as an alternative to short periods of incarceration for youthful offenders and for offenders where the imposition of a fine would cause undue hardship to the offender and/or family of the offender.
3. That community corrections personnel perform all screening, investigation and supervision functions in relation to the Pre-Trial Release, Bail Supervision and Fine Option Programs operating in the Remand Centres in Calgary and Edmonton.
4. That policies and procedures respecting the Temporary Absence Program be amended to allow for selected inmates to receive a day release (returning to the institution on a daily basis) from the institution after serving one-sixth of the aggregate sentence.
5. That policy respecting the Temporary Absence Program be amended to permit the release of inmates at any point in sentence for extenuating or mitigating reasons where it is deemed that the health of the inmate is in jeopardy and where the release would not constitute a threat to the community.
6. That legislation or regulations be developed to authorize inmates on Temporary Absence in the community to report to community corrections offices rather than reporting back to correctional institutions every 15 days by designating community corrections offices as correctional institutions for this purpose only.

7. That legislation or regulations be developed (or current legislation reviewed and amended) to allow community corrections offices to issue suspensions respecting an inmate who has violated his Temporary Absence.
8. That Correctional Services and the Canadian Corrections Service undertake a review of the options available with respect to the delivery of an integrated community corrections program in Alberta.
9. That Correctional Services and the Canadian Corrections Service undertake a review of the options available in the operation of a joint Federal/Provincial Parole Board.
10. That a sliding scale of per diem funding for C.R.C.'s be developed, based on program content and other factors deemed important by Correctional Services.
11. The clientele of C.R.C.'s should be routinely audited by Correctional Services to ensure that residents are not being held in C.R.C.'s longer than is necessary to assist the offender in becoming established in the community.
12. That community corrections personnel be encouraged to recommend Community Service Orders as a condition of probation for youthful offenders, as a substitute for restitution where cash payments are not feasible and as an alternative to a period of incarceration.
13. That the Assistant Probation Officer Program be further developed to assist in the supervising of cases in remote and relatively inaccessible areas.
14. That a research project be established to follow up on probationers who have gone through the Outward Venture Program with a matched group of probationers who have not participated, to determine the feasibility of operating this program on an ongoing basis.

CHAPTER THREE

INSTITUTIONAL PROGRAMS

#### INSTITUTIONAL PROGRAMS

In the entire realm of corrections, there is perhaps no single area more perplexing to policy makers and administrators than that of institutional programming. There are both philosophical and practical issues which contribute to the controversy surrounding the question of the types of programs which should be provided in correctional institutions.

Prisoners must be given constructive ways of occupying their time while they are serving sentences, irrespective of the length of sentence, in that the likelihood of offenders eventually adjusting in the free community can only be reasonably assured by providing prisoners the opportunity of improving their educational, vocational and social skills, while undergoing, and subsequent to, imprisonment. The provision of such programs also does much to humanize the prison environment which tends to strip the prisoner of his/her identity as an individual, and subject him/her to a debilitating experience.

A very practical consideration in the planning of institutional programs is the necessity to relate these programs to assessed needs of the inmate populations and to the constraints of the system and facilities, in which they are offered. Such programs should not, and cannot, be designed or planned in the abstract. Rather they must be based on information concerning the institution, the offenders, and the dynamics of the overall correctional system. These three factors interact and place very real limits on defining appropriate programs.

Resources, for instance, are not unlimited. There is a fixed amount of staff, time and money which might be applied to the programs.

Similarly, the offenders who are assigned to participate in the programs have certain unique characteristics (cultural background, education, skill levels, offence history, etc.) which to a considerable extent will determine the nature of the programs.

The correctional institutional system controls to a large degree the time served and location of inmates during their incarceration. Clearly, then, there is a need to capture as much useable/reliable information as possible concerning the various facets of an inmate population so that the proper balance might be achieved in the provision of institutional programs. To that end, Moyer Associates conducted a system-wide survey of all inmates in Alberta's correctional institutions to create a profile of the sentenced inmate population.

Essential information concerning the personal and offence history of inmates was collected and analysed to serve as a basis to determine inmate needs to which the programs should respond. In addition, data concerning length of imprisonment of inmates was analysed to determine appropriate time limits of programs under consideration. This is essential because a very common cause of low program completion rates in correctional institutions is the rapid turnover of the inmate population as they get transferred from one facility to another, change in security status, or eligibility to participate in a community-based program.

The data presented below (a weighted sample of 1088 offenders) represents a summary of the demographic and offence history of sentenced inmates in Alberta's correctional institutions at the time of the survey.

A small number of those inmates included in the sample were sentenced to two (2) years or more, and were awaiting transfer to a federal penitentiary.

INSTITUTIONAL LOCATIONS

OF SAMPLE

	<u>COUNT</u>	<u>PERCENT</u>
Belmont Correctional Centre (M)	78	7.2
Belmont Correctional Centre (F)	10	.9
Calgary Correctional Institution	316	29.0
Calgary Remand Centre (M)	1	.1
Calgary Remand Centre (F)	0	0
Fort Saskatchewan Correctional Institution (M)	305	28.0
Fort Saskatchewan Correctional Institution (F)	15	1.4
Lethbridge Correctional Institution	126	11.6
Nordegg Correctional Centre	55	5.1
Peace River Correctional Institution	170	15.6
Midway Correctional Centre	<u>12</u>	<u>1.1</u>
	<u>1088</u>	<u>100.0</u>

ETHNICITY

<u>RACE</u>	<u>COUNT</u>	<u>PERCENT</u>
White/Caucasian	689	63.3
Native	368	33.8
Other	27	2.5
(Missing)	<u>4</u>	<u>.4</u>
	<u>1088</u>	<u>100.00</u>

SEX

	<u>COUNT</u>	<u>PERCENT</u>
Male	1039	95.8
Female	30	2.7
(Missing)	<u>19</u>	<u>1.5</u>
Total	<u>1088</u>	<u>100.0</u>

MARITAL STATUS

Yes	245	22.6
No	835	76.7
(Missing)	<u>8</u>	<u>.7</u>
Total	<u>1088</u>	<u>100.0</u>

AGE

15-16 Years	20	1.8
17-18 Years	202	18.6
19-20 Years	193	17.8
21-25 Years	288	26.5
26-30 Years	147	13.5
31-40 Years	123	11.3
More Than 40 Years	96	8.8
(Missing)	<u>19</u>	<u>1.7</u>
Total	<u>1088</u>	<u>100.0</u>

MOST SERIOUS OFFENCE  
COMMITTED BY SAMPLE SENTENCED  
INMATE POPULATION

<u>OFFENCE</u>	<u>COUNT</u>	<u>PERCENT</u>
Murder/Attempted Murder	6	.6
Criminal Negligence	6	.6
Manslaughter	5	.5
Arson	12	1.1
Rape/Attempted Rape	10	.9
Sexual Assault	21	1.9
Non-violent sex offences	2	.2
Kidnapping	4	.4
Aggravated Assault	67	6.2
Robbery	33	3.0
Armed Robbery	21	1.9
Other Acts of Violence Against The Person	12	1.1
Any Dangerous Weapons Charges or Crimes	23	2.1
Trafficking or Possession For Purpose of Trafficking	77	7.0
Possession of Narcotics/Marijuana	10	.9
Breaking & Entering	253	23.3
Fraud/Forgery	64	6.0
Possession of Stolen Property	78	7.2
Vehicle Theft	12	1.1
Theft Over \$200	103	9.5
Theft Under \$200	92	8.6
Other Theft Offences	10	.9
Dangerous Driving or Criminal Negligence In Operation of Motor Vehicle	7	.6
Careless Driving or Driving While Prohibited or Disqualified	21	1.9
Impaired Driving	57	5.2
Escaping Custody	8	.7
Unlawfully At Large	8	.7
Perjury	4	.4
Violation Of Parole	2	.2
Failure To Comply With A Probation Order	9	.8
Failure to Appear	7	.6
Creating a Disturbance	20	1.8
Liquor Control Act Offences	13	1.2
Motor Vehicle Administration Act and Highway Traffic Act	5	.5
Violations of Municipal Statute	2	.2
Other	4	.4
Total	1088	100.0 %

TYPE OF OFFENCE (GROUPED)

	<u>COUNT</u>	<u>PERCENT</u>
Violent Crimes	197	18.1
Non-Violent Serious Crimes	710	65.3
Non-Violent, Non-Serious Crimes	181	16.6
Total	1088	100.0 %

PRIOR ARRESTS

Yes	969	89.0
No	114	10.5
Missing	5	.5
Total	1088	100.0 %

FIRST ARREST PRIOR

TO AGE 15

Yes	309	28.4
No	699	64.2
Missing	80	7.4
Total	1088	100.0 %

NUMBER OF YEARS  
SINCE LAST ARREST

	<u>COUNT</u>	<u>PERCENT</u>
Less Than 1 Year	496	45.6
1-2 Years	359	33.0
3-5 Years	93	8.5
More Than 5 Years	57	5.3
Missing	<u>83</u>	<u>7.6</u>
Total	<u>1088</u>	<u>100.0 %</u>

NUMBER OF PRIOR  
SUMMARY CONVICTIONS

None	202	18.6
One	141	12.6
2 - 5	278	25.6
6 - 10	92	8.7
More Than 10	39	3.6
Missing	<u>336</u>	<u>30.9</u>
Total	<u>1088</u>	<u>100.0 %</u>

NUMBER OF PRIOR  
INDICTABLE CONVICTIONS

None	213	19.6
One	132	12.2
Two	93	8.5
Three	66	6.1
More Than Three	256	23.5
Missing	<u>328</u>	<u>30.1</u>
Total	<u>1088</u>	<u>100.0 %</u>

NUMBER OF PRIOR  
INCARCERATIONS

	<u>COUNT</u>	<u>PERCENT</u>
None	319	29.2
One	204	18.8
Two	140	12.9
Three - Five	204	18.8
More Than Five	138	12.7
Missing	<u>83</u>	<u>7.6</u>
Total	<u>1088</u>	<u>100.0 %</u>

REPORTED JUVENILE OFFENCES

Yes	475	43.7
No	593	54.5
Missing	<u>20</u>	<u>1.8</u>
Total	<u>1088</u>	<u>100.0 %</u>

TYPE OF ADMISSION

New Court Commitment	999	91.8
Revocation of Probation (Technical Violation)	20	1.8
Revocation of Probation (New Offence)	51	4.7
Parole Violator (Technical Violation)	2	.2
Parole Violator (New Offence)	12	1.1
Missing	<u>4</u>	<u>.4</u>
Total	<u>1088</u>	<u>100.0 %</u>



AGE AT SENTENCING

	<u>COUNT</u>	<u>PERCENT</u>
Less Than 15 Years	1	.1
15-16 Years	34	3.1
17-18 Years	212	19.5
19-20 Years	187	17.2
21-25 Years	299	27.3
26-30 Years	148	13.6
31-40 Years	115	10.6
More Than 40 Years	94	8.6
Total	1088	100.0 %

LENGTH OF SENTENCE

2 Months or Less	175	16.1
3-6 Months	308	28.3
7-12 Months	280	25.6
13-24 Months	166	15.3
More Than 24 Months	10	1.0
Missing	149	13.7
Total	1088	100.0 %

HISTORY OF SUBSTANCE ABUSE

<u>SUBSTANCE ABUSED</u>	<u>PERCENT</u>	<u>REPORTED ABUSING</u>
Opiate	14.3	(N=156)
Drug	9.0	(N= 98)
Alcohol	46.3	(N=504)

INSTITUTIONAL PROGRAM

PARTICIPATION

<u>PROGRAM</u>	<u>PERCENT</u>	<u>REPORTED PARTICIPATING</u>
Alcohol Treatment	17.5	(N=166)
Intensive Counselling	33.1	(N=311)
Drug Treatment	3.8	(N= 35)
Education	13.0	(N=119)
Pre-Release Planning	39.3	(N=392)
Vocational Training	9.0	(N= 83)
Community Employment	14.3	(N=133)

NUMBER OF INMATES

PARTICIPATING IN PROGRAMS

<u>NUMBER OF PROGRAMS</u>	<u>PERCENT</u>	<u>REPORTED PARTICIPATING</u>
1	42.2	(N=459)
2	18.1	(N=197)
3	8.1	(N= 88)
4	1.8	(N= 20)
5	.6	(N= 6)
6	.2	(N= 2)
None or Data Not Recorded	29.0	(N=316)

ORIGINS OF INCARCERATED INMATES

To determine the cities and towns from which inmates sentenced to Alberta's correctional institutions originate, an analysis was made of data of over 11,800 inmates.

The initial breakdown was as follows:

<u>FORWARDING ADDRESS</u>	<u># OF INMATES</u>	
Edmonton	2794	(23.7%)
Calgary	1951	(16.5%)
Lethbridge	233	( 2.0%)
Peace River	14	( .1%)
Other So. Alberta (So. of Highway 27)	1140	( 9.7%)
Other No. Alberta (No. of Highway 27)	3248	(27.5%)
British Columbia	409	( 3.5%)
Saskatchewan	266	( 2.3%)
Manitoba	64	( .5%)
Ontario	192	( 1.6%)
Quebec	27	( .2%)
Maritimes	36	( .3%)
N.W.T.-Yukon	35	( .3%)
U.S.A.	58	( .5%)
Other	14	( .1%)
Unknown	1320	(11.2%)
	<u>11,801</u>	<u>100 %</u>

Eliminating the unknowns and those who came from outside the province, the data revealed 65% from above Highway 27, which is near the town of Olds, and 35% from the area south of that point.

<u>ORIGIN WITHIN PROVINCE</u>	<u># OF INMATES</u>	
Edmonton	2794	(30%)
Other Northern	3262	(35%)
Calgary	1951	(21%)
Lethbridge	233	( 2%)
Other Southern	1140	(12%)
	<u>9380</u>	<u>100 %</u>

In further analyzing the data concerning the home address of these 9380 departures, present patterns of institutional location permit the vast majority of incarcerated offenders to be assigned to facilities in reasonably close proximity to their home or forwarding address. Utilizing the "north-south" boundary as defined above, 87% of offenders who originate north of that boundary are released from facilities north of that boundary. The figure for offenders from the southern region who are released from southern facilities is 87%. For this analysis, the correctional institutions at Calgary and Lethbridge are in the southern region.

FORWARDING ADDRESS FOR DEPARTURES FROM  
CORRECTIONAL INSTITUTIONS

<u>FACILITY</u>	<u>EDMONTON</u>	<u>CALGARY</u>	<u>OTHER NO.</u>	<u>OTHER SO.</u>	<u>ROW TOTAL</u>
FSCI-M	1757	76	1466	62	3361 (36%)
FSCI-F	98	46	84	33	261 ( 3%)
PRCI	87	22	730	12	851 ( 9%)
LCI	19	107	69	843	1038 (11%)
CCI	83	1587	264	370	2304 (25%)
BCC-M	654	21	502	11	1188 (13%)
BCC-F	46	30	53	24	153 ( 1%)
NCC	50	62	94	18	224 ( 2%)
Column Total	2794 (30%)	1951 (21%)	3262 (35%)	1373 (14%)	9380 (100%)

FORWARDING ADDRESS OF ALL DEPARTURES BY REGION

<u>FACILITY LOCATION</u>	<u>FORWARDING ADDRESS</u>		
	<u>NORTH</u>	<u>SOUTH</u>	
North	5261 (87%)	417 (13%)	6038 (64%)
South	<u>795</u> (13%)	<u>2907</u> (87%)	<u>3342</u> (36%)
	6056 (65%)	3324 (35%)	9380 100%

PARTICIPATION IN WORK ASSIGNMENT

<u># OF HOURS WORKED PER WEEK</u>	<u>COUNT</u>	<u>PERCENT</u>
None	206	18.9
1 - 5	4	.4
6 - 10	6	.6
11 - 15	5	.5
16 - 20	10	.9
21 - 25	39	3.6
26 - 30	33	3.0
31 - 35	136	12.5
36 - 40	597	54.9
More Than 40	19	1.7
Missing	<u>33</u>	<u>3.0</u>
Total	1088	100.0%

LENGTH OF IMPRISONMENT AND  
INSTITUTIONAL PROGRAMS

In Alberta a key factor in the design of appropriate institutional programs for inmates serving a "provincial sentence" - i.e. less than two years, is time in that most inmates serve relatively short periods of time. This is not to suggest that the provincial inmates should be given longer sentences as, on the average, provincial inmates are relatively minor offenders by comparison to those who receive sentences in a federal penitentiary. This fact of provincial prison systems generally means that the time available does not make possible significant improvements in educational levels, vocational training and social skills, irrespective of how competent the instructors/programmers are or how well managed the programs.

To further illustrate this reality, an analysis was made of all departures from provincial correctional institutions for an eight month period. During this time there were over 11,000 departures. This figure actually represents only about 9,400 inmates as several were incarcerated and released more than once during the reporting period.

The following table reports actual time served by the institution from which the inmate was released.

		Time Served					Totals
		15 Days or Less	16-30 Days	1-3 Months	3-6 Months	More Than 6 Months	
Fort Saskatchewan	(M)	1947	699	873	332	203	4054
Correctional Institution	(F)	133	49	58	25	24	289
Peace River Correctional Institution		354	133	200	157	133	977
Lethbridge Correctional Institution		1064	321	348	150	89	1972
Calgary Correctional Institution		908	644	722	289	182	2745
Belmont Correctional Centre	(M)	333	192	417	236	147	1325
	(F)	66	12	47	24	12	161
Nordegg Correctional Centre		3	4	64	108	99	278
Totals		4808	2054	2729	1321	889	11801
Percentages		40.7	17.4	23.1	11.2	7.6	100.0

It can be readily seen that almost 60% of all departures served one month or less, with 40% serving 15 days or less. Fully 81% are released in less than three months.

This information concerning actual time served was supported by the data from the inmate profile survey. The survey showed that, of all inmates in provincial correctional institutions almost 70% had been in custody less than three months. (The slight difference observed in

departure data and time in custody reflects the fact that more serious offenders constitute a higher percentage of inmates than of total departures during a given period.)

LENGTH OF TIME SERVED  
INMATE SURVEY

	COUNT	PERCENT
One Month or Less	381	35.0
2 - 3 Months	376	34.6
4 - 6 Months	167	15.3
7 - 12 Months	98	9.0
13 - 18 Months	14	1.3
More Than 18 Months	12	1.1
Missing	40	3.7
Total	1088	100.0 %

The amount of time actually spent in custody in correctional institutions severely circumscribes efforts to provide comprehensive and sophisticated programs of an educational/vocational training and complex counselling nature. Nevertheless, programs must still be provided in each correctional institution for the great majority of prisoners who are serving short sentences, and for the small number serving a substantially greater amount of time. One possibility that would enhance the program development ability would be the grouping of longer term inmates in a single institution. This would remove many of them from within a reasonable distance of their homes, families, job

opportunities and may not be feasible in a provincial correctional system where the emphasis must be placed on graduated community release. For inmates serving short sentences there are the alternative courses of providing brief but intensive programming or, in open acknowledgement of the problem, even part-time programs, in conjunction with "companion" programs in the community.

Work is also an essential element of a well-rounded institutional program, and even in this realm of activity, "time served" is a key consideration. For desirable efficiency and productiveness, prison industrial programs require sufficient time for training and the development of a relatively stable and experienced work force. In Alberta there are an insufficient number of inmates serving a sufficiently lengthy sentence, particularly in any one institution, to make prison industries economically feasible, and consequently, some measure of compromise or innovation is necessary in the development of programs in the province's correctional institutions.

#### CLASSIFICATION

Classification is the process under which the needs and problems of the individual inmate are assessed and a program planned, implemented and monitored to meet these needs in accordance with the resources available to a particular institution. In Alberta, because of the unique emphasis on community-based programs, the unusually large number of program options, and the relatively short periods of time served by inmates, there is a

comparably uncommon range of decision points in the process, to be made within what must be considered a brief period of time. These decision points are embraced in the system's subcomponents of Initial Classification, Comprehensive Classification, and Reclassification, but they include such considerations and elements as:

1. Custody
2. Housing
3. Work
4. Education
5. Vocational Training
6. Counselling
7. Recreation
8. Medical - Physical, Psychological and Psychiatric
9. Transfers to other correctional institutions
10. Assignment to minimum security work program
11. Graduated release to Temporary Absence Program
12. Placement into Fine Option Program
13. Assignment to community correctional centre
14. Assignment to community residential centre.

The development and operation of the classification program is the responsibility of the institutional Deputy Director (Programs). According to institutional policies and procedures, the process involves staff from the areas of Security, Classification, Community Release and Medical. A key element in the process is the Classification and

Selection Committee, composed of the Deputy Director (Programs), the Assistant Deputy Director (Programs), and the Assistant Deputy Director (Security).

Normally, 24 hours after an inmate is received at the institution, all available information on the inmate is recorded on a basic data form and a security assessment is made. A Placement Officer reviews the data and makes the initial housing assignment. The Placement Officer is also responsible for the decisions as to all subsequent movements of the inmate, including work assignment.

Within a month of the inmate's commitment, for those inmates serving more than six months, a comprehensive classification report is prepared. This is a compilation of collected information on the individual inmate including the pre-sentence report, psychiatric report, living unit report and observations and recommendations of the various treatment, training and security personnel. This information is reviewed by the Classification and Selection Committee, which then addresses such primary considerations and decisions as custody, transfer, occupational or vocational training assignment, education programs, social services, religious participation, recreation and medical and psychiatric treatment. During the preliminary or initial classification stage, the committee may also set a date for a reclassification review, usually a month hence, when the inmate's progress and adjustment to the institution is assessed with appropriate changes being made in security rating, and living unit and program assignment. Depending on how long the inmate remains in the institution, subsequent reclassification reviews may also be made.

The Classification Section remains responsible for an inmate until such time as the inmate is considered ready for release planning when the inmate is assigned to the Community Release Unit. This Unit then undertakes the release planning and eventual release in conjunction with community corrections personnel.

The classification process is somewhat more complex than the above would suggest, but this is an overview of the process, structure and procedures presently in effect. There is some variation amongst the various correctional institutions, and it is desirable that these variations be closely examined, and possibly eliminated in the overall interest of the inmate population and the correctional institutional system as a whole.

Available data reflects some degree of variation among the institutions as to the proportions of their sentenced populations in the three security classifications, however, this is understandable in that the survey cuts across institutions utilized for different purposes.

SECURITY CONSIDERATIONS

The security classifications of the inmate population at the time of the survey were as follows:

Percentage of Inmate Population  
By Security Level

	Protection Custody	Maximum Security	Medium Security	Minimum Security
Fort Saskatchewan (M)	4%	11%	29%	56%
Correctional Institution (F)		27%	20%	53%
Calgary Correctional Institution	1%	1%	42%	56%
Lethbridge Correctional Institution	-	6%	29%	65%
Peace River Correctional Institution	-	6%	23%	71%
Belmont Correctional Centre (M)				100%
(F)				100%
Nordegg Correctional Centre				100%
Midway Correctional Centre				100%
Calgary Remand Centre	-	25%	75%	

The actual security requirements of the inmate population at the time of the application of risk scales, were as follows:

Protective Custody	1.3%
Maximum Security	5.4%
Medium Security	27.7%
Minimum Security	65.7%

This high proportion of inmates in minimum security is undoubtedly due to the fact that most inmates in the system are relatively minor offenders and are serving relatively short sentences. For program purposes,

the figures demonstrate that with most inmates in minimum security status, there should be a considerable degree of flexibility and latitude, without endangering the safety of the community.

As part of the survey conducted by Moyer Associates, an attempt was made to assess the "risk" factor amongst the inmate population. The survey instrument incorporated two risk scales which were developed by the Department of Corrections in the State of Michigan. These scales are designed to assess the probability of the commission of an assaultive crime or a property crime by an offender following release from a correctional institution.

For the province-wide population, the following probabilities of assault and property risk were observed:

ASSAULTIVE RISK LEVEL	PERCENT
Very High	.3% (N= 3)
High	1.5% (N= 16)
Medium	47.2% (N=503)
Low	39.1% (N=417)
Very Low	11.9% (N=127)

PROPERTY RISK LEVEL	PERCENT
High	29.0% (N=307)
Medium	18.4 (N=195)
Low	52.6% (N=556)

In addition to the risk scales, another measure of the general likelihood of success on parole was administered in the Moyer Associates survey. The "parole base expectancy scale" (BES), developed by the National Council on Crime and Delinquency, assigns a score to each inmate, based on documented information concerning demographic and offence history. This raw score is then converted to a "probability of success" score. The scale itself is presented below, as are the results of the scale when applied to the Alberta correctional institutional inmate population.

<u>BASE EXPECTANCY SCALE</u>	<u>ADD</u>
a. If arrest-free five or more years	16
b. If no history of any opiate use	13
c. If no family criminal record	8
d. If commitment offence not cheques or burglary	13
e. Take age at commitment times 0.6	
f. Add 21 for all cases	21
g. Subtotal (a+b+c+d+e+f) Subtotal	—
h. If Aliases, -3 times number of aliases	—
i. If prior incarcerations, -5 times number of	—
j. Subtotal (h+i) Subtotal	—
k. Base Expectancy Score (BES)	—
(g+j) BES	—

ALBERTA CORRECTIONAL INSTITUTIONAL INMATE

POPULATION BES SCORES

<u>PROBABILITY OF SUCCESS ON PAROLE</u>	<u>PERCENT OF INMATES</u>
87%	.4%
76%	6.9%
64%	13.1%
53%	46.1%
49%	15.1%
29%	12.1%
14%	6.3%

INSTITUTIONAL CONDUCT

Information concerning behavior of the institutional inmate population was gathered as another indicator of inmate attitudes, behaviour and custodial/control requirements. Specifically, questions were asked concerning both the commission of assaultive crimes in the institution and placement in administrative segregation for security purposes. The percentage of inmates surveyed who had either engaged in serious institutional misconduct or had been placed in administrative segregation was approximately 20%.

In theory, any institutional employee can effect the placement of an inmate into a maximum security setting - e.g. segregation. This is done by placing a violation report against an inmate who violates institutional rules and regulations. But the actual decision to place



an inmate into maximum security must be made by the senior officer in charge of the shift. Following a review of the violation by the institution Disciplinary Board, the inmate's status and security rating can be changed, or the inmate may be returned to his previous status and placement prior to the violation.

Some problem areas come to light upon review of classification procedures in relation to inmate breaches of rules and regulations, and the security rating and program and housing assignments that normally follow an appearance before the institution Disciplinary Board.

Firstly, Placement Officers, who have a pivotal role in the assignments of individual inmates and who are generally highly experienced correctional officers, may reflect their own individual biases in decision making. Because of their custodial orientation, an individual Placement Officer may be unduly conservative in his custodial decisions and sensitive to pressures, in this respect, from custodial associates. Also, in one or more institutions there may be an excessive turnover in the assignment of Placement Officers, which contributes to some degree to the variation in practice, i.e. one Placement Officer may be more liberal or more conservative than another.

Secondly, an observation frequently encountered is that there appears to be competition among program units for minimum security inmates. The institution may be perceived as preferring minimum security inmates for maintenance assignments,

and, therefore, withholding them from other programs which may be more beneficial to the inmate in the long run.

Competition along these lines may have the effect of reducing the availability of otherwise qualified inmates for the Temporary Absence Program and referral to Community Correctional Centres and Community Residential Centres.

Thirdly, caseworkers in the Classification Unit may be reluctant in individual cases to refer inmates to the Community Release Unit on a timely basis, supposedly on the grounds that more time is needed to work with the inmate to better prepare him for his responsibilities upon release.

Fourthly, custodial classification decisions may in some instances be more related to the nature of the available housing than to actual custodial requirements of the individual inmate, however, this problem area seems to be sorting itself out as a greater range of facilities becomes available.

Fifthly, institutional policy may require newly admitted prisoners, regardless of need based on available information, to be placed initially in a higher custodial classification because of (a) delays in getting security clearance - i.e. CPIC and FPS checks or (b) because it is felt by some staff that inmates should "earn" reduction to a lower security classification. The result in many instances is that with

characteristically short sentences, otherwise suitable inmates may achieve a minimum security classification only prior to sentence termination or in some cases may not even receive a minimum security rating prior to release.

#### EDUCATIONAL PROGRAMS

Institutional policies and procedures set forth a broad statement of policy as to the provision of treatment and training programs, to inculcate in offenders sentenced to imprisonment the importance of leading law-abiding and self-supporting lives after their release and to prepare them to do so to the extent possible, within the time available, taking into account the shortness of sentence of the majority of inmates committed to the provincial correctional institutional system.

Accordingly, the institutional policies and procedures manual directs that:

"..... all appropriate means shall be used including religious care, education, vocational guidance and training, social casework, employment counselling, physical development and strengthening of moral character in accordance with the individual needs of each inmate taking into account his social and criminal history, his physical and mental capacities and aptitudes, his personal temperament, the length of his sentence and his prospects after release."

The policies and procedures manual further requires that, "for every inmate with a sentence of suitable length", full reports on all of these matters are to be submitted to the Institutional Director as soon as possible after admission. The Deputy Director (Programs) is assigned the responsibility for carrying out these programs.

The policies and procedures manual asserts that "Educational facilities within the institution will be developed according to the needs of the inmates and in relation to the prevailing situation in the broader society."

More specifically, the Deputy Director (Programs) is to make ongoing assessments of training projects and "to develop new training situations within the institutional environment", and to provide selected inmates access to community resources for education and training, and to maintain "a functional relationship with institutional school teachers and take responsibility for initiating periodic assessments of the academic program with the object of ensuring its continuing relevance to the needs of inmates and the overall training program."

In effect, the institutional policies and procedures manual delegates wide authority and responsibility to institutional program staff for the development and operation of educational and training programs within the constraints of institutional and community capabilities, the lengths of sentences being served, and the identified needs of inmates. Considering the great turnover in inmate populations, the task is not an easy one.

The need for educational programs is reflected in the survey data which records the level of educational achievement at the time of admission to correctional institutions, and whether enrolled in an educational program in the community at the time of admission.

<u>EDUCATION COMPLETED</u>	<u>% OF INMATES</u>	
No Formal Education	1.5%	(N= 16)
Grades 1 - 8	31.0%	(N=337)
Grades 9 - 11	55.9%	(N=608)
High School Diploma or Matriculation	7.4%	(N= 81)
Some College	2.9%	(N= 32)
Community College Diploma	.6%	(N= 6)
Bachelors Degree	.5%	(N= 5)
Some Graduate or Professional School	.0%	
Missing	.3%	(N= 3)

SCHOOL STATUS UPON ADMISSION

<u>STATUS</u>	<u>% OF INMATES</u>	
In School Full-Time	4.9%	(N= 53)
In School Part-Time	1.3%	(N= 14)
Not in School	91.7%	(N=998)
Missing	2.1%	(N=23)

An examination of documentary material indicates the anticipated variation in availability of education programs among the province's correctional institutions.

PERCENT OF SURVEY POPULATION

PARTICIPATING IN SCHOOL PROGRAM

<u>INSTITUTION</u>	<u>% REPORTED IN SCHOOL PROGRAM</u>	
Calgary Correctional Institution	3.8%	(N=12)
Belmont Correctional Centre (M)	1.3%	(N= 1)
(F)	0%	
Fort Saskatchewan Correctional Institution (M)	10.6%	(N=30)
(F)	20.0%	(N= 3)
Lethbridge Correctional Institution	7.9%	(N=10)
Nordegg Correctional Centre	3.7%	(N= 2)
Peace River Correctional Institution	3.5%	(N= 6)
Midway Correctional Centre	25.0%	(N= 3)

FORT SASKATCHEWAN CORRECTIONAL INSTITUTION

The Fort Saskatchewan Correctional Institution has 1 full-time staff teacher and a classroom that can accommodate a maximum of 40 inmates. It also has one teacher provided by the Strathcona County School Board. A glossary of programs and community resources indicates that instruction in grades 7 to 12 is made up of correspondence courses supervised in the classroom; direct instruction is provided for grades 1 through 6. Community resources include the Northern Alberta Institute of Technology, the Alberta Vocational Center, the Grant MacEwan Community College, the Edmonton Public and Separate School Systems, and the University of Alberta.

At the time of the survey, the education program also included a component known as BLADE, providing literacy instruction for inmates who have only a first or second grade attainment. About 100 inmates were taking correspondence courses up to grade 12, the majority of whom were on remand. About 20 sentenced inmates were attending the classroom educational program. There was also the CREE program, under which a part-time instructor provided basic educational instruction to native inmates.

The female population at Fort Saskatchewan Correctional Institution are included in the classroom activities but in a separate room, with most participants taking courses by correspondence. However, there are no trades training or special interest courses for women.

The lack of adequate space and sufficient staff has limited the number and type of courses which can be offered especially in vocational and trades training. It is recommended that the provision of academic and vocational training courses be given higher priority if the needs of the younger, trainable inmates are to be met.

A wider range of trades training should be provided given the demand for trades people in Alberta and the employment situation as it presently exists and likely to continue for many years to come.

#### PEACE RIVER CORRECTIONAL INSTITUTION

This facility has one staff teacher, who instructs up to 15 inmates at any one time; 2 teachers from Grande Prairie College provide instruction in grades 10 to 12 for up to 15 inmates; and three other teachers

from the Alberta Vocational Center provide educational services in grades 1 through 9, handling a similar number of inmates. The program includes academic and vocational training with a life skills course, a Fine Arts course and a course in Native culture. Community resources include the Alberta Vocational Center (Grouard), the Alberta Vocational Satellite Colleges, Keyano College, Grande Prairie College, and Fairview College.

At the time of the survey, Peace River Correctional Institution had an educational program involving instruction in grades 4 through 9 which is a pre-packaged modular educational program with individual instruction. Fairview College provided instructors for vocational courses, however, this subject will be addressed later.

#### CALGARY CORRECTIONAL INSTITUTION

This facility has one staff teacher and one classroom. In addition, two part-time teachers are provided by the Calgary Public School Board. The educational program is made up of some correspondence and classroom study, with an enrollment ranging between 15 and 25. Pre-employment seminars are sponsored by Canada Manpower and Alberta Vocational Center. Testing services are provided by the Alberta Correspondence School and the Alberta Vocational Center, and a life skills course is taught by the John Howard Society. Community resources include the Southern Alberta Institute of Technology, the Alberta Vocational Center, Mount Royal College, the Calgary City School System, the University of Calgary, and the Calgary Work Activities Project, and the Calgary Self-Help Association.

At the time of the survey, 6 inmates were enrolled in a remedial educational program held in the mornings, 18 were enrolled in correspondence

courses supervised in the classroom during the afternoons, and 8 inmates were attending college or high school in the Calgary area under the provisions of the Temporary Absence Program.

#### CALGARY REMAND CENTRE

This facility uses the library as a classroom, which can accommodate approximately 40 inmates, and has one staff instructor. About 40 inmates are usually enrolled in correspondence courses which offer instruction in grades 1 through 12.

If adequate space and teachers were available, several more remandees could be assessed and included in the academic programs. Many of the Native and poorly educated inmates do not respond to the correspondence approach to teaching and would benefit more so from face-to-face instruction.

One objective in providing educational programs to remandees is to attempt to bridge the gap created by indefinite remand status and provide some continuity for inmates who are motivated to continue a course of study.

#### LETHBRIDGE CORRECTIONAL INSTITUTION

This facility has one classroom and one full-time teacher to assist with correspondence courses. A Life Skills course is also offered at the institution. Community resources included Lethbridge Community College, and the University of Lethbridge.

At the time of the survey, about 40 inmates were enrolled in the correspondence courses, grades 1 through 12, on either a full or part-time basis. Some of these students attended classes, others did not.

Three inmates, residing in the day release center at the institution, attended trade training classes at the community college and university.

As with Fort Saskatchewan Correctional Institution, the future for academic and vocational training courses at Lethbridge Correctional Institution depends to a large degree upon the facilities to be provided in the new building. Some of the needs identified in Lethbridge Correctional Institution suggest specific course requirements for natives will have to be considered.

#### NORDEGG CORRECTIONAL CENTRE

This facility does not have a formal educational program, as noted in the latest inmate survey, since a relatively high educational attainment by its inmate population --59.8%-- had achieved grade 10 or better prior to commitment or transfer to this facility.

The adventure training component of Nordegg Correctional Centre offers Correctional Services a unique situation which provides inmates with the opportunity to learn sound basic work habits, living skills, and wilderness survival techniques aimed at building self-confidence. The Nordegg program consists of a modified outward bound approach with more emphasis on teaching skills rather than the personal challenge component usually characteristic of such programs.

An inmate is first prepared for adventure training by exercise and routines aimed at physical development to build up the stamina required to complete the tasks. He is then gradually introduced to more complex and challenging tasks involving back packing on long hikes, canoeing, cross country skiing in the winter months, rapelling/mountain

climbing and camping under a variety of conditions.

Certainly the skills involved in such training would be of use to many inmates as experience has shown. However, some of the difficulties involved in maintaining a high quality program at Nordegg include staff turnover and staff training in the area of adventure training. Liaison difficulties with other institutions and community resources complicate the operation of this program.

Some of these difficulties experienced at Nordegg may be alleviated by the development of a long-range plan providing staff, as well as community support services, the confidence to plan their personal goals around this objective and thereby encourage longer-term commitment to working at Nordegg. However, there is the real problem of low inmate counts that may militate against such a long-range plan.

#### SUMMARY

This summary of educational programs in the provincial institutions reflects that although a range of resources are potentially available, the participation of substantial numbers of inmates may be an impracticable goal. This limited participation may be attributed in great part to the relatively short sentences served by most of the inmates and the consequent high turnover in institutional populations. Under these circumstances, educational objectives must be limited at best. It would appear that as a general principle the provision of educational programs in the provincial institutions must be considered for most inmates, as subsidiary to provisions for institutional employment

as a means of making the most practical and productive use of inmates' time. It would also suggest a somewhat different pattern in the organization of institutional education programs and a somewhat different role for institutional education personnel.

Keeping in mind the diversity of inmate needs, it is apparent that Correctional Services cannot provide a range of courses and educational programs in each institution. Therefore, some specialization and flexibility seems warranted under these circumstances. For example, Peace River Correctional Institution could continue to offer classroom programs for longer-term offenders on transfer from other institutions; St. Paul Correctional Centre could concentrate on skills related to construction and the building trades. Fort Saskatchewan Correctional Institution could continue the basic academic courses but develop specialized courses related to the petroleum industry. If programs and courses were to be provided by the Public School Boards and Alberta Vocational Centre, each institution could tap a wider range of resources which would allow more flexibility of the courses available.

Therefore, we strongly recommend that Correctional Services give serious consideration to more expanded use of the Public School Boards, Alberta Vocational Centre facilities, programs and resources, and other educational/vocational resources under the auspices of Advanced Education and Manpower.

#### VOCATIONAL TRAINING

The time served factor is also a key consideration in the development of vocational training programs. Vocational programs, for significant results, require lengthy periods of instruction, but in Alberta the short terms of imprisonment served by most prisoners is generally not sufficient to make full-fledged vocational training programs feasible. Added to this is the fact that even for those prisoners who are imprisoned long enough to undertake vocational training, their numbers are too few to make a desirable range of vocational training opportunities, economically or operationally practicable. As with the general population, prisoners have individual differences in their aptitudes, capabilities and vocational choices. Even the best of prison vocational training programs can meet only a relatively few of these choices. Further, research has shown that there is little correlation between the vocational training inmates received in prison and the occupations subsequently followed after release. There are several explanations for this. One is, of course, that the training they received was not in an occupation of their choice. Another is that in typical prison systems the vocational training programs are too often ill-equipped, and the instruction is not of high quality. Still another is that prisoners characteristically do not often follow upon discharge into the community the occupation that they associate with their experience in prison.

But prison vocational training programs, like the work programs, can be justified on the basis of providing prisoners with the work habits

and attitudes and the experience of using their time productively that are applicable in any occupation that they may eventually pursue.

The institutional policies and procedures manual authorizes the establishment of employment training programs both within and outside the institution. The direct responsibility for making vocational training programs available to inmates, consistent with institutional and community capabilities, the lengths of sentences being served, and the identified needs of inmates, is assigned to the institutional Deputy Director (Programs). Actual placements in training situations are within the purview of the institutional Placement Officer, with changes in these assignments subject to review by the Classification Committee.

The manual's directive on Trades Training asserts that "Where institutional facilities are able to accommodate vocational exploration training, the aim of such activity shall be to provide comparatively short-term training designed to equip the inmate with basic skills and knowledge in occupational or trade operations." Where facilities are available, the manual suggests trades exploration training in such areas as (a) auto mechanics, (b) carpentry, (c) drywalling, (d) electrical, (e) painting, (f) plumbing, (g) small engine repair, (h) wall papering, and/or (i) welding.

This training is normally to be set up on the basis of a number of exposure models, each of two weeks in length, but with some flexibility, depending on the breadth and depth of the training required. The content of the courses includes (a) objectives of the course, (b) tools of the

trade and their use, care and maintenance, (c) materials, their properties and characteristics, (d) basic operations as necessary, and (e) safety and accident prevention. The standards followed are intended to be acceptable in private industry "as determined through contact with outside employers and those of Alberta Vocational Centres." Following completion of this training, the inmate may be assigned to similar longer term training or a pre-employment course, providing he has sufficient time left to serve.

The manual directive on pre-employment training requires that formal trade school courses will be established and conducted with selected education institutions as approved by Head Office, Alberta Correctional Services. The need for these courses is to be determined on the basis of (a) the demands, dictates and trends of the labour market, (b) the number of inmates with the required aptitudes, interests and motivation who would take advantage of the opportunity, and (c) the probability that these two considerations would remain reasonably constant or would increase in the future.

The courses are intended for skilled and semi-skilled trades involving "longer and more intensive periods of training in order to ensure proficiency..," and are to be organized in phases of two weeks to one year "of full time training which may be carried over to an educational institution" in the event of parole or temporary absence. The curriculum is to include (a) trade theory, (b) trade practice, (c) related subjects, (d) safety, and (e) application in outside industry. The pre-requisites for entry and the standards to be achieved are to be "at least

equal to those prescribed or accepted by established and recognized public and private authorities in the area." Each course is to be structured consistent with (a) requirements of the trade or occupation as prescribed by recognized authorities, (b) acceptable training methods, (c) patterns which will readily lend themselves to a block or modular presentation, and (d) acquisition of suitable training aids.

These directives applying to Trades Training and Pre-Employment Training are recently established and still largely unimplemented. For substantial realization they will require, of course, a great deal of planning, coordination and the availability of budgetary resources, and must therefore be regarded as objectives to be worked toward over the course of the next several years.

The need for some measure of vocational training among inmates is undoubtedly necessary, in that a recent inmate survey indicated that an average of approximately 72.0% of the sentenced inmates present in Alberta institutions were "unskilled". The survey tabulation reflects some variation in this respect among the correctional institutions, but in all institutions the great majority are unskilled. The percentage ranged from a low of approximately 62.0% at the Fort Saskatchewan Correctional Institution to a high of approximately 81.0% at the Lethbridge Correctional Institution.

The Moyer Associates survey of the province-wide institutional population revealed a high degree of unemployment and underemployment at time of arrest. It similarly revealed a pervasive lack of completed professional or vocational training.



EMPLOYMENT STATUS AT ARREST

<u>STATUS</u>	<u>% OF INMATES</u>	
Working Full-Time	41.4%	(N=450)
Working Part-Time	11.5%	(N=125)
Unemployed: Looking for Work	36.6%	(N=398)
Unemployed: Not Looking for Work	9.7%	(N=106)
Missing	.8%	(N= 9)

VOCATIONAL TRAINING

COMPLETED

<u>AREA IN WHICH TRAINED</u>	<u>% OF INMATES</u>	
No Vocational Training	72.5%	(N=789)
Mechanics	4.6%	(N= 50)
Food Service	1.1%	(N= 12)
Office Occupations	1.2%	(N= 13)
Basic Building Trades	7.4%	(N= 81)
Service Trades	.8%	(N= 9)
Ancillary Medical Occupations	.0%	
Other	9.0%	(N= 98)
Missing	3.3%	(N= 36)

As to the current status of vocational training programs, documentary material and visitations reflect the following:

FORT SASKATCHEWAN CORRECTIONAL INSTITUTION The existing vocational facilities are oriented toward auto body and welding.

The auto body course is certified. A cooking course provides credit for hours toward apprenticeship only. (Outside resources have already been covered under the section on Educational Programs.)

The auto body course, which is a basic "exposure" course, is reserved for inmates classified minimum security who have at least 2 months left to serve on their sentences.

PEACE RIVER CORRECTIONAL INSTITUTION Vocational programs include cooking, baking, butchering, welding, motor mechanics, carpentry and auto body. The auto body, welding, carpentry and motor mechanics courses are combined into vocational exploration and pre-employment programs. Fairview College provides a ten (10) week vocational course in motor mechanics, welding, auto body and woodworking, and pre-employment programs leading to apprenticeship standing in carpentry, motor mechanics and welding. Outside resources are as previously mentioned.

CALGARY CORRECTIONAL INSTITUTION There are presently no certified vocational training courses at the Calgary Correctional Institution, although community educational facilities are used extensively by inmates who qualify for Temporary Absence.

There are also capital funds in the 1979/80 budget to provide additional space to permit the development of a program similar to that at the Peace River Correctional Institution.

CALGARY REMAND CENTRE This facility has no vocational training

courses, and in view of its purpose, it would be inappropriate to develop any.

LETHBRIDGE CORRECTIONAL INSTITUTION Only the kitchen-related activities (baking, meat cutting, general cooking, setting tables) are available, and these can accommodate up to 13 inmates at any one time.

Vocational training provisions have been programmed for the new Lethbridge Correctional Institution, construction of which is due to commence in the Fall of 1979 with an early 1982 completion date.

NORDEGG CORRECTIONAL CENTRE The program at this facility is not intended or designed as vocational training, and will be covered in the section on Work Programs.

It can be seen from the foregoing that with the exception of the Peace River Correctional Institution, and the new St. Paul Correctional Centre, there is a dearth of vocational training opportunities available for inmates in the provincial correctional institutions. This situation cannot be otherwise at present in view of physical plant limitations, the handicaps imposed by the short terms being served by most of the inmates and budgetary considerations. Additionally, since the majority of the provincial sentenced inmate population is minimum security, it is desirable to permit those inmates who qualify for release on Temporary Absence, to take part in educational/vocational programs in the community, where facilities, training expertise, and opportunity for continuity following sentence termination is the greatest.

However, given the comments made earlier, efforts should be made

to develop programs with a range of choice and degree of flexibility to suit Alberta's inmate population. Such programming should rely heavily on the more extensive resources of the Alberta Vocational Centres and Community Colleges located throughout the Province as is the case in Peace River Correctional Institution which is an excellent example of what can be achieved in co-operation with community resources.

#### COUNSELLING

Again, because of the short periods of time that inmates are serving, the objectives of the counselling program must be limited in nature and must be addressed primarily to the situational and immediate problems of inmates. Long-term counselling intended to bring about fundamental changes in the values and life styles of offenders is possible only for a small segment of the population which is serving longer sentences, and who are motivated to participate in such programs.

The institutional services manual sets as the goals of counselling "either the immediate solution of a specific personal problem or a long-range effort to develop increased self-understanding and maturity within the offender." It asserts that counselling is not only the responsibility of the caseworker but also that of the teacher, the work supervisor, and other correctional staff who have direct contact with the offender and that while "voluntary participation of the offender in a counselling relationship is desirable, ....participation in a course of action which is mandatory can be effective." The manual states that casework "consists of working with one individual at a time with the aim of: (a) obtaining clear case description or social history, (b) solving

immediate problems involving family or other personal relationships, (c) exploring carefully long-range problems of social adjustment and assisting the individual toward acceptable solutions; and (d) offering supportive guidance and information to inmates who are nearing release from the institution."

Until recently, the institutional organizational structure had three sections in which the personnel had a similar backgrounds and qualifications as counsellors: the Classification Section, the Counselling Section and the Community Release Unit. The Classification and Counselling Sections have since been integrated.

The process normally works in such a way whereby the inmate is assigned to a counsellor/caseworker upon admission to the institution. When the inmate has developed a community release plan in consultation with his caseworker/counsellor, and has served the minimum time required, oftentimes, because of the characteristically short periods of time served, most inmates are assigned to the Community Release Unit following initial classification. Both the Classification and Community Release Units are under the direction of the Deputy Director (Programs).

FORT SASKATCHEWAN CORRECTIONAL INSTITUTION The Classification/Counselling Unit of this facility has nine caseworkers and two placement officers. The Community Release Unit has eight caseworkers. The personnel of both Units are a mixture of university graduates with little correctional experience and employees with several years of correctional experience but little, if any, university education.

The internal counselling programs are (1) group counselling, (2) individual counselling, (3) psychological testing, (4) A.A.D.A.C. (a 12-day co-ed addiction series and group and individual counselling for alcohol and drug dependency), (5) native liaison officers, (6) Catholic Social Services (Marital counselling), (7) Handicap Services (assisting those with mild mental deficiencies), (8) employment, (9) Health and Social Development (to assess need for public assistance prior to discharge), and (10) part-time counselling provided periodically for student placements. The community social agencies involved in the internal program are willing to maintain service to clients on discharge.

PEACE RIVER CORRECTIONAL INSTITUTION At this facility there are a number of program staff to assist inmates with any one of a number of problems that the inmate may encounter, in addition to assisting the inmate in preparing for his eventual release. Additionally, there are outside resources: Canada Manpower, Alberta Social Services and Community Health, the Grande Prairie Day Treatment Centre, and Action North.

CALGARY CORRECTIONAL INSTITUTION The program includes (1) individual counselling, (2) group counselling, (3) A.A.D.A.C., (4) Native Counselling, and Services, (5) Canada Manpower. Outside resources include the Canadian Mental Health Services, sheltered workshops (V.R.R.I., Rehabilitation Society, Work Activity Project, Project Self-Help), Pastoral Institute (individual and family counselling) and Social Services and Community Health.

CALGARY REMAND CENTRE This facility has a number of program staff involved in classification, casework, placement, pre-trial release,

and fine option. Additionally, a number of social service, mental health and native agencies provide assistance to inmates on an as required and periodic basis.

LETHBRIDGE CORRECTIONAL INSTITUTION Again, a number of program staff are involved in counselling, classification, community release, and related activities. The program also offers individual and group counselling, a native liaison officer, and A.A.D.A.C. (individual counselling and information series).

NORDEGG CORRECTIONAL CENTRE This facility has a caseworker who performs counselling, placement and community release duties with the emphasis being on pre-release planning. Also, considering the nature of the program, which will be outlined subsequently, there is of necessity a great deal of informal counselling on an individual basis between correctional staff and the inmate.

SUMMARY The foregoing narrative indicates considerable variation between the various institutions as to the provision of counselling services. Some of this variation is purely administrative, other related to type of facility, type of inmate population, availability of community resources, and interest of local resource organizations. It is apparent also that considering the high rates of turnover, counselling personnel must be highly preoccupied with processing pre-release planning requirements with intensive counselling being provided mainly on a selected individual basis.

#### RECREATION

This program component, unlike educational, vocational and

counselling programs, is not affected by the fact that most prisoners are incarcerated for relatively short terms. It should involve virtually all inmates, no matter how brief or how long their stay may be in the institution. This is recognized from the outset in the **Institutional Manual's Policy Directives**, which are prefaced by the statement that: "All institutions should endeavour to sustain a full, well-balanced recreation program including individual physical and social activities in which all inmates should be encouraged to participate." The directive points out that while it is important to involve as many inmates as possible, "the number accommodated by an individual activity should not be used as the only criteria for selecting activities." The benefit to an individual prisoner is also a consideration.

All institutions are directed to maintain an up-to-date library. The libraries are indirectly supervised by a Departmental Librarian in terms of requisitioning and supplying of reading material, who in turn maintains liaison with a member of the recreation staff of each institution who directly oversees the operation. Access to the library by inmates is to be a minimum of twice a week "either directly or through a regular delivery system from the library," and daily hours are to be arranged "to complement other institutional programs and activities to enable maximum usage."

"Selection, ordering and processing of library materials and all library procedures are to be established and carried out in consultation with and approval of the **Departmental Librarian**." The library collection is to include copies of the Criminal Code as well as **Provincial and Federal** statutes (but not law texts or books of case

law), materials which supplement classroom course materials and texts, a minimum of 20 currently useful book titles per inmate, one periodical title for every 10 inmates, copies of major provincial daily and weekly newspapers, and games, puzzles, tapes and records. Inmates may also subscribe at their own expense, or paid for by relative or friends, to publications from a list approved by the Institutional Director.

Inmate publications are authorized as a training activity, subject to terms of reference covered in the manuals of policies and procedures. Included are such elements as (a) submission of articles, (b) review and approval of drafts before printing, and (c) liaison between the inmate editor and staff liaison officer. Editors and feature writers of local newspapers may be invited "to assist in the guidance and training of inmates in the operation and publication of an inmate magazine."

The organization of the hobby program "may be formal or informal or a suitable combination of both methods depending on the circumstances and conditions prevailing at the institution and the availability of resources both internally and externally." If formally organized, two phases are required: (a) Basic-instruction on an individual or group basis on the fundamental principles and practices involved in the activity, and (b) Advanced - the inmate continues to pursue his art or craft on his own initiative, "together with the development of mutual assistance groups among inmates themselves and in conjunction with participation of interested and specially qualified citizens." If informally organized, the program would include the same elements "in an unstructured way of

meeting the needs of individual inmates on a progressive basis to the extent possible in a variety of situations." Inmates must purchase their own tools and materials, but if they do not have the funds, they may request assistance from the Inmate Welfare Fund.

Full-time Hobby Officer positions are being assigned as facilities are renovated to accommodate a formal hobby program.

#### PROVINCIAL ASSISTANCE

In 1979 more emphasis has been placed on the importance of recreation programs in Provincial Correctional institutions.

A Head Office Program Consultant has been assigned the tasks of establishing Provincial Recreation Standards and developing Working Agreements for each Recreation Supervisor. The aim of these undertakings is to provide as comprehensive and qualitative a program as possible at each institution.

The Program Consultant is also responsible for advising on administrative problems encountered by institutional staff, developing training programs for recreation staff, assisting in the preparation of recreation budgets, monitoring the implementation of approved recommendations and maintaining a master recreation equipment inventory system.

The status of recreational programs at the individual institutions may be summarized as follows:

FORT SASKATCHEWAN A main gymnasium is used daily on weekday afternoons for male remands and six nights per week for sentenced male inmates; a mini-gymnasium is operated seven days a week for females and inmates of C Block. There are also exercise yards for daily use by remands, females and inmates of D Block. In season there are teams for hockey, softball and volleyball, and during the evenings the sports field and hockey

rink are available to sentenced units. Inmates may also be taken on outings for swimming and bowling. Passive recreation includes weekly movies, card tournaments, bingo and hobbies and crafts. Among the special events are outside invited guests, two sports days a year for sentenced inmates, Christmas concerts, a chess club, etc.

PEACE RIVER Recreation facilities at this Institution include exercise yards, a gymnasium, a sports field, a library, a hobbycraft room, and a music room. There is a wide range of recreational activities, and competitive sports including basketball, volleyball, broomball, softball, ice hockey, football, soccer, and floor hockey. There are also special events, such as tournaments on long weekends, barbeques, bingo, swimming, and movies. During summer months the recreation staff may take inmates swimming in Peace River, and in the winter, to hockey games in the community of Peace River.

CALGARY CORRECTIONAL INSTITUTION Recreation facilities include a gymnasium, a school room which is used for weekly movies, and a hobby room. In addition to a wide variety of regular recreational activities, there are entertainment events once a month featuring performers from the community, and four concerts yearly for inmates and their visitors. Inmates assigned to the prerelease unit may also participate in various leisure activities in the community.

CALGARY REMAND CENTRE Used for recreational purposes are an outdoor exercise yard, an indoor recreational area, 3 libraries, a hobby room, and the living units. Among the activities are ping pong, weight lifting, calisthenics, guitar playing, volley ball, and basketball tournaments, touch football, soccer and badminton.

Table games include chess, checkers, cribbage, and backgammon. Movies are held biweekly. There is also a separate recreational program

for female inmates, which in addition to many of the foregoing activities offers bingo, knitting and painting. For all inmates television is heavily relied upon.

LETHBRIDGE There is the usual range of recreational activities, including athletics, arts and crafts, library and music (the library is presently being renovated and the program reorganized; the music program is temporarily shut down for repair of equipment). Dramatic skits are presented periodically. During the winter inmates may be taken to hockey games in the community, and during the summer to other types of events. Outside guests are involved in bi-monthly socials and special events. There are periodic intramural tournaments in such sports as basketball and volleyball, and the institution is also involved in a community baseball league. The usual table games are also available.

NORDEGG The program at Nordegg is an unusual blend of work, recreation and Adventure Training. These components are operated separately, but are the responsibility of the same staff, which is composed of a Deputy Director (Programs), a Recreational Officer, an Adventure Training Officer, and six Correctional Officers. The Adventure Training course, which lasts 21 days and involves 15 to 20 inmates, covers such subjects as basic wilderness skills, map and compass reading, backpacking, rock climbing, cross country skiing, snowshoeing, ice climbing, and caving. The course usually ends with a five or six day expedition. In the evenings and on weekends the recreation program consists of a variety of athletic activities, television viewing, pool tournaments and films.

#### RECREATION CONCLUSION

Although there are variations in the recreation programs due to the basic missions of the institutions, their physical capabilities, staffing patterns, locations, etc., the step toward establishing minimum Provincial recreation standards is viewed positively.

The standards serve as an excellent guide relative to range, quantity and quality of activities to be offered.

With the introduction of Working Agreements for Recreation Supervisors, specific expectations are placed on staff. This not only assists the Recreation Supervisor in the overall planning of the program, but also allows for a more comprehensive monitoring process.

Continued emphasis should be placed on activities and events involving the community both inside and outside the institution. Wherever possible, skills should be taught to inmates for use back in the community. A leisure counselling component should be active in each institution to assist inmates with their efforts to join community recreational organizations upon release.

Finally, there is a need to continually strive toward the recruitment of qualified and creative leaders, capable of administering the recreation program in an organized professional manner.

#### INMATE WORK PROGRAM

There is no other consideration more important in prison administration than the provision of work programs for inmates. Correctional literature abounds with recitations of the many deficiencies and evils of prisons, the number and relative significance of which

depends on the individual writer. There is, however, relative unanimity in the condemnation of idleness. Its existence is virtually universal among the prison systems of this continent.

In Alberta the relatively short sentences served by most offenders may handicap the potential effectiveness of some prison programs, but it should not be an insurmountable barrier with respect to inmate employment, except perhaps for those inmates who serve only a few days, those who present such management problems that they must be kept locked up in their cells, and the infirm or disabled. With 65% of Alberta's sentenced inmates classified in minimum security, and most of the remainder in medium security, the provision of work opportunities understandably is given major emphasis.

In recognition of all this, the Institutional Services Manual on Inmate Employment states that:

"It has long been known that the most difficult institution to administer is one in which inmates languish in idleness. The absence of work leads to moral and physical degradation and corrupts institutional order."

The manual urges the correctional institutions to arrange programs to the extent possible, to motivate and encourage inmates in the development of good work habits, assigning inmates to tasks appropriate to intelligence, educational potential, age and ability. The directives additionally address employment and training programs (the vocational training aspects of which have been discussed above), and enunciate the basic policy that every sentenced inmate shall be engaged or employed in a work or a work training activity to the extent that the institution can accommodate such

activity, providing the inmate is medically fit to engage in such activity and such engagement in activity of this nature is not otherwise contrary to the laws of Alberta or Canada.

The manual provides that the work schedule will normally be 8 hours a day, 5 days a week, and that inmates will not work in the institution on Sundays or holidays except for sanitation duties, the preparation of food, the performance of essential work, or special duties on a voluntary basis as approved by the Institutional Director. The Institutional Placement Officer is assigned the responsibility for all work placements.

NUMBER OF HOURS WORKED BY INMATES PER WEEK

BY INSTITUTION LOCATION

% OF INMATES WORKING

# OF HOURS	FORT SASKATCHEWAN CORRECTIONAL INSTITUTION (MALE)	FORT SASKATCHEWAN CORRECTIONAL INSTITUTION (FEMALE)	CALGARY CORRECTIONAL INSTITUTION	LETHBRIDGE CORRECTIONAL INSTITUTION	PEACE RIVER CORRECTIONAL INSTITUTION	NORDEGG CORRECTIONAL CENTRE	BELMONT CORRECTIONAL CENTRE (MALE)	BELMONT CORRECTIONAL CENTRE (FEMALE)
1 - 5	26	20	17	13	7	-	41	40
6 - 10	1	-	-	-	-	-	-	-
11 - 15	2	7	-	-	-	-	-	-
16 - 20	4	-	-	-	-	-	-	-
21 - 25	8	33	-	-	-	-	13	20
26 - 30	8	-	-	-	-	-	12	20
31 - 35	10	-	-	87	-	-	-	-
36 - 40	34	40	83	-	93	100	29	10
More Than 40	5	-	-	-	-	-	5	10

The manual directives on Inmate Incentive Allowance is again  
emphatic on the importance of work:

"In most correctional systems, many inmates serve their sentences in idleness resulting from lack of work



opportunities or other meaningful activity. In recognition of the reality that it is incredulous to expect an inmate upon release to become a productive citizen if allowed to serve a sentence of incarceration in relative idleness, an effective institutional inmate work program is of paramount importance in attempting to achieve the goals of a modern day progressive correctional system."

The manual provides detailed job descriptions for all inmate work assignments, and the grading of these assignments "as to importance of position and level of technical skills required to perform the task in an effective manner." This grading is directly reflected in inmate pay rates, which range from no pay to as much as five (5) dollars per day. Inmates who refuse to work, who are on charge or who are assigned to a disciplinary unit are not eligible to receive incentive allowance. Inmates who are ill, as confirmed by medical staff, or for whom there are no employment opportunities, are paid one (1) dollar per day, not to exceed five (5) dollars per week. Other inmates, depending on their job classifications, are paid two (2) to five (5) dollars per day.

An inmate may be placed in a work assignment in three ways:

(a) the Institutional Placement Officer can assign him to a specific job, (b) the inmate can apply to the Placement Officer for a job from a daily list of vacancies posted by the Placement Officer, or (c) the work supervisor can ask the Placement Officer to assign a particular inmate to him if the inmate has skills that the supervisor needs and no other "qualified" inmate has been assigned to him by the Placement Officer.

The inmate can be demoted in job classification and pay scale for a number of reasons, usually involving problems on the job. The

work supervisor is encouraged to bring these problems to the attention of the inmate's caseworker in a joint effort to attempt to resolve them. If this does not work, or if the inmate is considered poorly "matched" to his job, he "must be removed from the work assignment and either reassigned or disciplinary action taken, depending upon the circumstances in the individual cases." If the inmate is reduced in job classification or pay scale, he may appeal to the Institutional Director within 2 days of the action, and the Director has the options of upholding the decision, reassigning the inmate or reinstating him to his former work status.

The manual directives on Forestry Camp operations are prefaced by this rationale:

- "1. It has long been recognized that a substantial number of inmate populations do not need to be retained in guarded enclosures. By the assignment of inmates to forestry camp operations, not only are the opportunities for useful employment increased, but the inmate may pursue them in a more wholesome, healthful setting free from unnecessary restrictions.
- "2. For the inmate who will soon be released, camp assignment provides a gradual easing of the tensions of institutional living, an end to direct contact and association with the more undesirable element to be found among the inmates of every institution, an opportunity to develop muscles that will be needed for the labouring job to which most inmates return to when they leave incarceration and an opportunity to earn and save additional money for the critical period immediately after release."

Some of the benefits of the camp program include opportunities for inmate self-improvement, conservation of natural resources and protection and improvement of public services, and the reduction of institutional

over-crowding, construction and operational costs, and idleness.

The camps operate as satellites to the major institutions, and the officers in charge are responsible to the Institutional Directors. Because of the remoteness of the camp locations and the consequent necessity for camp staff to make decisions without being able to consult senior officials, only trained and experienced personnel are assigned to camp duties. Officers selected for this assignment are either experienced or trained in inmate supervision, forestry camp management and forestry camp programs.

The manual indicates that the institutional Classification Committee is responsible for selecting inmates for assignment to forestry camps. The criteria includes physical and mental fitness, willingness to accept the assignment, qualifications for the work to be performed and sufficient time remaining to be served. Factors disqualifying inmates for the forestry camps include psychological instability, a history of escape, addiction to alcohol or drugs, and a history of violence.

Forestry work programs and site locations are approved by Head Office, Alberta Correctional Services in consultation with Alberta Forestry, and specific tasks are jointly agreed upon and approved by Forestry superintendents and Institutional Directors. According to policy, "Only work projects which are useful and in the public interest are undertaken, i.e., suppression of forest fires, reforestation, improvement of roads, development of camp sites, etc." Inmates employed in the camps on forestry projects are paid up to five (5) dollars per day, depending on the classification of their job assignments.

The work programs at the institutions are essentially as follows:

FORT SASKATCHEWAN CORRECTIONAL INSTITUTION

Vegetable preparation and storage  
Greenhouse  
Garden and Grounds  
Carpentry Shop  
Paint Shop  
Auto Body Shop  
Power Plant  
Kitchen  
Housekeeping and Janitorial Service  
Community Projects  
Forestry Camps  
Building Maintenance

Some inmates are not available for work assignments in the institution because of involvement in educational, treatment, or community release programs or assignments to security, medical or protective custody units.

The Fort Saskatchewan Correctional Institution has four (4) forestry camps, each of which can accommodate upwards of 20 inmates. During the summer months an historical resources restoration program is operated at Fort Victoria, about 40 miles from the institution, and usually has about 15 inmates. Additionally, a wood-cutter project in conjunction with Alberta Parks and Recreation is operative at Miquelon Lake.

PEACE RIVER CORRECTIONAL INSTITUTION At the time of the review, the work program was made up generally of institutional maintenance, outside work, food services and laundry. Outside the institution, inmate crews perform seasonal gardening, grounds maintenance,

maintenance of a local park, and various other jobs in the community. A number of other inmates are assigned to Forestry programs in the Footner Lake region.

CALGARY CORRECTIONAL INSTITUTION The inmate work opportunities are as follows:

Shoe Repair Shop  
Garden and Grounds  
Horticulture  
Laundry  
Food Services  
Mechanical Shop  
Janitorial  
Warehouse  
Historical Restoration (Cochrane Ranch)

This institution also has 3 forestry camps, each with about 14 inmates, one of which is a camp specifically for inmates with serious alcohol problems.

CALGARY REMAND CENTRE At the time of the review, a number of selected remanded inmates were assigned to miscellaneous duties, mostly cleaning and maintenance. Inmates sentenced to very short terms of imprisonment, instead of being transferred to the Calgary Correctional Institution, are employed as kitchen workers under the supervision of a food catering firm, engaged in contracted food services at the Remand Centre.

LETHBRIDGE CORRECTIONAL INSTITUTION Inmates may be assigned to the farm and garden, Alberta Government Services shops, kitchen, laundry, clothing room, library, janitorial work, and general labour. Also, minimum security inmates are accommodated at the Westcastle Forestry Camp 20 miles west of Pincher Creek.

NORDEGG CORRECTIONAL CENTRE The Nordegg Correctional Centre, located in an abandoned mining town and occupying many of the original buildings, must be regarded as primarily a work situation, although with its wilderness program, it serves a much broader purpose. Inmates may be transferred to the facility from any of the province's correctional institutions, although the Fort Saskatchewan Correctional Institution and the Calgary Correctional Institution are the primary referral institutions. On an experimental basis, groups of selected probationers have taken part in the adventure training program, and the reaction of participants, Probation personnel and Judges has been positive.

The criteria for assignment to Nordegg Correctional Centre includes minimum security status, no outstanding charges or pending appeals, no history of sexual offences, medical and dental fitness, psychiatric suitability, demonstrated good conduct and attitude, favourable prognosis for adjustment at Nordegg Correctional Centre, and preference to young offenders between the ages of 17 and 26.

The Nordegg Correctional Centre program has three general components: work, wilderness adventure training, and recreation. The facility provides services chiefly to the Alberta Forestry Service, cutting wood, clearing residential areas, building picnic tables and latrines, fighting forest fires, trail blazing, etc. In the wilderness adventure component, residents take part in outdoor camping, backpacking, mountaineering, canoeing, skiing, etc.

The camp at Wapiabi about 25 miles northwest of the facility, is used on a periodic basis for adventure training and is not permanently

staffed. In addition, work crews at the main facility are used on Forestry projects in the immediate area surrounding Nordegg Correctional Centre.

New inmates are assigned to duties by a selected panel comprised of the Placement Officer and two other camp personnel. They may be assigned initially to training and forestry duties at the main facility, to base support (kitchen, garage, maintenance, etc.), or the special projects as for example the renovation of some of the old mining town buildings. The facility schedule is based on 7 days of work followed by 3 days of adventure training and recreation. The capacity of the facility is approximately seventy-five (75) although this number can vary, from time to time, depending upon the aforementioned factors.

At the time of the review the facility was functioning in a reasonably effective manner, however, some deficiencies were noted:

--The criteria for transfer to the facility were sometimes not always followed by the referring institution.

--Some inmates transferred to Nordegg Correctional Centre appeared to be suitable and eligible for temporary absence (although a majority of the camp residents are eventually released on temporary absence.)

--Some of the inmates who are transferred do not appear to be motivated to participate in adventure training, or are not sufficiently physically fit to take part.

--The facility is understaffed due to the difficulty of filling, and keeping filled, vacant positions (employees and typically reluctant to be assigned to this remote area.)

SUMMARY From the data available on the inmate employment programs of the various institutions, it would appear that in an effort to spread work opportunities among the inmate population, many of the work crews are assigned more inmates than are actually needed. This is not unusual in correctional institutions, and is forced both by institutional overcrowding and by a characteristic lack of work opportunities. In many prisons, industrial operations have been established to meet this problem. This would not appear to be realistic alternative in the Alberta provincial correctional institutional system, in that to achieve a reasonable level of earnings, prison industries require a relatively large work force of inmates who are serving sufficient time to enable them to be trained and acquire experience and proficiency on the job.

Alberta has relatively few inmates who are in the system long enough for them to reach levels of productivity comparable to that prevailing in outside industry, and consequently another solution to the problem of providing work opportunities for inmates is required, involving some measure of reorganization, priorities and criteria for program assignments, and some addition and modification of space.

#### TEMPORARY ABSENCE PROGRAM

The institutional manual directives on the subject of Community Release sets forth the general philosophy. The manual asserts

that the preparation of the offender for his eventual release should begin upon his commitment, with treatment programs designed to enhance his ability to make a successful adjustment in the free community. The pre-release program should provide for a gradual transition, and while the actual program occurs outside the institution under the supervision of community corrections staff, it is the function of the institutional community release staff in concert with the staff of community corrections to develop viable plans for inmates being seriously considered for release.

The institutional policies and procedures manual makes a number of suggestions as to community resources that may be used in the community release program, and discusses some of the problems in emotional adjustment typically experienced by releases.

The manual regards the Temporary Absence Program "as an important step in the total rehabilitation process". The absences are intended to help the inmate in his transition to community life, and acknowledge that certain calculated and defensible risks must be taken toward this end. Institutional Directors must establish a Review Committee of 3 staff members to process applications for Temporary Absence and provide recommendations for approval or disapproval to the Institutional Director. The Deputy Director (Programs) is the only standing member of the Committee and serves as Chairman. The other two members represent correctional staff or treatment program staff.

Under the manual's provisions, inmates may "apply at any time during their incarceration for any type of Temporary Absence", but in actual practice, the institutions follow a rule-of-thumb that an inmate

must normally serve one-third of his sentence before being eligible, although there are provisions to release an inmate earlier if there are extenuating circumstances. Also, while under this directive, the responsibility for approving or disapproving applications lies with the Institutional Director or the Director, Temporary Absence Program, depending upon the type and duration of the Temporary Absence being applied for by the inmates. The Institutional Director may approve Temporary Absences up to five days, whereas the Director, Temporary Absence Programs, may approve absences up to fifteen days.

Inmates are normally responsible for all costs in connection with Temporary Absence and for making their own travel arrangements, except where the absence may be for medical purposes. Inmates on Temporary Absence must comply with the conditions indicated on the Authorization Permit, and failure to do so may be subject to disciplinary action or to a charge of being Unlawfully at Large under the Criminal Code of Canada.

Where the inmate is to be absent for overnight or longer, a community investigation must be conducted, prior to actual release, by a community corrections officer. This is done as quickly as possible, and where the situation cannot await a written report, a verbal report may be given to the institution, followed in due course by a written report to verify the verbal report. The report may include a recommendation by the community corrections officer who prepared the community investigation that the inmate granted temporary absence report to the community corrections office during his release in the

community, and in some cases even report to a police officer.

The criteria for Temporary Absence eligibility includes such broad consideration as:

- (a) The program in which the applicant wishes to participate in the community shall likely be of greater benefit to the participant than would any program offered within the institution during the same period of time;
- (b) The applicant should not present any immediate or known threat to the community; and,
- (c) The applicant should not be likely to become Unlawfully at Large.

There are a number of circumstances under which inmates are not normally to be considered for Temporary Absence:

- (a) A parolee under suspension of parole;
- (b) An inmate awaiting deportation;
- (c) Remands;
- (d) Inmates awaiting transfer to another institution;
- (e) Inmates on appeal; and,
- (f) Inmates with outstanding charges more serious than the offence for which they are currently serving a sentence.

Institutional Directors have authority to suspend any Temporary Absence respecting an inmate on release from the institution which they are in charge and can revoke any absence that they have personally authorized. Absences authorized by the Director, Temporary Absence Programs, must be revoked by the Director, Temporary Absence Programs,

either on the recommendation of the Institutional Director or that of the community corrections employee supervising the inmate in the community.

When a Temporary Absence is suspended because of circumstances beyond the inmate's control (completion of employment, work stoppage due to strike, etc.), the inmate must return to the institution, but may be reinstated on Temporary Absence without having to reapply once the condition resulting in the termination is resolved. However, where reinstatement involves a different plan, purpose or location other than the original application, a new application must be made.

A one-third sample of 935 cases granted Temporary Absence approximately 53% of the sentence had been served prior to the first grant of Temporary Absence. Approximately 4% served less than 10% of their time before obtaining Temporary Absence. At the other extreme, approximately 6% served nearly their full term. Approximately 25% served less than one-third and approximately 47% served less than one-half of their sentences before being granted temporary absence.

The study indicated that the length of the aggregate sentence appeared to affect Temporary Absence decisions. It pointed out that while 47% of the inmates in the general inmate population were serving terms of six months or less, nearly 70% of the inmates granted Temporary Absence were in this category. A conclusion that could be drawn was that "the longer the period of sentence the more difficult it had been to obtain a temporary absence".

Also, the review of the sample would suggest that inmates

granted Temporary Absence who were serving shorter terms had to serve a smaller percentage of these terms before receiving a favorable decision than did inmates serving longer terms. In other words, with individual exceptions, the shorter the term the less of that term had to be served before getting Temporary Absence, and the longer the term the more of that term had to be served.

As to the reasons for Temporary Absence, employment was the most common, followed by drug and alcohol treatment programs and personal (compassionate) reasons respectively. However, when education was the purpose, Temporary Absence was granted more expeditiously than for any other purpose.

The section on community-based corrections programs covers the Temporary Absence Program from the standpoint of that component of Alberta Correctional Services. A review of the Temporary Absence Program, as it applies to the province's correctional institutions would reveal the following areas in need of further review:

--The rule-of-thumb that an inmate must serve one-third of his/her sentence before being eligible for Temporary Absence was frequently considered too restrictive. Note: This policy has since been amended to permit deserving cases to be released after serving one-sixth of sentence, providing the inmate returns to the correctional institution on a daily basis.

--In some cases, inmates granted Temporary Absence were referred

to Community Residential Centres when they may otherwise have been suitable for release to their homes. On the other hand, the institutions were sometimes considered to be reluctant or hesitant in referring qualified inmates on Temporary Absence to the Community Residential Centres.

--Caseworkers in some cases were reluctant to refer inmates to the Community Release Unit for community release planning and inmates therefore may not have been released as soon as they might otherwise have been.

--The procedure under which inmates on Temporary Absence must return every two weeks to the institution from which they had been released, before being returned to Temporary Absence status was not considered necessary by some staff who apparently preferred that these offenders report only to a community corrections office. On the other hand, there were those who felt that the inmates on Temporary Absence reporting to the institutions should also have to report to the community corrections office and that the requirement of the Prisons and Reformatories Act (Canada) should be changed to permit a greater degree of flexibility.

--Natives were at times refused Temporary Absence to the Reserves because of a lack of employment opportunities on the Reserves and the likelihood that they were more apt to resort

to alcohol abuse.

--At one institution, Temporary Absence was less likely in the winter than during the summer because jobs are scarcer in the winter.

--Because of the "competition" for minimum security inmates by various institutional and community-based programs, inmates may be held too long in these programs when they might otherwise have been released on Temporary Absence.

--There was some feeling that the institutional Community Release Units, in order to expedite and facilitate the release of inmates on Temporary Absence, ought to be run by community corrections. (There was also some feeling against this idea.)

--A problem develops, from time to time, when it becomes necessary to immediately return an inmate who is on Temporary Absence and who violates the conditions of a Temporary Absence. The police cannot presently become involved unless a new offence has been committed or the offender is declared Unlawfully at Large. The community corrections officers supervising inmates on Temporary Absence usually have to persuade the offenders to return to the institution, and in turn provide the escort, as they do not have the power of arrest.

--In some instances, community corrections and Community Residential Centre personnel were considered to be too quick to return to the institutions inmates on Temporary Absence who were creating relatively minor problems, and it was felt that a greater effort should be made to resolve these problems without having to resort to suspension or revocation of the Temporary Absence certificate.

--The Temporary Absence procedure was considered by some to be too cumbersome - i.e. requiring applications, committee reviews and Head Office approval.

--Coordination between the institutional Community Release Units and community corrections personnel was sometimes said to be inadequate.

Considering the short-term nature of the institutional population and the consequent limitations on the use of internal programs, the emphasis on the Temporary Absence program is well-founded.

The procedure is highly flexible, and permits release for varying periods from a few hours up to the remainder of the sentence for those purposes which can be documented to be in the best interests of the individual offenders and the community. For these reasons, it is much superior to parole, and it is understandable that to a great extent it has supplanted the use of federal parole. Temporary Absence can be granted on a more timely basis, and the controls are greater and less subject to inflexible, time-consuming and bureaucratic procedures.



No major reorganization of the program is needed, but some adjustments in policy and procedure may make possible a more optimal use of the program.

NOTE: Policy and procedural changes have been introduced since the above review was carried out, and the majority of the above problem areas have been reviewed and are in the process of being resolved.

#### FINE OPTION PROGRAM

This program has been discussed in the section on community-based corrections, and this section will cover only its institutional aspects.

Fine Option policies and procedures are found in the Community Corrections Policies and Procedures Manual. The policy is stated to be "that fine defaulters committed to provincial correctional institutions will be screened in order to determine their eligibility to be involved in the Fine Option Program", with the goals of ensuring that suitable fine defaulters are placed in the program and that any unnecessary risks to the community are minimized.

For eligibility a fine defaulter must (a) have no outstanding warrants or charges, (b) be incarcerated solely as a result of defaulting on a fine, (c) have no history of violence or escaping custody, and (d) have more than a 5-day sentence. The defaulter must also be interested in participating in the program, and it must be considered a benefit to the defaulter and to the community.

The procedure is such that on the day the defaulter is committed

to the institution or as soon as possible thereafter, he is interviewed by a representative of the institutional program staff and, if the initial referral criteria are met, the defaulter is referred to the Fine Option Program Unit where the defaulter's interest in the program is explored, the level of risk he presents to the community, employment possibilities, community service alternatives and residential requirements. If, after this screening/assessment process, the defaulter appears suitable, an "Application for Fine Option Program Temporary Absence" is completed, and a decision made respecting release on Temporary Absence. Defaulters placed in the community segment of the Fine Option Program are supervised by a community corrections officer.

Defaulters placed in the institutional segment of the Fine Option Program are, of course, supervised by institutional personnel. In the institutional program, defaulters in the program are credited both with time served and with a credit equal to \$4.00 per hour for work performed while participating in the program. They may also pay a part of the fine in cash. Therefore, in the institutional phase, defaulters may satisfy their fines through a combination of time served, credit at the rate of \$4.00 an hour for each hour they take part in the Fine Option Program, and cash payment.

The internal component (working in institution) of the institutional phase of the program was initiated at the Lethbridge Correctional Institution in May 1977, and the external component (working in community) in June 1977. At the Calgary Remand Centre the institutional phase began in December 1976. Those who qualify for the

external component are placed in the program directly from the Centre and those who do not qualify are transferred to the Calgary Correctional Institution to serve their default time or to be placed in the internal component. At the Calgary Correctional Institution, the institutional phase was initiated in December 1976, at which time some fine defaulters otherwise eligible for the community program were still being admitted, while the internal component was initiated in August 1977. At the Fort Saskatchewan Correctional Institution the institutional phase began in December 1976, and fine defaulters eligible for the external component were transferred to the Belmont Correctional Centre (located in Edmonton) for assignments to community fine option projects. The internal component was initiated at the Fort Saskatchewan Correctional Institution in August 1977. At the Peace River Correctional Institution the internal component commenced in May 1977.

A review of the Fine Option Program carried out in October 1977, indicated that over 40% of the total sentenced admissions to correctional institutions in Alberta were for non-payment of fine, however, because of the relatively short periods of time served by defaulters, they compose a much smaller proportion of the daily inmate population. An inmate survey carried out in 1977 also revealed that:

--On March 31, 1977, 9.1% of the sentenced inmates were incarcerated in default of fine payment.

--These inmates were found to be older, poorly educated, and occupationally unskilled.

--A greater proportion of those committed were native.

--Defaulters were more likely than other inmate categories to report a problem with alcohol use.

--Fine defaulters were usually committed for alcohol or highway traffic offences.

--Over 90% of fine defaulters had an aggregate sentence of three months or less.

--Defaulters were generally found to be highly recidivist - e.g. more than one-quarter had five or more commitments.

An analysis carried out in 1978 - similar to one conducted in 1977 - indicates that fine defaulters continue to constitute approximately 34% of all admissions to the provincial correctional institutional system.

The following scenarios reflect the general status of the Fine Option Program at the various correctional institutions at the time of the review:

FORT SASKATCHEWAN CORRECTIONAL INSTITUTION The Fine Option Program is coordinated by an officer in the Community Release Unit. Fine defaulters who are eligible for Temporary Absence are transferred to Belmont Correctional Centre, where they are placed in the community phase of the Fine Option Program, or if they do not have enough time left, placed into Belmont Correctional Centre's internal program. Transportation and other related problems results in delays in transferring the defaulter, however, this problem will be resolved with the opening of the new Edmonton Remand Centre (E.R.C.).

With the opening of this facility fine defaulters suitable for community placement will be processed directly into the program, and only those who do not apply or who are not suitable will be committed to the Fort Saskatchewan Correctional Institution.

PEACE RIVER CORRECTIONAL INSTITUTION A fine Option Program was initiated at the Peace River Correctional Institution on May 1, 1977, when fine defaulters were permitted to satisfy their fine, or outstanding balance on their fine, by working at institutional tasks at the rate of \$3.00 per hour (increased to \$4.00 per hour November 1, 1979).

On April 1, 1979, the Fine Option Program was extended to community projects of public service nature.

The response and effect of this program has been positive, and has become an effective alternative to the imprisonment of offenders - particularly natives - who are unable to pay fines.

CALGARY CORRECTIONAL INSTITUTION Fine defaulters are under the supervision of a member of the correctional staff and are usually employed on the grounds, and institutional maintenance-type duties. Defaulters are screened by the Community Release Unit officer, and those considered suitable for community placement in the Fine Option Program are interviewed by a representative of one of the Community Residential Centres under contract to the department in the Calgary area, and if approved, are transferred to the Community Residential Centre. However, normally most defaulters eligible for the community program have already been identified while at the Calgary Remand Centre and placed directly into the Community Residential Centre, rather than being firstly transferred to the Calgary Correctional Institution.

CALGARY REMAND CENTRE This program usually includes defaulters who have only a small fine to work off, and perform duties at various private social service agencies such as the Salvation Army. Approximately 90% of these men reside at their homes, and only a few go to Community Residential Centres.

LETHBRIDGE CORRECTIONAL INSTITUTION Fine defaulters work both in the community during the day and return to the institution in the evening, and at various assignments in the institution.

NORDEGG CORRECTIONAL CENTRE Fine defaulters are not sent to this facility.

SUMMARY The concept and philosophy of the Fine Option Program has been discussed in the section on community-based corrections programs. It is unfortunate that persons must be committed solely for inability to pay a fine, and a possible solution might be the creation by the courts of a policy under which fines would be based on ability to pay. However, as long as the practice of committing fine defaulters continues, the Fine Option Program presents a highly effective method of dealing with the problem, and saves the government the costs of many thousands of man days of incarceration as well as the heavy cost of constructing the additional institutional facilities that would otherwise be required to accommodate defaulters.

RECOMMENDATIONS

1. That a review be made of all inmate work programs to determine whether tasks are assigned to inmates on the basis of well-defined criteria - eg: number of inmates per task, qualifications required to perform tasks, level of incentive allowance by task, level of supervision and training/orientation required.
2. That greater opportunities be developed to engage to the fullest extent possible medium and closely supervised maximum security inmates in more meaningful and productive institutional work projects.
3. That for inmate work assignments within the security perimeter, priority should be given to medium and maximum security inmates, and to the extent feasible, the use of minimum security inmates for these purposes should be avoided.
4. That assignments of minimum security inmates to inside or outside institutional work or to forestry camps be based firstly on the inmate's program requirements, and secondly on the task requirements of the individual institution.
5. That policy and practice respecting the use of minimum security inmate work crews continue to endorse a broader range of work projects by greater involvement with additional government departments to reach full potential and subsequently providing a greater service to the public.
6. That short-term community service projects be continued and expanded on a province-wide basis.
7. That a review of all institutional and related community educational programs and facilities be undertaken in concert with the Department of Advanced Education and Manpower in an effort to more productively co-ordinate the

- use of educational resources, especially those available in the community, in providing inmates with practical skills which will assist in gaining productive employment upon release to the community.
8. That the vocational training program at the Peace River Correctional Institution be evaluated for the purpose of determining whether this facility could provide vocational training for the younger inmates in the system (16-21 years of age) serving six months to two years.
  9. That the Fort Saskatchewan, St. Paul, Calgary and Lethbridge Correctional Institutions develop short modules of training in trades related to the construction industry in view of the great demand for construction workers in this province. These modules should include carpenter's helpers, bricklayer's helpers, electrician's helpers, plumber's helpers, roofing, drywalling, painting, reinforcement steel, carpet laying and panelling.
  10. That wherever possible minimum security inmates who qualify for community release on Temporary Absence should be permitted to take part in educational/vocational programs in the community where facilities, instructors and opportunities for continuity following sentence termination is the greatest.
  11. That inmates who are not eligible or suitable for the Temporary Absence Program and who do not require, do not want, or have insufficient time for educational or vocational training should be assigned to the institutional work placements.
  12. That classification practices amongst institutions be standardized to the extent possible.
  13. That priorities and criteria be established to eliminate competition between various programs for inmates in minimum security status.
  14. That all inmates in minimum security status be reviewed by the institutional Community Release Unit, to identify as soon as possible inmates considered

suitable for the Temporary Absence Program, or for pre-release planning purposes.

15. That the Community Release Units in the correctional institutions be staffed with personnel from the community corrections segment of Correctional Services who are more apt to have a community orientation, from an organizational and program continuity point of view.
16. That any inmate who is suitable for minimum security at initial classification should be placed in that security status. Security determinations should not be related to the type of custody desired for "program" reasons nor to the type of housing available.
17. That consideration be given to contracting out the Outward Adventure Program presently operating out of the Nordegg Correctional Centre to an organization - eg: Blue Lake Centre or Banff Centre - capable of staffing and providing continuity to this program.
18. That recreational standards - including staff deployment and hours of work - be developed that will standardize practices across the province and at the same time stimulate a wide range of inmate interests.

Note: Correctional Services has already undertaken the task of reviewing the entire area of recreation in correctional facilities to develop an overall plan for the province. This study upon completion should provide the blueprint that will highlight deficient areas and be a guide for the implementation of improvements and consistent recreation standards and practices in the service.

19. That with the opening of the St. Paul Correctional Centre and the establishment of the Fort McMurray and Highwood Forestry/Kananaskis Forestry Camps, the Nordegg Correctional Centre operation be scaled down to a level where the inmate population does not exceed 40 inmates, and that the organization

and staffing of the Nordegg Correctional Centre be modified accordingly to reflect its reduced staffing and related resource requirements.

20. That with the opening of the Southern Alberta Correctional Centre, the Nordegg Correctional Centre be further reduced in size whereby the inmate population does not exceed 30 inmates.
21. That the Nordegg Correctional Centre be reduced in size whereby the inmate population does not exceed 30 inmates, should the availability of minimum security inmates dictate, following the opening of the St. Paul Correctional Centre and the establishment of the Fort McMurray and Highwood Forestry/Kananaskis Forestry Camps.

Note: Should Alberta Correctional Services be able to negotiate a satisfactory arrangement/agreement with the Correctional Services of Canada (Prairie Region), it may be desirable to maintain a higher population at the Nordegg Correctional Centre.

22. That, wherever possible, forestry camp operations should be consolidated - eg: Nojack/Medicine Ridge, and that satellite camps be used on a daily and/or weekly basis to support projects in the general area of the forestry camp. Forestry camps, however, should not exceed thirty (30) inmates.
23. That the staffing patterns and deployment of staff throughout the correctional system be reviewed to ensure that staffing resources are most efficiently deployed, taking into account the type and purpose of institution, and size and nature of the inmate population.

**CONTINUED**

**2 OF 5**

CHAPTER FOUR

NATIVE OFFENDER

NATIVE PEOPLE IN THE ALBERTA  
CRIMINAL JUSTICE SYSTEM

Perhaps the largest single factor that influences the flow of Natives into the Criminal Justice System remains to be essential preventive services such as skills training, employment opportunities and treatment services. These services which are necessary to reduce the entry of a disproportionate number of Natives into the system are not always readily available to the system, in that these services generally fall under the purview of other segments of government (federal and provincial), and are not necessarily directly related or tied to the goals of the Criminal Justice System, but are rather more broader based in terms of philosophy and service orientation.

This indirect relationship affects the delivery of correctional programs in two ways. Firstly, it places limits on what might be recommended for the offender. Secondly, it underscores the need to efficiently utilize resources which are available to Correctional Services as it discharges its legal, moral and societal mandates.

To enhance the probability of an efficient delivery of correctional services, an intensive analysis of Natives in Correctional Services was undertaken. The initial observation was the high incidence of Natives in the system.

Traditionally, members of minority races become involved with the Criminal Justice System to a degree which far exceeds their proportionate representation in the general population. For example, in the United States, the national ratio of imprisonment of non-Whites to Whites is more than 5:1. That is, non-Whites are imprisoned at a rate corresponding to their population more than 5 times greater than Whites. These statistics closely approximate the situation in Alberta when imprisonment rates for Natives and non-Natives are compared.

The "causes" for this disproportionate representation in the Criminal Justice System cannot be scientifically established until one first analyzes the relative crime rates and offence history of the Native population who come in contact with the correctional system (including present offence type and number of previous convictions) in an attempt to understand and describe the complexity of this issue.

One commonly held explanation is that minority peoples are, almost by definition, not totally integrated into the cultural, economic and political mainstreams of the society in which they live. As a consequence, they are often confronted with a host of problems related to their "isolation" and lack of influence, power and ability to adequately address such problems as high rates of unemployment, alcohol abuse, poverty and lower levels of educational achievement.

Faced with these conditions, family structures and traditional sources of control are oftentimes eroded, resulting in the social displacement of large numbers of young people who are attracted to the urban areas in the hope of participation and sharing in opportunities and apparent affluence of the larger society, while at the same time often oblivious to the reality that they are largely unprepared for this life experience in terms of education and marketable skills. The commission of crime, often alcohol related or alcohol induced, is a common product of this condition and status.

Clearly the Alberta correctional system - or any correctional system - is not structured or equipped to deal with those underlying or causative factors which result in a disproportionate number of Natives entering the system, yet the system nevertheless must cope with the end product of this complex social phenomenon.



The June 1978 report by the Alberta Provincial Courts Board of Review entitled (Kirby Report) Native People in the Administration of Justice in the Provincial Courts of Alberta, contains many salient references to the Natives' perception of their plight, as illustrated by the following verbatim excerpts of testimony by Natives to that Board of Review:

Re: Unemployment

"... in the winter time, in the off season, you would be looking around 90 percent or better ..."

"... over one-third of the male population of these four reserves is unemployed ..."

"... the members of the band are mainly farmers or ranchers; however, a great number remain on welfare. Approximately 70 percent are unemployed ..."

"... They try but cannot find work. And they escape in alcohol. Sometimes, the story ends in suicide. Eventually they begin to like the jail, with its comfort and three square meals. They look on the jail as a home away from home."

Re: Welfare

"... The product of welfare is an Indian person with nothing to do and time on his hands. No alternatives are provided. He drinks ..."

Specialized Native Activities

It is an axiom of all correctional systems that programs and activities must be defined in relation to the identified needs and characteristics of the offender groups within the system. Only with a proper "fit" between the total correctional experience and the offender population can the system's goals be realized. A consequence of this fact is the realization that the system's ultimate effectiveness depends on the degree to which it has objectively identified and responded to offenders' needs.

Consequently, the Alberta correctional system, which provides services to a significant percentage of Natives, is required by virtue of

this fact to provide considerable attention and sensitivity to program elements peculiar to Native requirements. In attempting to meet this challenge, Correctional Services has already taken a number of positive steps which are designed to provide the system with an ability to respond to the special needs of this significant segment of the offender population. Some of these needs include basic activities within the correctional institutional system that are directly related to Native cultural, ethnic and language issues.

In addition to the need for relevance, there is a strong accompanying need for a sense of participation in the development of programs designed to assist the Native during and following a term of imprisonment. It has long been recognized that for people to accept and follow courses of action designed to meet their apparent needs, such courses of action must be credible and meaningful. A common complaint in the history of correctional reform throughout the various jurisdictions on this continent has been the exclusion of offenders from sharing in decisions which affect so many vital areas of their daily life within the prison community.

To address some of these areas, Correctional Services has to date taken the following initiatives:

1. Native Program Consultant. This position, which was created in November 1975, is administratively located in the Planning and Program Development Unit of Alberta Correctional Services, and will be located within the Management Services Unit under the proposed new organizational structure. The duties of this position are:
  - (a) To participate directly in the planning and implementation of policy and programs of Alberta Correctional Services with respect to the Native offender;

- (b) To develop recruitment programs in an attempt to encourage Native people to pursue a career in Alberta Correctional Services;
- (c) To act as liaison with various Native organizations in promoting the development of a co-operative approach to programs to assist Native people in conflict with the law;
- (d) To assist in the design and implementation of staff training programs which will address the needs and problems of the Native offender.

2. Recruitment and Retention of Native Staff. Since the inception of the Native Program Consultant position, there has been a serious attempt to recruit and retain Native staff. These efforts include:

- (a) The production and distribution of a "Careers in Alberta Correctional Services" brochure to sources accessible to large numbers of Natives, such as Friendship Centres, Indian Reserves, Metis Colonies and University Student Employment offices.
- (b) Placement of advertising for job openings in Native newspapers, and stipulating in ads that "knowledge of Native culture and/or languages is an asset";
- (c) The development of a close relationship with agencies specializing in Native employment. Such agencies include Employment and Relocation Offices, Native Affairs, Native Employment Specialists of Canada Manpower, Native Outreach, Office of Native Employment, Public Service Commission, Employment and Relocation Offices on Reserves where they exist, and Native Counselling Services of Alberta.

These efforts have resulted in an increased awareness of career opportunities among the Native people, however, a considerable amount of effort will be required on a continuous basis to attract, and retain, a sufficient number of Native people to Alberta Correctional Services.

3. Fine Option Program. The Kirby Report stated that almost 20% of status Indians and 10% of Metis and non-status Indians imprisoned in provincial correctional institutions in Alberta were in default of payment of a

fine. The Report described the widespread use of incarceration for fine default as "discriminatory" in that it failed to consider the limited financial resources of many Natives and also overlooked the seasonal pattern of employment among Natives. It recommended that "Administrative arrangements should be made to enable Band Councils and reserve social service agencies to participate in the Fine Option Program with respect to Indians living on reserves who are unable to pay fines imposed by Provincial Courts".

Consistent with the findings and recommendations of the Kirby Report, Alberta Correctional Services has co-ordinated the extension of the Fine Option Program to several reserves, and is either in operation or in the process of development at the following reserves, under the jurisdiction of the corresponding community corrections office.

<u>Reserve</u>	<u>Community Corrections Office</u>
Hay Lake Assumption	High Level
Whitefish Lake Band, Atikameg	High Prairie
Bigstone Band, Wabasca, Desmarais	Slave Lake
Sturgeon Lake	Grande Prairie
Frog Lake Band	St. Paul
Rehewin Reserve	St. Paul
Saddle Lake & Goodfish Lake Bands	St. Paul
Fishing Lake Metis Settlements & Elizabeth	St. Paul
Reserves in Hobbema (Ermineskin, Samson, Louis Bull & Montana)	Wetaskiwin
Cree and Chipewyan	Fort MacMurray
Sun Child Reserve	Rocky Mountain House
Enoch Reserve	Stony Plain
Alexis Reserve	Stony Plain

Reserve

Blood Reserve  
Peigan Reserve  
Blackfoot Reserve, Gleichen

Community Corrections Office

Lethbridge  
Lethbridge  
Calgary

4. Community Residential Centres. There are at present four C.R.C.'s operated by Natives and accredited for use by Correctional Services - Napi Lodge located on the grounds of the Lethbridge Correctional Institution; Poundmaker's Lodge in Edmonton; Crowfoot-Sunrise Residence in Calgary; and Bonnyville Indian/Metis Rehabilitation Centre in Bonnyville. These centres offer 4 to 6 week programs of alcoholism treatment and are designed to meet the alcoholic abuse needs of Natives in a variety of possible situations including offenders on remand, temporary absence, parolees, probationers, and even after expiration of sentence. The programs at the centres consist of individual and group counselling with an emphasis on Native culture and spiritualism.
5. Native Liaison Worker Program. This program is administered by Native Counselling Services of Alberta. Each major correctional institution has a Native Liaison Worker whose primary function is to serve as a community contact person with relatives, friends and Native organizations. These workers are able to establish close rapport and an effective relationship with Native inmates and, consequently, are called upon to assist in developing a temporary absence plan, to provide counselling, or to offer assistance in transportation, visiting, employment and community treatment and training. These workers also work closely with the Native Brotherhoods/Sisterhoods in the institutions and encourage participation by Native inmates in various programs.

6. Native Brother/Sisterhoods. At each major correctional institution in the province, there is an established Brother/Sisterhood organization. The primary objective of these self-help groups is to maintain or to improve cultural awareness among the Native inmate population. At the Fort Saskatchewan Correctional Institution, this organization is administered as a co-ed society. These groups normally meet weekly.
7. Forestry Camps. In an attempt to encourage a greater degree of participation by Native organizations and Native people in the correctional system of Alberta, the Native Counselling Services of Alberta, under a pilot or experimental program, administer a minimum security Forestry Camp at Beaver Lake near Lac La Biche under the supervision of Alberta Correctional Services. This is the first program of this nature to be contracted to a private agency in Alberta, and discussions are underway for the establishment of a similar project in Southern Alberta.

Institutional Populations

It is estimated that there are approximately 110,000 Natives in Alberta, including Treaty Indians, non-status Indians and Metis. Consequently, Natives constitute approximately 5% of the total Alberta population, however, their presence in Alberta's correctional institutions on any given date far exceeds that percentage.

Data collected from four independent surveys of the provincial institution population indicates a consistent 33% Native representation amongst the provincial inmate population. The first three surveys were conducted by the departmental Research Division. The fourth was administered by Moyer Associates as the necessary data base for this corrections review.

<u>Date of Survey</u>	<u>% of Natives</u>
March 1976	33%
July 1976	32%
March 1977	34%
November 1978	34%

The following data, profiling sentenced inmates by ethnic status, is from the Moyer Associates survey of November 1978. The data was based on a sample and has been weighted.

Institutional Location of Sentenced Inmates

<u>Institution</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Belmont (M)	8%	2%	5%
(F)	1%	1%	1%
Calgary Correctional Institution	36%	17%	12%
Fort Saskatchewan Correctional (M)	22%	37%	36%
Institution (F)	2%	2%	1%
Lethbridge Correctional Institution	13%	17%	2%
Nordegg Correctional Centre	7%	2%	3%
Peace River Correctional Institution	9%	22%	40%
Midway Correctional Centre	2%	-	1%
	100%	100%	100%

<u>Age</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
15-16 years	2%	1%	3%
17-18 years	20%	17%	20%
19-20 years	20%	11%	19%
21-25 years	25%	35%	24%
26-30 years	14%	9%	15%
31-40 years	10%	18%	10%
More than 40 years	9%	9%	9%
	100%	100%	100%

Alcohol and Drug Abuse, By Ethnic Status

<u>Substance</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Opiate	17%	5%	14%
Drug	12%	1%	5%
Alcohol	37%	70%	62%

Analysis of the data concerning different patterns of alcohol

and drug abuse by the ethnic groupings reveals:

- Proportionately, Whites report significantly more opiate use than do Indians.
- Proportionately, Whites report significantly more drug abuse than do either Indians or Metis.
- Both Indians and Metis report significantly more alcohol abuse than do Whites.
- For none of the substances is there a significant difference in use between Indians and Metis.
- Alcohol abuse is by far the major problem for all three groups, with more than one-third of Whites and seven out of ten Indians and six out of ten Metis reporting alcohol abuse.

Previous Vocational Training,  
by Ethnic Status

<u>Training</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
None	73%	78%	85%
Mechanical	6%	4%	1%
Food Service	1%	1%	-
Office	2%	1%	1%
Building Trades	7%	9%	7%
Service Trades	1%	1%	-
Ancillary Medical Occupation	-	-	-
Other	10%	6%	6%
	100%	100%	100%

The data concerning previous training reveals how ill-prepared Native inmates are to engage in other than unskilled labour. Whites, with only 27% reporting any training, represent the group with the highest level of education.

<u>High School Education</u>			
<u>Completed H.S.</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Yes	15%	3%	2%
No	85%	97%	98%
	100%	100%	100%

Analysis of educational levels reveals similarly low levels of accomplishment. Whites report significantly higher levels of educational achievement than either Indians or Metis.

#### Offence History of Ethnic Groups

An analysis of data concerning the offence and offence history reveals few significant differences between Whites, Indians and Metis.

- Offence seriousness does not reveal basic differences. Violent crimes and non-violent/non-serious crimes are committed to an approximate equal degree by each ethnic group, with those crimes classified as non-violent/serious being by far the modal category in each group.
- There is a statistically significant difference in the prior arrest category with Metis reporting a higher proportion of prior arrests than Whites. It's interesting to observe that every group reported at least 88% of its members as having had a prior arrest.
- A strong history of juvenile involvement is seen equally across all three groups, with at least 27% of each group having experienced their first arrest before the age of 15.
- There is observed among all three groups a high and comparable history of both prior summary and indictable convictions.

- Despite comparable histories concerning prior convictions, Whites have significantly fewer members with three or more prior incarcerations than do either Indians or Metis.

<u>Offence Seriousness</u>			
<u>Type of Offence</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Violent	15%	21%	20%
Non-Violent/Serious	71%	55%	60%
Non-Violent/Non-Serious	14%	24%	20%
	100%	100%	100%

<u>Prior Arrest</u>			
<u>Prior Arrest</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Yes	88%	93%	96%
No	12%	7%	4%

<u>Age at First Arrest</u>			
<u>Before Age 15</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Yes	31%	33%	27%
No	69%	67%	73%

<u>History of Prior Summary Convictions</u>			
<u>Number of Prior Summary Convictions</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
None	26%	30%	27%
One	20%	14%	18%
2-5	39%	37%	27%
6-10	10%	12%	25%
More than 10	5%	7%	3%
	100%	100%	100%

Number of Prior Indictable Convictions

<u>Number of Prior Indictable Convictions</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
None	30%	23%	27%
One	17%	23%	12%
Two	11%	9%	16%
Three	8%	9%	8%
More than Three	33%	36%	37%

Number of Prior Incarcerations

<u>Number of Prior Incarcerations</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
None	38%	20%	18%
One	21%	21%	17%
Two	14%	11%	17%
Three to Five	17%	25%	28%
More than Five	10%	24%	20%

Institutional Considerations

An analysis of a range of factors relating to the institutional experience reveals that the only significant difference observed among the ethnic groupings was that of time served before release. The data showed:

- Security levels were about equal among the groups with minimum security being the most common. No group reported more than 5% of its members in maximum security.
- There were no discernible differences in behaviour during incarceration with approximately equal percentages of each group reported to have engaged in "serious institutional misconduct."
- Escape history (or attempts to escape) were also similarly reported, with Metis reporting the highest percentage.
- While there was no statistical significance observed concerning type of admission by ethnic status, it is interesting to note that virtually all (98%) Indian inmates were new admissions, as opposed to violators of probation or parole.

- Sentence length was similar for the three groups, with each group reporting between 52% and 60% of its members having a sentence of six months or less.
- Statistical significance was observed for time served before release. A greater percentage (54%) of Indians were released in 15 days or less, Metis (42%) and Whites (35%).
- There was no statistically significant difference among the ethnic groups in regard to the number of programs being participated in. Over half of each group was participating in at least one program.
- Work while in the institution was being performed at a comparable weekly rate by each group. Over half of each group was reported to be working on a full-time basis.

Security Rating

<u>Custody</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Protective	2%	1%	-
Maximum	5%	5%	3%
Medium	29%	30%	22%
Minimum	64%	64%	75%

Percentage Reported Involved in Serious Institutional Misconduct

Whites	20%
Indians	16%
Metis	20%

Percentage With Escape History (Including Attempted Escape)

Whites	13%
Indians	17%
Metis	23%

<u>Type of Admission</u>			
<u>Type</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
New Commitment	91%	98%	92%
Revocation of Probation (Technical Violation)	2%	1%	2%
Revocation of Probation (New Offence)	6%	1%	4%
Parole Violation (Technical)	-	-	-
Parole Violation (New Offence)	1%	-	-
	<u>100%</u>	<u>100%</u>	<u>100%</u>

<u>Length of Sentence</u>			
<u>Sentence</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Less than 2 months	27%	22%	22%
3-6 months	28%	38%	30%
7-12 months	27%	28%	29%
13-24 months	17%	12%	18%
More than 24 months	1%	-	1%
	<u>100%</u>	<u>100%</u>	<u>100%</u>

<u>Time Served*</u>			
<u>Time Served</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
15 days or less	35%	54%	42%
16-31 days	18%	16%	18%
1-3 months	26%	17%	21%
3-6 months	13%	8%	10%
More than 6 months	8%	5%	9%

\*Based on analysis of 11,801 actual discharges from correctional institutions.

<u>Institutional Work Assignments</u>			
<u>Number of Hours Worked Per Week</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
None	20%	16%	21%
1-5	-	-	-
6-10	1%	-	1%
11-15	-	1%	-
16-20	2%	-	1%
21-25	3%	4%	3%
26-30	4%	2%	3%
31-35	13%	19%	14%
36-40	55%	56%	55%
More than 40	2%	2%	2%

<u>Participation in Institutional Programs</u>			
<u>Number of Programs</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
One	62%	55%	53%
Two	24%	23%	30%
Three	10%	18%	15%
Four	3%	4%	-
Five	1%	-	-
Six	-	-	2%
	<u>100%</u>	<u>100%</u>	<u>100%</u>

# Risk Assessments

Two different risk scales were built into the Moyer Associates survey of sentenced inmates; the Michigan Department of Corrections Assaultive and Property Risk Scale and the Base Expectancy Scales.

Interpretation of these findings reveals:

- No significant difference on the Assaultive and Property Risk scales among the ethnic groups.
- On the Base Expectancy Scale, Whites scored more highly (indicating the probability of more favourable outcomes) to a significant degree than did Indians and Metis.

A possible interpretation for the significant difference is the weight given to the number of prior arrests and, as noted above there is also a higher number of natives who had prior arrests. The combination of that factor, in interaction with such others as age at commitment, existence of family criminal history and type of offence could explain the finding of significance.

<u>Assault Risk</u>			
<u>Risk Level</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Very High	-	-	1%
High	2%	2%	-
Middle	44%	45%	54%
Low	41%	41%	36%
Very Low	13%	12%	9%

<u>Property Risk</u>			
<u>Risk Level</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
High	28%	32%	30%
Middle	18%	23%	20%
Low	54%	45%	50%

# Base Expectancy Score

<u>Base Expectancy Score</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
High	25%	11%	14%
Low	75%	89%	86%

Note: A "High" Base Expectancy score is one of 63 points or higher (as measured on the Base Expectancy Scale.) A "high" score corresponds to a 64% or greater probability of success on parole. A "Low" score is one of less than 63 points and corresponds to less than a 64% probability of success on parole.

# Community Corrections Program Involvement

The pattern of ethnic distribution across community programs is quite different from that observed in institutions, where natives constituted approximately one-third of the residential population on any given day. In the Moyer Associates survey of the various Community Corrections programs, the percentage of natives participating in all programs combined was 17%, although in some it was considerably higher (e.g. Fine Option).

<u>Community Corrections Programs</u>				
<u>Program</u>	<u>Whites</u>	<u>Treaty Indians*</u>	<u>Metis and Non-Status Indian*</u>	<u>Other</u>
Probation	82%	8%	9%	1%
Pretrial Release	80%	6%	6%	8%
Parole	79%	12%	9%	-
Fine Option	65%	27%	8%	-
Temporary Absence	83%	7%	10%	2%
Overall	79%	9%	8%	2%

\* Percentages are low and have been rounded.



EDUCATION

There exists a significant difference in the levels of education completed when analyzed by ethnic status. Although only 19% of White male probationers completed high school, this represents a statistically significant difference from the 7% of Indians and the 1% of Metis who had done so.

Education of Male Probationers

<u>High School Completed</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
YES	19%	7%	1%
NO	81%	93%	99%

(significant at the .01 level)

It is interesting to note that while there was no statistically significant difference observed for education levels among female probationers, and participants in all other community corrections programs, in neither of these groups was there ever more than 9% of Indians or Metis who had completed high school. Among Whites in these two groups the percentages reporting high school completion were 27% and 25% respectively.

ALCOHOL ABUSE

Among all three reporting groups, the incidence of alcohol abuse was significantly greater among Indians and Metis than among Whites.

Alcohol Abuse: Male Probationers

<u>Alcohol Abuse</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
YES	29%	53%	52%
NO	71%	47%	48%

(Significant at the .01 level)

Alcohol Abuse: Female Probationers

<u>Alcohol Abuse</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
YES	21%	54%	52%
NO	79%	46%	48%

(Significant at the .01 level)

Alcohol Abuse: Native Participants In Other

Community Corrections Programs

<u>Alcohol Abuse</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
YES	27%	83%	70%
NO	73%	17%	30%

(Significant at the .01 level)

DRUG ABUSE

Unlike alcohol, drugs are not abused to any significantly greater degree by Indians or Metis than by Whites.

DRUG ABUSE AMONG COMMUNITY

CORRECTIONS CASELOAD

<u>PROGRAM</u>	<u>% REPORTED ABUSING</u>		
	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Male Probationers	7%	8%	2%
Female Probationers	20%	11%	3%
Other Community Corrections Programs	15%	16%	13%

OFFENCE SERIOUSNESS

Among all three reporting groups the percentage of both Indians and Metis whose most serious offence is "non-violent and non-serious" exceeds that of Whites; among the non-probation group, this difference is statistically significant.

Offence Seriousness: Male Probationers

<u>Type of Offence</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Violent	11%	9%	10%
Non-Violent/Serious	71%	70%	58%
Non-Violent/Non-Serious	18%	21%	32%

Offence Seriousness: Female Probationers

<u>Type of Offence</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Violent	5%	33%	18%
Non-Violent/Serious	83%	29%	61%
Non-Violent/Non-Serious	12%	38%	21%

Offence Seriousness: Other Community Corrections Programs

<u>Type of Offence</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Violent	20%	24%	23%
Non-Violent/Serious	56%	17%	47%
Non-Violent/Non-Serious	24%	59%	30%

(Significant at the .01 level)

PROBABILITY OF SUCCESS ON COMMUNITY SUPERVISION

Subjective evaluations of the probability of successfully completing supervision were made on the community corrections case-load by the individual supervising officer. Results were tabulated in terms of whether or not male probationers, female probationers, and participants in all other community corrections programs would succeed or fail. Analysis by ethnic status indicates that Indians and Metis were considered likely to fail to a significantly higher degree, than were Whites among the male probationers and participants in other community corrections programs.

Probability of Success: Male Probationers

<u>Probably Succeed</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
YES	76%	61%	52%
NO	24%	39%	48%

(Significant at the .01 level)

Probability of Success:  
Other Community Corrections Programs

<u>Probably Succeed</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
YES	84%	62%	62%
NO	16%	38%	38%

(Significant at the .01 level)

Probability of Success: Female Probationers

<u>Probably Succeed</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
YES	79%	73%	66%
NO	21%	27%	34%

SOCIAL SERVICES REQUIRED

Individual supervising officers were asked to state the social services requirements of their caseloads. For the three reporting groups, there was a statistically significant difference among male probationers in that more Indians and Metis apparently needed social services than did Whites. Among female probationers and all other community corrections program participants it was noted that the percentage of all natives needing such services was never less than 63%.

Social Service Required:  
Male Probationers

<u>Social Services Required</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
YES	59%	81%	85%
NO	41%	19%	15%

(Significant at the .01 level)

Social Service Required:  
Female Probationers and Other Programs

Percent Reported Needing Social Service

<u>Program</u>	<u>Whites</u>	<u>Indians</u>	<u>Metis</u>
Female Probationers	63%	63%	84%
Other Programs	49%	69%	66%

Summary

As the above narrative indicates, a solid groundwork has been established by Alberta Correctional Services in addressing issues concerning natives. Much of what can be recommended, therefore, may be seen as building upon and expanding on progressive steps already undertaken.

With the high incidence of alcohol abuse noted among natives, the greatest gain to be realized would stem from taking a positive preventive approach toward the abuse of alcohol by this group. Especially when one considers the repeat pattern of alcoholics, it becomes clear that for every alcoholic prevented, cured, or diverted many man/days of incarceration are avoided.

Programs which educate natives in schools or through public health media campaigns relating to problems and symptoms of alcoholism as well as to the treatment resources available should be supported and encouraged.

The desirability of establishing diversion programs for natives is supported by the following data:

- 24% of all Indian inmates and 20% of all Metis inmates are incarcerated for offences which were non-violent and non-serious;
- 56% of all Indian inmates and 55% of all Metis inmates had 2 or more prior summary convictions;
- 54% of all Indian inmates and 61% of all Metis inmates had 2 or more prior indictable convictions;
- 49% of all Indian inmates and 48% of all Metis inmates had more than three prior incarcerations;
- 70% of all Indian inmates and 60% of all Metis inmates are released within 31 days after incarceration.

This clearly represents a picture of a recurring cycle of arrest, release and re-arrest of this group of natives, which questions the effectiveness of incarceration as a deterrent or reformative agent. Given the deficiencies cited earlier concerning employability (78% of Indians and 85% of Metis had no prior vocational training) and education (97% of Indians and 98% of Metis had not completed high school), one cannot help but wonder if the resources and efforts expended for incarceration of this group could not be more effectively used to break the cycle.

RECOMMENDATIONS

1. That Correctional Services give high priority to the development of special programs for the native inmate population of the provincial correctional institutional system.
2. That Correctional Services continue to "experiment" with pilot programs such as the Beaver Lake Forestry Camp Project.
3. That Correctional Services actively promote and encourage the participation of responsible native organizations, native groups and native citizens in program and resource development - especially at the community level - for native offenders.
4. That emphasis continue to be placed on the necessity of attracting interested and qualified natives to a career in Correctional Services.
5. That Correctional Services promote and encourage the greater use of alternatives to imprisonment - eg: Release, Bail Supervision, Community Work Orders and Probation Orders for native offenders who do not constitute a threat or security risk to the community.
6. That Correctional Services promote amongst Band Councils, Chiefs and Elders, the development of community work projects and temporary accommodation on Indian Reserves and Metis Colonies for native offenders who are eligible for participation in a community work/release program.
7. That, in its funding arrangements with native organizations, Correctional Services endorse and support the principle of "equal pay for equal work" in an attempt to reduce and eventually eliminate disparities in remuneration to persons working for private agencies directly involved in the correctional and criminal justice systems.

8. That imprisonment of native inmates be in the institution closest to the native inmate's home community to facilitate visiting, maintenance of family ties and entry back into the community.
9. That emphasis be placed on native cultural pursuits in developing institution programs.
10. That the Native Liaison Program should become a more integral part of the institutional program by involvement of the Native Liaison Worker in program decisions effecting native inmates, native inmate transfers and during the classification and program placement process.
11. Non-native institutional staff should become more familiar with native history and culture of Alberta during the basic training and probationary phase of their initial employment.
12. The Assistant Probation Officer Program in remote native communities should be given a high priority in attempting to develop a more effective community-based corrections program for native offenders.

## CHAPTER FIVE

### FEMALE OFFENDER

- 207 -

#### ALBERTA

##### Female Offenders

In Alberta, the proportion of correctional institution populations which are female is negligible by comparison with males (4%). Additionally, approximately ten percent of community corrections cases are female. Female inmates in Alberta are confined in four institutions: the Fort Saskatchewan Correctional Institution (F.S.C.I.); the Belmont Correctional Centre (B.C.C.); the Calgary Remand Centre (C.R.C.) and the Edmonton Remand Centre (E.R.C.). A recent count (November 1979) of female inmates in these facilities undergoing sentences of imprisonment and on remand is shown below.

	<u>F.S.C.I.</u>	<u>C.R.C.</u>	<u>Belmont</u>	<u>E.R.C.</u>	<u>Total</u>
Sentenced	13	7	22	11	53
Remanded	-	8	-	14	22
	—	—	—	—	—
TOTAL	13	15	22	25	75

The average daily population of female offenders from Alberta imprisoned at the Federal Prison for Women at Kingston has been stable at approximately 10 cases over the past four years.

There are several general explanations as to why females comprise such a small proportion of offender populations\*:

1. They commit fewer crimes.
2. The types of crimes women tend to commit are generally less threatening to the community (even "the typical female homicide ... is described as a crime of passion: women rarely kill strangers"\*\*) .

---

\* Simon, R. J. Women and Crime (Lexington Books, D.C. Heath & Company, Lexington, Mass., 1975)

\*\* American Bar Association, Female Offender Resource Centre. Female Offenders: Problems and Programs (April 1976)

3. The male-dominated criminal justice system tends to treat women more leniently because of perceptions that they are less able to fend for themselves, are more vulnerable and hence worthy of special consideration because they are female.

These factors may also operate to some extent in Alberta, however, for corrections, the central question is not really why there are fewer women offenders in the corrections system, but what should be done for those who do become the responsibility of the corrections system.

The first step in developing answers to this fundamental question is an assessment of the characteristics of women who are presently clients or inmates within Alberta's corrections system. The description of the female offender population generates a needs profile. These needs must then be compared to the programs available in order to recommend directions for future development. In the remainder of this section, a description of Alberta's female offenders and their needs is presented, followed by a description of current programs and institutions coupled with proposals for change.

#### Female Offenders in Alberta

Female probationers' characteristics are described elsewhere in this review, as part of the community-based corrections section. Briefly, results of the survey conducted by Moyer Associates indicate that Alberta's female probationers are primarily of White ethnic origin (74%) and that a majority (75%) have less than a high school education. Only 30% were employed at the time of arrest for their current offence. A large proportion of the female probationers were reported not to be chronic alcohol abusers (72%) or drug abusers (82%) at the time of arrest. Fully 90% had not been incarcerated

prior to the offence for which they were in custody at the time of the review. Nearly 60% of the women had been convicted of one of the following four offences: fraud/forgery (24%); theft under \$200 (27%); driving while impaired (5%); and creating a disturbance (3%). Only 10% had been convicted of a violent crime as their current offence. Probation officers evaluated 77% of the female probationers as being probably or definitely likely to succeed under supervision, and reported that over 80% required no social service other than individual counselling.

At least two previous profiles of female inmates of the Fort Saskatchewan Correctional Institution, Women's Unit, have been compiled by the department over the past three years. A recent survey of Alberta's female sentenced inmate population at the Fort Saskatchewan Correctional Institution, Belmont Correctional Centre, the Calgary Remand Centre and the Edmonton Remand Centre are summarized following.

A total of 53 sentenced women comprise 71% of the total sample surveyed. Of these, 13 were housed at the Fort Saskatchewan Correctional Institution, 11 at the Belmont Correctional Centre, 7 at the Calgary Remand Centre and 11 in the Edmonton Remand Centre. Throughout this discussion, these women will be treated as a group, i.e., data will not be reported separately for women at the different institutions.

The ethnic status of the inmates was reported as follows:

<u>Ethnicity</u>	<u>Number</u>	<u>Percent</u>
White	35	66
Indian	10	20
Metis	4	7
Other	<u>4</u>	<u>7</u>
	53	100%

This distribution is somewhat similar to the ethnic background of male inmates, however, indicates that females of White ethnic origin comprise a smaller proportion of female inmates than they do of female probationers.

More than 50% of sentenced female inmates have been or are married, while only 22% of male inmates have ever been married. This is consistent with age differences between male and female inmates, illustrated in the following table:

<u>Age at Sentencing</u>	<u>Female Inmates</u>		<u>Male Inmates</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
15 - 16	-	-	34	3
17 - 18	7	13	204	20
19 - 20	5	10	184	18
21 - 25	20	37	258	26
26 - 30	14	27	134	13
31 - 40	2	3	112	11
Over 40	5	10	91	9
	53	100%	995	100%

A much larger proportion of female inmates were between 21 and 30 years of age at sentencing (64% as compared to 39% of males), while a larger proportion of males were 20 and younger (41% compared to 23% of females).

Only 17% of female inmates were reported to have a high school education, a somewhat larger proportion than among male inmates (11%). Fully 70% of female inmates (as compared to 75% of males) had never completed a professional or vocational training program; of those who had, the majority (6 out of 9 trained women) had been trained in office occupations. At the time of their arrest for the current offence, 20 women (37%) were unemployed and looking for work. The remaining 16 women (30%) were unemployed and not seeking work. This is in contrast with male inmates, 53% of whom were employed full or part-time, 41% of whom were unemployed, and only 6% of whom were not

in the labour force (not seeking work). This, of course, can be at least partially explained by existing sex role differences in employment patterns in the general population.

The percentage of female inmates reported not to be chronic alcohol abusers was 73% which was considerably higher than the 20% figure reported in the Fort Saskatchewan Correctional Institution profile study completed in March 1977. In this earlier study, 53% of sentenced females were reported as having a problem with alcohol which more closely represents that of the male population. In this study, 80% of the native women and 29% of the non-native women were reported to be chronic alcoholics. In addition, 20% of the female inmates were reported to be chronic abusers of drugs (other than marijuana) in contrast to only 9% of male inmates. These sex differences in substance abuse patterns were significant at  $p < .05$ .

The current offence of sentenced female inmates, in descending order of frequency, was as follows:

<u>Offence</u>	<u>Number</u>	<u>Percent</u>	<u>Cumulative Percent</u>
Theft over \$200	12	23	23
Fraud/forgery	7	17	40
Theft under \$200	5	10	50
Breaking and entering	5	10	60
Armed robbery	4	7	67
Aggravated assault	4	7	74
Perjury	4	7	81
Manslaughter	2	3	84
Robbery	2	3	87
Dangerous weapons crime	2	3	91
Narcotics trafficking or possession	2	3	94
Marijuana trafficking or possession	2	3	97
Driving while impaired	2	3	100%
	53	100%	



In general, 20% of the sentenced women had committed crimes classed as violent, 70% had committed non-violent but serious crimes, and the remaining 10% had committed non-violent, non-serious crimes. Many fewer female inmates as compared to female probationers had been convicted of driving while impaired.

Fully 27% of the sentenced female inmates had no prior summary convictions, while 33% had no prior indictable offence convictions. A majority (64%) of the women had never been incarcerated prior to their current sentence; this is in contrast to male inmates, of whom only 32% had never been previously incarcerated.

The sentence length of 45 female inmates sentenced to less than two years was distributed as follows:

<u>Sentence Length</u>	<u>Number of Females</u>	<u>Percent of Females</u>
2 months or less	7	15
3 - 6 months	14	30
7 - 12 months	14	30
13 - 24 months	10	25
	<u>45</u>	<u>100%</u>

At the time of the survey, 20 of the females, or 45%, had been imprisoned one month or less, while 18 females (41%) had been imprisoned from two to three months. The remaining 14% had been imprisoned from 7 to 12 months. Of all females (sentenced and unsentenced) released from correctional institutions in Alberta between November 1978 and November 1979, only 8% had been imprisoned for more than six months.

One-third of the female inmates did not have an institutional work assignment, as compared to 19% of males. Fully 78% of the female inmates were in minimum custody, in contrast to 65% of males; however, 13% of females

as compared to only 5% of males were reported to be in maximum security custody. These custody level differences were significant at  $p < .05$ .

It is unclear whether the data suggests a difference in application of security classifications or not. However, given the significant finding, a further analysis of the classification criteria may be warranted.

A great majority of the sentenced female inmates (75%) present a low or very low risk of committing assaultive offences; none presented a high or very high risk. In addition, 63% were evaluated as low property crime risks; however, 20% of the women were high property crime risks (in keeping with the types of offences of which women tend to be convicted).

#### Female Offender Services Needs and Recommendations

Those female offenders who are involved in community corrections programs - eg: probation, do not in general require specialized services with the exception of drug abuse treatment, since a substantially larger portion of female probationers (as compared to males) were reported to be chronic drug abusers. Therefore, recommendations and conclusions found in the community-based corrections section of this review are seen as being applicable to all clients, regardless of sex.

A suggestion which is especially applicable to female offenders is that an even larger proportion of those convicted of crimes - especially minor crimes - could be placed in alternative programs, apart from imprisonment. This suggestion is based on an examination of the profiles of sentenced female inmates, which reveals that at least 10% have been convicted of offences classed as both non-violent and non-serious. Thus Alberta, although already diverting a substantial proportion of its female offenders to community-based corrections programs, may not have achieved the maximum possible level of

diversion which is consistent with concerns for equity in punishment and public safety.

There remain several issues with regard to those women who must be imprisoned:

1. What are the advantages and disadvantages of regionalized housing for sentenced females, given the small total average daily population in this status?
2. What is the best approach to dealing with those few women with federal sentences who must be transferred out of the province?
3. What type of co-correctional ("co-ed") facilities can best satisfy the needs of female inmates?
4. What, if any, are the special needs of female inmates?

The first two issues are closely related in terms of advantages and disadvantages. If a goal of Alberta's corrections system is to maximize its use of community-based programs for minor offenders, then this goal is best served by retaining all offenders, including female inmates, as close to their homes as possible. On the other hand, housing sentenced females in several institutions across the province, according to their region of origin, will further sub-divide the already small population into even smaller groups. This fragmentation could render it difficult to provide adequate facilities or programs for such small numbers of women. However, this would not necessarily be a problem, depending upon the type of co-correctional facilities which would be provided in each of the province's four main locations, where correctional institutions are presently established - Lethbridge, Calgary, Edmonton and Peace River.

At this juncture, it is appropriate to define what is meant by a "co-correctional" facility. As part of the National Institute of Law Enforcement and Criminal Justice's national evaluation program, an assessment of co-educational corrections in the United States was published in June, 1978.

For the purposes of this study, four key elements had to be present in order for a facility to be considered a co-educational correctional institution. The facility had to be an adult institution, the major purpose of which is the custody of sentenced felons, under a single administration, and have one or more program(s) or area(s) in which male and female inmates are both present and in interaction. The first three elements leave no room for flexibility in definition, but the latter suggests that there is a great deal of variance among "co-ed" correctional institutions as to the degree of interaction permitted.

According to this definition of co-corrections, only the Belmont Correctional Centre can be considered a co-educational facility. In addition, since the main program in which male and female inmates are jointly involved at Belmont is orientation, it can be considered co-correctional to only a very limited extent. The women's units at Fort Saskatchewan Correctional Institution, Calgary Remand Centre and Edmonton Remand Centre are totally segregated, programmatically and physically, from the men's units and thus function as separate "institutions".

According to the National Institute of Law Enforcement and Criminal Justice, the most frequently cited reasons for establishing co-corrections have been the "under-utilization of a jurisdiction's facilities for one sex and/or overcrowding in facilities for the opposite sex, and the need to increase the cost-effectiveness of program delivery to one or both sexes." In general, goals which a co-educational correctional institution might reasonably be expected to achieve in Alberta are:

1. Realization of economies of scale in terms of more efficient utilization of available space, staff and programs;

2. Increased diversification and flexibility of program offerings and equal access for males and females, particularly respecting work and vocational training opportunities;
3. Relief of anticipated legal pressures to provide equal access to program and services for both sexes;
4. Provision of an additional tool for creating a more normal, less institutionalized atmosphere;
5. Cushioning the shock of adjustment for releases by reducing the number and intensity of adjustments to be made; and
6. Expanding career opportunities for female custodial staff who have previously often been restricted to female institutions.

All of these aims are consistent with the goals of Alberta's correctional system.

Potential adverse consequences of establishing co-educational correctional institutions have been cited as:

1. Increased likelihood of female inmates becoming intimately involved with male inmates, with attendant interpersonal, economic and emotional consequences.
2. Focusing of institutional controls on female inmates because of fears over possible pregnancy.
3. Assumption of passive, dependent roles by female inmates who may be more likely to assume a fuller range of roles in a female institution.
4. Due to concerns about interaction between the sexes, the focus on institutional security may increase, movement can become more restricted and access to programs can be reduced.
5. Damaging of relationships between inmates and their spouses and families on the outside.
6. Loss of community support due to the perception that deprivation of heterosexual relations is a necessary aspect of imprisonment.

Not all of these consequences have been observed in any one facility or system, and their occurrence can be limited by effective planning prior to implementing a co-ed correctional program along with continued monitoring of the program once it is in operation. It is especially important to note that

most of these problems are more likely to occur in facilities which were not originally designed as co-ed institutions, and where staff are not trained to cope with the potential special problems which might be encountered in co-correctional institutions.

In advocating co-correctional institutions for Alberta, the limits of interaction between male and female inmates must be carefully defined. For sentenced inmates, equal access to all available program and work opportunities is the most essential aspect of co-corrections. In some instances, this may require that, if only for cost-effectiveness reasons, men and women attend classes together or work in the same area simultaneously. In other instances, scheduling the use of multi-purpose space and staff will provide for equal access without necessitating the mixing of the two inmate populations.

Under any model of co-corrections, male and female residency would, of course, remain separate. The degree to which men and women interact in relatively unstructured ways, e.g., dining or recreation, can be determined through careful assessment of the capability of the inmates to deal responsibly with such situations. The crucial role of staff in the success of co-correctional institutions cannot be over-emphasized, because it is often the quality of interaction between staff and inmates rather than merely the physical design of the facility which can short-circuit many of the potential problems outlined earlier.

In designing programs for female offenders, particularly those who are sentenced, there must be equal access for women to all program and work opportunities made available to males. However, this concern for equitable treatment of male and female inmates should be tempered by the knowledge that women in prison may have very different needs in some areas than their male counterparts. There were certainly some differences between Alberta

male and female sentenced inmates' characteristics as summarized in the previous profile statement, especially with regard to their education and training achievement levels, their employment status at intake, and prior criminal histories.

In some jurisdictions, the number of sentenced female inmates has increased significantly over the past five years. This growth can probably be attributed to the following factors:

1. An increase in the number of arrests of women ;
2. The judiciary, in an effort to achieve equity in sentencing decisions, are increasingly more likely to use the same criteria in sentencing males and females convicted of similar offences to the same amount of time;
3. Parole boards and other release authorities are increasingly making more uniform decisions respecting male and female inmates.

However, it is not true, contrary to growing popular belief, that women are committing significantly more violent crimes. For example, FBI statistics indicate that women offenders today are, for the most part, committing the same kinds of crime they have always committed - various kinds of theft, forgery and drug and prostitution-related crimes. If they are involved in more serious crimes, it still seems to be mostly as accessories, or because they killed or assaulted abusive husbands or boyfriends.

However, it is the opinion of many that the Criminal Justice System treats women much more leniently than it does men, that women are weak, vulnerable, non-dangerous, or worthy of special consideration because they are mothers and, consequently, keeps many from being sentenced to prison.

These perceptions can lead, however, to treatment of those women who are in prison in a maternalistic, over-dependency manner. The emotional reliance of female inmates upon staff is encouraged in many women's prisons, which can accentuate personal problems which brought the women to prison in

the first place. A classification counsellor at Purdy Treatment Centre in the State of Washington sums up prevailing attitudes he has observed among female inmates: "most of the women ... are very passive and not in sympathy with the women's movement. Most of them dream of being a housewife and having children and a man to depend on ... It seems like a lot of women get involved in crime in the first place because they pick a real loser to start out with ... and they do whatever he says ... There is no women's movement as far as the women in the Purdy Treatment Centre are concerned."\* Thus, at Purdy, one of the most central goals of the institution's program is the encouragement of responsibility and self-respect on the part of inmates (residents), and the expectation of "a lot of accountability from residents and staff" (Sue Clark, Superintendent).

It is essential that Alberta corrections staff working with female offenders avoid the sex role stereotyping of women as dependent and vulnerable, and work to encourage female inmates (who may unfortunately fit this stereotype more than many women) to take control of their own lives and obtain the education and skills necessary to maintain economic and personal self-sufficiency once they are released.

Many staff working with female inmates in Alberta's correctional system recognize this need, but are currently hampered by facility design inadequacies and limits on available programs and work within the institutions. The long-term goal of integrating female inmates into new regional co-correctional facilities can help resolve these problems, but it is apparent that equal access alone will not resolve the fundamental attitudinal handicaps which may tend to be more prevalent among female than male inmates.

---

\* Jean Potter, "In Prison, Women are Different", Corrections Magazine, December, 1978

Thus, although co-educational corrections facilities may experience unique problems, their advantages in Alberta would outweigh any potential difficulties, particularly if facilities are designed, staffed and programmed with co-corrections in mind. In developing programs for female inmates, however, focusing on equity of treatment considerations should not obscure the need to define and respond to the unique characteristics of female offenders.

RECOMMENDATIONS

1. That adequate planning be undertaken to ensure the provision of female facilities and programs in future correctional centre construction, where such needs are identified and circumstances warrant such provision of female facilities.
2. That discussions be initiated between Alberta Correctional Services and Correctional Services Canada to review the possibility of construction/provision of a federal/provincial security facility for female inmates in Alberta, requiring security accommodation, irrespective of length of sentence.
3. That a more formalized and ongoing liaison with the Alberta Alcoholism and Drug Abuse Commission be initiated with a view to developing treatment programs for the female inmate population, who on the average have a greater drug/alcohol dependency than the male inmate population.
4. That with the opening of the Edmonton Remand Centre and the subsequent relocation of female remand inmates to this facility, a review of the remaining sentenced female offenders at Fort Saskatchewan Correctional Institution should be undertaken, to determine if the remaining sentenced females could be accommodated either at the Belmont Correctional Centre, the Edmonton Remand Centre or other facility, making it possible to close the female unit at the Fort Saskatchewan Correctional Institution.
5. That female offenders have the same access to program opportunities as male offenders.
6. That Correctional Services encourage participation in institutional programs by various community agencies that have a direct interest in corrections/criminal justice respecting the female offender.

7. Whenever possible, female offenders receiving sentences of imprisonment of two years or more should be retained in Alberta under the existing federal/provincial exchange of services agreement.

## CHAPTER SIX

### MENTALLY ILL OFFENDER

- 224 -

#### THE MENTALLY ILL OFFENDER

Numerous studies, reports, surveys and task force reports have suggested that between 15-25 percent of a total inmate population suffers from some form of mental illness and, as such, requires special attention.

Most correctional jurisdictions have allowed this inmate group to remain underserved and, in many cases, this has been due to a lack of professional expertise available to the correctional system, with a concomitant reluctance on the part of mental health agencies to become involved with the mentally ill offender within a corrections setting. On the other hand, mental health agencies have recognized their responsibility to serve this population, however, due to the unique combination of the nature of the illness and the underlying personality disorder, management problems evolve around the additional security required to keep such individuals under active treatment. As a result, the agencies often find themselves unable to serve this population due to physical plant and manpower restraints.

Over the past eighteen months, Correctional Services has worked closely with Alberta Mental Health Services in an attempt to strengthen the areas of mental health delivery to offenders to the extent that Mental Health Services has agreed to provide psychiatric expertise/service to Correctional Services, with Correctional Services providing support services and staff to assist the psychiatrists in the delivery of this service.

While some degree of success has been achieved through the above-noted co-operative effort and sharing of resources, it has nevertheless become apparent that co-ordination, development and organization based on goodwill is not meeting current needs of the inmate population of Alberta's correctional institutions.

What appears to be needed is a formalized administrative and support service structure to further develop, implement and operationalize a service that takes into account the needs of the Attorney General and its requirement of fitness to stand trial, the needs of Mental Health and its operations focusing on forensic assessments and treatment of Lieutenant Governor's Warrants, and the needs of the Solicitor General in the development and implementation of a mental health service to its inmate population.

Within the correctional system per se, the objectives of a psychiatric assessment/treatment service should include the following clinical services:

- (a) Provision of services for the early identification and diagnosis of psychiatric illness;
- (b) Provision in the correctional system for psychiatric care and treatment of the acutely and chronically ill; and
- (c) Available after-care treatment and follow-up throughout the inmate's sentence and during his period of release in the community on either probation, parole or temporary absence.

#### Remand Centres

The amount of emotional pathology the detention and remand period generates is well documented. Such centres may house individuals acutely mentally ill, severely depressed and suicidal, and many individuals exhibit acute anxiety reactions during the first stage of their imprisonment, following arrest. It is not surprising to find that under such circumstances, emotional disturbance is high amongst this particular inmate population.

Studies in France and the U.S.A. have shown that suicides and attempted suicides happen more frequently during the remand stage than during the sentence stage and usually occur within the first 72 hours of admission. A similar trend has been experienced in Alberta and, in general, it can be concluded that the more severe and most frequent management problems occur more frequently at the remand stage. Such individuals often require a separate living environment that facilitates management and treatment.

At the present time, there are provisions for a Special Management Unit within the Edmonton Remand Centre which is staffed 24 hours a day by nurses and correctional officers. Psychiatric coverage has been arranged through department agreement with the Alberta Mental Health Services and psychological services are provided by Correctional Services staff.

The Calgary Remand Centre does not have such a unit, and there is no psychiatric coverage for this facility, no nursing positions to perform this specialized function, and no support staff such as psychologists and psychiatric social workers.

#### Initial Classification Upon Conviction

In Edmonton and Calgary offenders convicted and sentenced to a sentence of imprisonment in a provincial correctional institution are classified for the first time at the two respective Remand Centres. The initial classification process has in the past focused on historical data with a view towards determining a security rating. In addition, program options are reviewed and the individual is assessed as to his needs and possible benefits of existing programs. However, the classification process, to this point, normally fails to evaluate the individual's psychiatric needs.



To ensure an adequate assessment occurs, the initial psychological screen should assess for intelligence, personality and brain damage and should use medical history data, psychological test data, as well as clinical interviews.

The Chalke Report states that mentally deficient offenders generally cannot lead a normal prison life as they create serious administrative problems; both the inmate and the general population suffer from their inclusion in the normal population; and, are basically a medical problem. Such individuals cannot benefit from or take advantage of existing program options because of their functioning level. In addition, the management problems created by this group often requires that they be housed in a more secure setting resulting in program options becoming even more inaccessible.

The above-noted actualities result in these offenders being housed in segregation and protective custody and, consequently, unable to benefit from existing rehabilitative programs. Under such circumstances, these individuals deteriorate and become less functional. The Chalke Report (page 28) specifically refers to Alberta as requiring additional treatment methods and recommends a special centralized unit wherein treatment methods for this group of offenders could be developed.

#### Development of a Centralized Special Management Unit

Special programs for the mentally ill and the mentally retarded offender require a management philosophy focusing more on the treatment of mental illness and yet offering society protection. The function of a proposed Special Management Unit would require that a full psychiatric work-up occur on all referred individuals. This in-depth work-up should firstly verify the findings of the initial assessment and, in addition, attempt to focus more specifically on the illness and the best course of treatment. Such

in-depth work may require outside consultation from the Forensic Services with the advice of Mental Health, and when it becomes apparent that the nature of the illness is complex, such cases would be referred and treated by Forensic Services.

In addition to in-depth assessment, the program function must meet the needs of the mentally ill. Serious consideration must be given to providing adequate professional staff, a reasonable staff/inmate ratio and equipment and funds for the development of programs not traditionally seen in correctional systems.

Correctional Services at the present time is engaged in planning and developing such a Special Management Unit at the Fort Saskatchewan Correctional Institution, however, progress in the development and implementation of this program has proceeded slowly over the past eighteen months, due to a number of factors including: (a) a determination of the future of the Fort Saskatchewan Correctional Institution; (b) policies and developments within Mental Health; (c) budget considerations; and (d) reviews of models in operation in other jurisdictions.

#### Community Release

Release into the community of this special group of inmates has been extremely difficult. Existing community residential centres have been reluctant to accept candidates with a history of mental illness. This has resulted in the mentally ill inmate being discharged into the community with little, if any, support services available to him.

Consequently, it is highly desirable that Correctional Services, in co-operation with Mental Health Services, develop community residential facilities and programs in Edmonton and Calgary that are adequately staffed and able to more effectively manage, treat and supervise mentally ill offenders upon

their release into the community from correctional institutions or by the courts.

#### Summary

In conclusion, Alberta Corrections is progressing in a positive direction irrespective of the difficulties encountered to date. Special problem areas include (a) availability of psychiatric services on a consistent basis; (b) organizational structures that tend to make interdepartmental co-ordination of mental health services delivery difficult; (c) a variation of mental health policies between Northern and Southern Alberta; and (d) lack of adequate facilities within Correctional Services to adequately house and treat the mentally ill offender.

In order to operationalize and to provide a satisfactory program for mentally deficient offenders, mental health policies, procedures, practices and services should be thoroughly reviewed, and decisions made in attempting to remedy a number of areas that heretofore have precluded the development of satisfactory standards and services for this inmate group.

The working relationships between senior and middle management in both Correctional Services and Mental Health Services is conducive to the development of an effective working relationship, and if the above special problem areas are resolved the level of service to this inmate group will be appreciably and significantly improved.

Additionally, the construction of a new Forensic Unit at Alberta Hospital should greatly enhance the availability of forensic services to Correctional Services and should greatly assist the referral process.

#### RECOMMENDATIONS

1. That Alberta Correctional Services take an active leadership in the development of programs, services and facilities respecting the psychiatric treatment of the mentally ill offender, to the extent that such services are not otherwise available from Alberta Mental Health Services.
2. That Alberta Correctional Services develop a Special Management Unit by modifying "C" Block of the Fort Saskatchewan Correctional Institution, for individuals identified as mentally ill or mentally retarded, who are not able to access Mental Health facilities:
  - (a) Individuals identified as acutely ill, sub-acutely ill, chronically ill or requiring special psychiatric intervention be directed towards a Special Management Unit within which programs can be offered.
  - (b) The Special Management Unit should have an autonomy of operation and thus should be designated as a correctional institution accepting transfers of inmates from other correctional institutions.
  - (c) Staffing of such a facility should emphasize a mental health role with treatment and rehabilitation of mental illness as its major concern.
  - (d) Staffing of such a facility would be heavily oriented towards professionals within the mental health area.
  - (e) Adequate staff/inmate ratios must be provided to ensure effective management of the difficult group.
3. That the Calgary and Edmonton Remand Centres develop services that would respond to acute mental health cases that cannot gain access to Mental Health Services, consisting of a consulting Psychiatrist, a Psychologist, a Psychiatric Nurse and a Social Worker.

4. That the Calgary and Edmonton Remand Centres have within its facility a special unit to house individuals exhibiting emotional disturbance. These units should offer psychiatric intervention to individuals identified as requiring such care.
5. That whenever possible the psychiatric services required for the Calgary Remand Centre be provided by the Calgary General Hospital Forensic Unit.
6. That Correctional Services develop an initial psychological/psychiatric screening process to be conducted on all individuals sentenced to a provincial jurisdiction, for the purpose of providing psychiatric intervention and treatment for the following categories:
  - (a) The Acutely Ill - severe depression, psychoses, panic attacks, confusional states or toxic reactions.
  - (b) Sub-Acute Cases - similar diagnosis as above but their illness persists in treatable form after the acute phase has passed.
  - (c) Chronic Patients - individuals requiring continuing psychiatric care and would include organic impairment due to brain damage, chronic schizophrenia, some epileptics and some cases of mental retardation.
  - (d) Special Groups for Treatment Programs - personality disorders, inadequate personality disorders, alcoholics, sexual offenders and violent offenders.
7. That a review be made of the feasibility of a satellite Forestry Camp as a minimum security program for this special group.
8. That Correctional Services, in co-operation with Mental Health Services, review the feasibility of establishing community residential centres in Edmonton and Calgary to handle persons previously mentally ill or low functioning individuals.

9. That Correctional Services establish a formalized working arrangement with mental health community agencies to ensure that follow up and community support and community treatment is available to inmates suffering from mental illness at the time of their discharge to the community.

CHAPTER SEVEN

ALCOHOL OFFENDER

OFFENDERS AND ALCOHOL ABUSE

Historical studies indicate that the use of beverage alcohol dates back to the time of the cave dwellers. The one common social thread that extends through the history of man is his use of alcohol.

Even though the majority of those consuming alcoholic beverages never experience addiction problems, there are those whose lives have been interrupted, often with devastating outcomes. Responding as a result of their concern for those few, church groups, government agencies, and private organizations have attempted various efforts to minimize the availability of alcohol.

In early years of North American history, the Puritans, although accepting the consumption of alcohol in moderation, defined "drunkenness" as a moral issue. This denunciation was and continues to be the response of many groups. Several powerful influences, however, resulted in the development of the position that total abstinence was essential if the nations of the New World were to escape massive problems resulting from the abuse of alcohol. This resulted in experimentation with various forms of prohibition in Canada and the United States.

In 1919, the temperance forces in the United States won their greatest victory when the constitution was amended to prohibit the manufacture, sale and use of all alcoholic beverages. This attempt to enforce abstinence was not successful; those who chose to drink went to other sources of supply and the drinking behavior of

the United States citizens was, for the most part, uninterrupted.

Due to the failure of this attempt to enforce abstinence, and due to factors related to crime, loss of revenue, and public pressure, the Prohibition Act was repealed in 1933. The separate states of the Union were, however, given the option to reflect the will of its people concerning the availability of alcohol. While the majority of the states moved to legalize the sale of alcoholic beverages immediately following repeal, a few states continued to attempt enforced abstinence. Finally, in the late sixties, the State of Oklahoma repealed its prohibition stance, becoming the last state to do so.

Canada attempted several efforts to enforce abstinence similar to those in the United States. In 1878, efforts were begun to limit the sale of alcohol to certain groups; many attempts were made in years that followed to limit availability of alcoholic beverages. However, the outcome of those attempts paralleled the United States experience and now alcoholic beverages are generally readily available to all adult citizens in Canada.

About 75% of all adult Canadians drink alcoholic beverages. The Canadian public spends more than \$2.5 billion each year for alcoholic beverages which indicates wide use and acceptance.

The Province of Alberta has seen dramatic increases in the number of its citizens who drink and the volume of alcohol purchased. Per capita consumption in Alberta increased 43% from 1960 to 1971 to

2.34 gallons of absolute alcohol for each person 15 years or older.

Data is limited which describes the number of citizens of Alberta who are problem drinkers or alcoholics. However, it is can be safely assumed that 15-20% of those who drink fall into those categories.

A number of typical treatment modalities for alcoholics have been developed for the problem drinkers in the Province of Alberta, with varying degrees of success.

The provincial agency most often recognized as a resource for the treatment of alcohol abusers is Alberta Alcoholism and Drug Abuse Commission (AADAC). The original Alberta Alcoholism Foundation was formed in 1951, with the Provincial Government assuming responsibility for the operation in 1965. Some time later, drug treatment services were incorporated into the program and in 1970, AADAC received its present name and mandate. The Provincial Government finances AADAC which provides a province-wide network of comprehensive programs in education, treatment, rehabilitation and prevention of problems associated with the use and abuse of alcohol and other drugs.

Overall policy of AADAC is set by the Commission Board, the Chairman of which is a member of the legislature. The AADAC operation is organized on a regional basis with the provincial administration office in Edmonton acting as a regulatory and resource centre. Individual mixes of the following treatments and services are offered in all regions of the province:

1. Out-patient and residential treatment and rehabilitation;

2. Professional and community development;
3. Occupational consultation for business and industry;
4. The Alberta Impaired Drivers' Program; and
5. Education programs for students and the general public.

In areas of the province where direct treatment delivery is not feasible or desirable, AADAC provides funding for private organizations to operate approved programs.

AADAC attempts to give a realistic perspective on the alcohol and drug scene. Along with treatment, this calls for the development of attitudes and values opposing misuse and abuse of alcohol or other drugs as an acceptable lifestyle, while promoting common sense attitudes toward drug use. This is best accomplished by providing current information on the effects as well as the social and personal consequences of chemical dependence.

Unfortunately, a great number of individuals who are to varying degrees addicted to alcohol or who are alcohol abusers enter the criminal justice system. It is felt by many correctional administrators that their systems are not adequately prepared to accept the responsibility for this troubled population and that they are forced to fulfill a role which appropriately belongs to other governmental agencies. This position is shared by many of the judges of the Provincial Court.

In a survey of the judges of the Provincial Court of Alberta completed on February 23, 1979, questions were answered which indicated

the concerns of the judges. The following questions were asked:

"For offenders whose primary problem is alcohol abuse, are there sufficient community-based supervision programs?"

Of those responding, 59% of the judges indicated that there is not sufficient community-based supervision to provide care for alcohol abusers. Fifty percent of the judges expressed a need for an expanded role for AADAC in the treatment of detainees and individuals under supervision of Community Corrections who are alcohol abusers.

"Are the institutional facilities and programs sufficient for this type of offender?"

To this question, 50% of the judges are under the impression that institutional programs are not sufficient to meet the needs of this specialized offender population.

The vast majority of judges surveyed recommended the development of alternatives to traditional incarceration of certain alcohol abusers. Recommendations supporting specialized housing units for addicted alcoholics who require incarceration were also made by those responding.

A summary of the responses made by the judges would indicate that AADAC should have heavy involvement in providing services to the alcohol abuser in the community, including residential treatment programs; that institutional programs are not adequate for this population; and that specialized housing units be developed for the addicted alcoholic who requires incarceration.

The conclusions reached by the Provincial Court judges are supported by probation officers surveyed during the course of this corrections review who were asked the following question:

"What is the major social services need?"

The response to this question indicated that 20.8% of the probation officers expressed a need for programs for their clients who have alcohol problems. A survey of offenders under probationary supervision indicates that 31% of all offenders in the community have a history of alcohol abuse.

HISTORY OF ALCOHOL ABUSE

<u>ALCOHOL ABUSE</u>	<u>TOTAL</u>	<u>MALE PROBATIONERS</u>	<u>FEMALE PROBATIONERS</u>	<u>OTHER PROGRAM PARTICIPANTS</u>
Yes	556 (31.0%)	350 (31.5%)	75 (26.7%)	120 (32.7%)
No	1139 (63.6%)	735 (66.2%)	194 (69.0%)	191 (52.0%)

This information provided by the field staff of Community Corrections, coupled with the responses of the Provincial judges emphasizes the need for an intensified effort to deliver services to offenders who have alcohol-related problems. It is evident, when one considers the perceived needs of judges and probation officers, that, among other concerns, the current level of expertise and service delivery skills are inadequate to satisfy the requirements of this special offender group.

A number of activities can occur which can contribute to the performance of probation officers. The first activity should be the development of a strong working relationship with AADAC. This agency represents the greatest resource to probation officers from the

standpoint of training, community resources, counselling, and the provision of alternative housing to traditional institutionalization.

With the assistance of AADAC, training programs should be developed for selected community corrections staff to provide these personnel with the knowledge necessary to offenders at the pre-sentence stage, and to provide information to the courts related to the abuse history of convicted persons, prior to sentence being imposed, and to further assist in the identification of alternative treatment programs and services available to the criminal justice system.

Special emphasis should also be placed on the identification of alcohol dependency exhibited by individuals at the pre-trial stage. It is apparent after analyzing responses of the judges that the courts would act on recommendations of the probation officers concerning alternatives to incarceration if the judges were satisfied that a well developed treatment program was available to accused persons affected by alcoholism or other drug abuse.

Caseloads should be evaluated at frequent intervals by the various supervisors in Community Corrections. If the number of clients exhibiting abuse problems on any one caseload becomes too large for individual attention, redistribution of cases should be considered, either to the extent of setting up a "specialist" where the number of cases justifies such a position, or establishing a direct referral procedure with A.A.D.A.C.

#### PROVINCIAL INSTITUTIONAL PROGRAMS FOR ALCOHOL ABUSERS

The number of offenders detained in provincial institutions who have experienced problems related to alcohol abuse strongly suggests the need for accelerated treatment programs.

On the alcohol abuse question, 504 (46%) were coded as being chronic users of alcohol at the time of intake, 580 (54%) were coded as not being chronic users.

1. Alcohol abuse and sex of offender are independent. The difference between men and women regarding the proportion of each who are reported as "abusers" is not large enough to say that there is really a difference in the population. That is, based on our data, chronic use of alcohol does not appear to be sex specific.
2. Alcohol abuse and ethnicity are related.

- Comparing Whites with non-Whites:  
37% of the Whites were reported as chronic users vs.  
63% of the non-Whites.

This difference is statistically significant which means we can generalize from our sample to all inmates. Furthermore, this finding would appear by chance in less than 1 of every 1,000 studies like this.

- Comparing Treaty Indians with all others:  
70% of the Treaty Indians were reported as chronic users vs. 42% of all others.

There is significantly more chronic alcohol use reported for Treaty Indians than for all others.

- Comparing Metis with all others:  
62% of the Metis vs. 43% of all others were reported as chronic users.

There is significantly more chronic alcohol use reported for Metis than for all others.



CHRONIC ALCOHOL USE	ETHNIC ORIGIN		
	WHITE	TREATY INDIANS	METIS
Yes	255 ( 37%)	121 (70%)	111 ( 62%)
No	432 ( 63%)	51 (30%)	68 ( 38%)
Totals	687 (100%)	172 (100%)	179 (100%)

(Note: Numbers in parenthesis are percents)

Comparing Whites with Treaty Indians, we find significantly more chronic alcohol use reported for the Treaty Indians. When Whites are compared with Metis we find significantly more chronic use among Metis.

When we compare Treaty Indians with Metis, we find no significant difference. That is, even though in our sample we find a greater proportion of chronic use among the Treaty Indians than the Metis, this difference is not large enough to generalize to the entire population. In fact, this difference would appear by chance slightly more than 10 out of 100 times.

3. Alcohol abuse and drug abuse are not related.

The proportion of chronic alcohol users who were also chronic drug users is practically the same as the proportion of alcohol users who were not chronic drug users. The difference is less than 1%.

4. Alcohol abuse and age are related. Of the 8 age categories used, chronic alcohol use appears to be concentrated in the 21-25 year group with 26% of the

chronic users found in this age group. However, this is not surprising since 27% of the entire sample falls into this age group.

The interesting part of this crosstabulation is found in the age groups 26-30, 31-40 and over 40. It is these age groups that account for the lack of independence between these two variables. Within each of these age groups, chronic alcohol users outnumber non-users by more than 2 to 1.

By dichotomizing age we can construct the following table:

AGE	CHRONIC ALCOHOL USE		
	YES	NO	TOTALS
Less than 26 years	262 (37%)	439 (63%)	701 (100%)
26 Years or More	236 (65%)	128 (35%)	364 (100%)

This shows that the older age group has significantly more chronic alcohol use than the younger group.

Also of note is the increasing proportions of chronic use with increasing age. The following table illustrates this.

AGE (N=1065)	PERCENTAGE OF AGE GROUP THAT WERE CHRONIC USERS
15-16 ( 20)	20%
17-18 (202)	30%
19-20 (191)	36%
21-25 (288)	45%
26-30 (147)	52%
31-40 (121)	67%
Over 40 (96)	82%

5. Alcohol abuse and offence seriousness are related.

Chronic alcohol users are concentrated in the Non-Violent; Serious category of Offence Seriousness. However, chronic users are actually slightly under represented in this offence category. Non-Violent; Serious accounts for 65% of the sample but only 58% of the chronic users.

6. Alcohol abuse and prior summary convictions are related.

Non-abusers have a significantly higher proportion with no prior summary convictions than do chronic users. Chronic use becomes increasingly prevalent as number of prior summary convictions increases. This would be confounded by the earlier reported relationship between age and alcohol abuse. That is, if age is positively correlated with number of prior summary convictions than one would expect to find alcohol abuse increasing with increasing numbers of prior summary convictions due to the relationship of alcohol abuse with age.

7. Alcohol abuse and prior indictables are related. The

crosstabulation of these two variables is hard to interpret. Looking at abusers vs. non-abusers, we find practically equal proportions of each group with 0, 2 and with greater than 3 prior summary convictions. However, significantly more non-abusers have 1 prior summary conviction (compared to the abusers), and significantly more of the abusers have 3 prior summary convictions (compared to the non-abusers).

It is the two categories of 1 and 3 prior summary convictions that account for the statistical relationship.

8. Alcohol abuse and Base Expectancy Scale (BES) (dichotomized into > 63% points/ < 63% points) are independent. About equal proportions of each group (abusers vs. non-abusers) got high BES scores. Consequently, about equal proportions got low BES scores.

The minor differences, in the data, between abusers and non-abusers, regarding BES, are not significant and therefore we can say there is no difference between these groups regarding scores obtained on BES when BES is dichotomized.

9. Alcohol abuse and participation in alcohol treatment program are related as one might expect. 29% of the abusers vs. 7% of the non-abusers were in alcohol treatment but only 29% of the abusers are in a treatment program. Also, of the 164 people in a program, 21% (or 35 people) were not designated as alcohol abusers.

NOTE: Poor data may also explain part or all of the 21% in the program who were not designated as chronic users, or incorrect assessment of the presence or absence of chronic alcohol use may also explain it. Furthermore, (and this is true for all of these analysis concerning chronic alcohol use) chronic alcohol use is not necessarily a "problem".

10. Alcohol abuse and level of education (dichotomized into >High School/<High School) are related. Significantly more of the non-abusers have at least a high school education than do the abusers.

Due to the high rate of admissions into the Provincial institutions, the classification process does not allow a careful examination of the level of assistance needed by the addicted offender. Commonly, several days elapse following admission before referrals occur.

Since the target population is so large, it would be in the best interest of Alberta Correctional Services to expand the role of the AADAC counsellor assigned to each of the institutions. The AADAC counsellor should be involved as an ex-officio member of the Classification Committee at each institution. If this is done, an assessment of alcohol treatment needs can be made at the time of initial entry into the institution and a treatment program can be developed for immediate implementation. This is critical if treatment programs are to be effective since the analysis of data indicates that the average length of sentence for this population is relatively short.

Of those admitting alcohol dependency problems, 109 (22.9 per cent) received a sentence of two months or less; 142 (29.8 percent) received sentences of seven to twelve months. Thus, 80.4 percent of all offenders who might benefit from alcohol treatment programs are sentenced to six months or less. The lengths of sentence, however, do not describe the average length of stay which, in the vast majority of cases, is significantly less.

Consideration should be given to identifying that population which has been classified as having characteristics commonly associated with alcoholism. Special housing should be provided for that group to facilitate participation in an intensive program of counselling, group interaction, education, work, and physical rehabilitation. Discussions with AADAC revealed that a specialized intensive program for this population can be developed and administered by that organization.

It has been estimated with confidence that 15 percent of those admitting difficulties related to alcohol abuse can be classified as alcoholic. Applying that percentage to the findings of the study, the various institutions would need to provide the following separate housing accommodations for problem drinkers.

Belmont Correctional Centre	6
Calgary Correctional Institution	18
Fort Saskatchewan Correctional Institution	24
Lethbridge Correctional Institution	8
Nordegg Correctional Centre	8
Peace River Correctional Institution	16

As the data indicates, 62.8 percent of the native population admits to difficulties related to alcohol abuse. This would suggest the need to appoint program specialists to the alcohol treatment team who are sensitive to the specific needs of the native population.

Programs for the detained female population should parallel those developed for the male population. It is anticipated that no duplication of program development will be required since there are no significant differences in the treatment needs of men and women.

At the time of discharge from the institution, alcohol treatment

counsellors should assess the needs of those individuals who would apparently benefit from continued treatment. Referrals of those individuals should be made to the agency or organization which is best prepared to meet individual requirement. Written summary reports should be prepared by the alcohol treatment counsellor and provided to the agency or group selected to continue treatment. Active follow-up in the community is essential if the program is to be successful.

Efforts should be made to plan individualized programs including release plans for inmates with alcohol problems. In-house counselling should be aimed at adequate living and work situations in the community to support the individual's efforts to modify his/her drinking habits and lifestyle.

Such programs as Poundmaker's Lodge, Napi and Crowfoot Sunrise offer a community residence with counselling for natives who are eligible for release on temporary absence from an institution. These particular programs are an excellent example of the appropriate use of native manpower resources in a very difficult program area.

#### THE PUBLIC INEBRIATE

The management of public inebriates has been a focal point of concern for local and Provincial departments of government for a number of years. Alberta Correctional Services, the courts, and local police departments have taken the position that the management of public inebriates is a social problem rather than a criminal justice problem. The consultants support this position.

The problems created by the public inebriate are most profound in Edmonton and Calgary. The consultants have focused their study on those cities. The police departments in each of those cities are to be commended for seeking humane solutions to problems related to management of the public inebriate.

The City of Calgary has few alternatives to the traditional "drunk tank" which is located in the Detention Centre. Public inebriates are "picked up" by the police and brought to the Detention Centre where they are detained until early morning. At that time they are released to the streets.

The alternative which represents the best approach for the City of Calgary is to provide a structure to be used specifically as a front-line holding centre. A facility has been located in the center core of Calgary which would serve this purpose. Renovation would be necessary for the structure to fulfill its purpose, but that expense would be minor when compared to its usefulness. A review of data indicates that 7,530 individuals were detained in the Calgary "drunk tank" under Section 84 during 1977. During the first four months in 1978, 2,788 persons were detained in the drunk tank. The average daily population detained under Section 84 during 1977 was 20.9. The average daily population detained during the first four months of 1978 was 23.2 persons. The day-to-day population, however, is unstable, and to plan for a new facility based on those averages would result in overcrowding on many days of the year. The high count during 1978 occurred during the weekend of the Calgary

Stampede which, the consultants have been told, is typical of each year. Since the most functional interior design of the front-line detoxification centre requires open space to allow constant supervision, the cost for providing space for peak populations would be minimal. To address that need, provision for a minimum of 100 should be made in the new facility.

The consultants have discussed the management of this facility with officials of Alberta Correctional Services, AADAC, and the Calgary Police Department. It is the consensus of those interviewed that AADAC is the most appropriate agency to provide administration for the facility either through direct involvement or through contracted agreements with private groups or organizations. Funding for this contracted service would possibly be generated by Correctional Services. The program for the operation of this facility should be developed with input from representatives of Correctional Services, the Calgary Police Department, AADAC, and representatives of agencies or private groups with whom contractual relationships might be established for management services.

Careful consideration should be given to follow-up services for those public inebriates who express a need and willingness to participate in recovery programs. It is estimated that the number expressing their needs for such services is minimal, but it is possible through this additional expression of concern to reduce the number of "revolving door" public inebriates who make up the greater number of those detained.

Correctional Services should continue to detain those who are

belligerent or violent; additionally, Correctional Services should detain those inebriates who are also charged with an offence.

Staffing of the facility should be methodically developed. Training should be provided which would prepare the staff to provide the first aid to injured persons, and to identify those who might need more intensive medical attention. The inclusion of nurses, medical technicians or para-medical personnel should be considered. Contractual services should be developed with the medical community to provide hospitalization, emergency treatment or diagnostic services when they are required.

To complete the transition of responsibilities for public inebriates from the criminal justice system to social services, attention is given to the process of movement of public inebriates from the street, to the detention facility. The Calgary Police Department operates two vans, fully equipped and maintained by the Department, for this purpose. Staff of the facility who have received training in para-medical services should be assigned to operate the "pick-up" vehicles. Communications systems could be provided by the Calgary Police Department; the Police Department could have responsibility for frequency assignments to be used by operators of the "pick-up" vehicles.

The geographical range for which the facility staff should be responsible should be restricted to the central area of the city. The limits of that service should be established by representatives of the Calgary Police Department and the contracting agency. The facility will receive those who have been picked up beyond the control core area, by the Police.

The City of Edmonton has for several years benefited from a number of alternatives to the drunk tank. Their program has been effective to the degree that the average daily detention rate of public inebriates is two (2).

Facilities offering detention for public inebriates are reimbursed through contracts on a per diem basis. The Men's Overnight Shelter presently receives the largest number of public inebriates; it is this facility and the Women's Emergency Shelter that the Edmonton Police Department utilizes most frequently.

A number of issues must be considered as recommendations for Edmonton are made. At the present time, Edmonton is in an enviable position due to the available housing options. However, the program is not stable due to a number of factors. A consolidated approach is not possible due to various funding sources, different policies for admissions, limitations of services to be offered, and the uncertainty of the longevity of certain programs.

Consequently a program similar to that needed in Calgary should also be developed in Edmonton. Discussions have occurred concerning the availability of a facility to be used as a front-line detoxification unit, and they should continue. The uncertain future of the Men's Overnight Shelter requires immediate deliberation; to develop a strong, stable, and financially-sound program for the public inebriate is the only certain plan of action which could be viewed as a permanent solution.

The detention program for female public inebriates should continue without change. The demands for detention of this group are not great. Provisions for detoxification services for women are described as adequate by officials in each of the two cities.

### Implementation

The implementation of the aforementioned program proposals can best be accomplished by the appointment of a Task Force. Among the responsibilities of this group are the following:

1. An analysis and assessment of this report.
2. Development of strategies to implement the proposals and recommendations.
3. Development of lines of communication between all agencies and groups offering services to those offenders and detainees experiencing problems with alcohol.
4. Joint development of a training module by A.A.D.A.C. for Correctional Services staff.
5. Development of tangible solutions to problems related to the management of public inebriates in rural areas and smaller cities.
6. Development of co-operative agreements between each agency providing services.
7. Evaluate new developments to ascertain impact.

Management personnel in Correctional Services, A.A.D.A.C., Edmonton and Calgary Police, and representatives from outside Edmonton and Calgary regions of the Province should be appointed to the Task Force.

It is anticipated that the Task Force will meet often during the initial phases. Need for formal meetings will diminish as programs are established. However, continuous evaluation of progress should occur, with changes in strategies and programs being made as required.

Expenses related to the functioning of this Task Force should be provided by Correctional Services.

RECOMMENDATIONS

1. That Correctional Services maintain a close working relationship with the Provincial Courts of Alberta, A.A.D.A.C. and other public and private agencies whose interests fall within the purview of treatment of drug abusers/alcoholics who enter the Criminal Justice System.
2. That training programs addressing the treatment needs of public inebriates and alcoholics should be developed for selected institutional and community corrections staff. Such training programs should include discussions regarding treatment to specific categories of persons entering the Criminal Justice System, personal and management techniques and general information that will provide a better understanding of the problems of those who are experiencing difficulty with alcohol.
3. That detoxification centres/sobering-up stations be established/constructed in Calgary and Edmonton to permit the "drunk tanks" in Calgary and Edmonton to be closed, or no longer utilized for persons detained under Section 84 of the Liquor Control Act.
4. That caseload supervisors carefully monitor cases to ensure that appropriate services are provided this group. Redistribution of cases should occur when caseloads of individual caseworkers indicate that referrals to an agency or person with expertise in the area would be beneficial.
5. That A.A.D.A.C. representatives/counsellors assigned to correctional institutions be actively involved in the classification and pre-release planning process, and be permitted to take part in all committee meetings/hearings involving inmates identified as alcohol/drug abusers.
6. With the assistance of A.A.D.A.C., a treatment model for chronic alcoholics be considered and, if feasible, developed. Programs for those whose problems

with alcohol are less severe should be developed which are appropriate for the levels of their needs.

7. That the referral process to community alternatives be expedited, to the fullest possible extent, after taking into account the security rating of the inmate to ensure that there is not an unnecessary or undue risk to the community.
8. That the Planning and Program Development Section of the Management Services Unit of Correctional Services establish, in co-operation with the Departmental Research Unit, a methodology for monitoring and identifying the numbers and types of alcohol/drug abusers coming in contact with the correctional system, and in consultation with A.A.D.A.C., attempt to develop more effective programs of managing and/or treating these categories of prisoners.

Programs in other jurisdictions should be researched, in attempting to determine if there are more effective approaches to this universal problem.

POPULATION  
PROJECTIONS

## CHAPTER EIGHT

### POPULATION PROFILE AND PROJECTIONS



#### INTRODUCTION

A major goal of this Corrections Review is to determine the long-range institutional needs of Alberta Correctional Services. The process by which these needs are identified requires the following information:

- . current average population
- . length of stay
- . assessments of present facilities
- . projections of future populations

Data concerning these areas is then used to construct a system model for a future date which details the nature and number of spaces which the total system must provide. This procedure assures that the system can achieve its goal of providing a bedspace which complies with correctional standards for each offender who will either be in custody on remand or serving a sentence of imprisonment. In addition it ensures that construction of new facilities is recommended only after thorough statistical and evaluative documentation of need.

#### AVERAGE DAILY POPULATION

The inmate population served by Alberta Correctional Services is diverse in terms of legal status and custody requirements, in that facilities, programs and services must be provided for accused persons prior to and during trial for persons sentenced to terms of imprisonment of two years less a day or less, and also for "federally sentenced" offenders in provincial facilities for appeal purposes, while awaiting transfer to a federal facility, or because of parole suspension.

In addition, Correctional Services provides a wide range of facilities for sentenced offenders whose program and security requirements vary from maximum security to minimum security to participation in community-based programs. This range of facilities is of necessity provided to achieve both public protection and offering offenders correctional opportunities appropriate to diverse offenders' needs. Without forestry camps, community correctional centres, and community residential centres, there would be a need for two additional correctional institutions while expensive to construct and maintain, would not be appropriate for many offenders who do not require a traditional mode of imprisonment within a traditional prison setting.

To construct a statistical model of the current use of Alberta's correctional facilities, data was gathered from the monthly reporting of each facility. Because there is multiple use of facilities, worksheets were developed to identify the various sub-groups reported by each institution. This information is summarized in the following Table 1, while worksheets detailing the average daily sub-populations for each reporting institution follow Table 1.

1978 Average Daily Population (Table 1)

Facility

A. Sentenced

Fort Saskatchewan Correctional Institution	(M)	262
	(F)	21
Calgary Correctional Institution		206
*Lethbridge Correctional Institution		128
*Peace River Correctional Institution		158
Nordegg Correctional Centre		69
Belmont Correctional Centre	(M)	120
	(F)	21
Forestry Camps		123
Community Residential Centres		152
Total Sentenced		<u>1260</u>

B. Remand/Other

Fort Saskatchewan Correctional Institution	(M)	293
	(F)	21
Calgary Remand Centre	(M)	190
	(F)	16
Total Remand/Other		<u>520</u>

Total Average Daily Population 1780

\*Figures include insignificant number of remands

1978 Fort Saskatchewan Correctional Institution Worksheet (Male)

	Total Population	Forestry Camps	Temporary Absence	Remand	Sentenced/ Remand	Penitentiary Holds	Average Daily Sentenced Population
JANUARY	640	39	22	196	65	90	228
FEBRUARY	636	44	25	193	63	80	231
MARCH	640	46	28	163	51	70	282
APRIL	603	43	26	156	52	46	280
MAY	624	52	17	179	53	65	258
JUNE	599	58	18	161	45	50	267
JULY	622	53	17	170	43	50	289
AUGUST	620	58	19	185	40	39	279
SEPTEMBER	631	50	20	181	59	62	259
OCTOBER	636	44	20	188	50	63	271
NOVEMBER	614	38	23	195	54	62	242
DECEMBER	625	47	24	188	55	66	256
X =	624	48	22	180	53	62	262

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100

1978 Calgary Correctional Institution Worksheet

	<u>Total</u>		<u>Temporary</u>	
	<u>Population</u>	- <u>Forestry Camps</u>	- <u>Absence</u>	= <u>A.D.P.</u>
January	285	36	67	182
February	295	39	69	187
March	292	39	79	174
April	307	40	73	194
May	300	39	76	185
June	298	39	67	192
July	275	36	77	162
August	285	37	62	186
September	291	35	63	193
October	291	37	64	190
November	302	38	56	208
December	295	43	65	187
			<u>X</u>	= 189

1978 Lethbridge Correctional Institution Worksheet

	<u>Total</u>		<u>Forestry</u>		<u>Temporary</u>	
	<u>Population</u>	-	<u>Camps</u>	-	<u>Absence</u>	= <u>A.D.P.</u>
January	163		9		11	143
February	171		14		13	144
March	176		16		18	142
April	164		16		11	137
May	122		15		11	96
June	147		15		13	119
July	156		13		9	134
August	137		12		9	116
September	135		10		6	119
October	142		12		3	127
November	153		14		9	130
December	151		9		10	132
					<u>X</u>	= 128

1978 Peace River Correctional Institution Worksheet

	<u>Total</u> <u>Population</u>	<u>-</u> <u>Forestry</u> <u>Camps</u>	<u>-</u> <u>Temporary</u> <u>Absence</u>	<u>=</u> <u>A.D.P.</u>
January	184	17	3	164
February	193	22	8	163
March	193	23	26	144
April	176	26	20	130
May	204	30	20	154
June	215	30	37	148
July	210	29	42	139
August	229	31	21	177
September	208	23	9	176
October	199	18	6	175
November	199	16	5	178
December	194	21	11	162
			$\bar{X}$	<u>159</u>

1978 Fort Saskatchewan Correctional Institution Worksheet (Female)

	Total Population	Temporary Absence	Remand	Sentenced Remand	Penitentiary Holds	Average Daily Sentenced Population
JANUARY	41	3	11	2	6	19
FEBRUARY	47	5	8	2	6	26
MARCH	44	5	10	5	7	17
APRIL	42	5	10	6	8	13
MAY	44	4	14	3	7	16
JUNE	43	3	14	3	3	20
JULY	42	2	14	3	4	19
AUGUST	47	2	14	2	5	24
SEPTEMBER	47	1	12	4	6	24
OCTOBER	48	2	12	3	5	26
NOVEMBER	47	2	12	4	6	23
DECEMBER	47	3	13	4	5	22
$\bar{X}$ =	45	3	12	3	6	21

**CONTINUED**

**3 OF 5**

1978 Nordegg Correctional Centre Worksheet

	<u>Total Population</u>	-	<u>Temporary Absence</u>	=	<u>A.D.P.</u>
January	85		3		82
February	86		4		82
March	92		4		88
April	104		3		98
May	96		5		98
June	89		8		81
July	72		4		68
August	54		3		51
September	51		4		47
October	53		14		39
November	47		18		29
December	51		16		35
				$\bar{X}$	67

Average Number of Prisoners  
at Nordegg Correctional Centre and Forestry Camps  
(1977 and 1978)

	<u>1977</u>		<u>1978</u>	
	<u>Nordegg</u>	<u>Forestry Camps</u>	<u>Nordegg</u>	<u>Forestry Camps</u>
January	73	72	85	101
February	100	90	86	119
March	109	106	92	124
April	78	111	104	125
May	87	112	96	136
June	79	114	89	142
July	74	108	72	131
August	87	102	54	138
September	87	118	51	118
October	78	120	53	111
November	78	113	47	106
December	88	91	51	110
	$\bar{X} = 85$	$\bar{X} = 105$	$\bar{X} = 73$	$\bar{X} = 122$



Belmont Correctional Centre  
1978 Average Daily Population  
(Male and Female)

	<u>Male</u>	<u>Female</u>
January	112.2	10.7
February	117.6	16.2
March	135.3	21.8
April	138.7	23.5
May	123.6	26.0
June	108.7	21.8
July	113.3	22.2
August	115.3	23.5
September	102.9	18.6
October	116.2	22.1
November	123.5	20.6
December	117.9	20.5

$\bar{X} = 120$

$\bar{X} = 21$

Community Residential Centres  
1977 and 1978 Average Daily Population

	<u>1977</u>	<u>1978</u>
January	152.6	144.5
February	188.1	150.0
March	184.2	189.1
April	146.8	189.3
May	148.1	175.2
June	155.9	143.8
July	155.3	138.6
August	162.3	143.5
September	166.7	140.3
October	158.8	133.3
November	171.1	144.6
December	146.8	130.9

$\bar{X} = 161$

$\bar{X} = 152$

Fort Saskatchewan Correctional Institution

1978 Average Daily Remand Population

(Male and Female)

	<u>Male</u>	<u>Female</u>
January	195.97	10.5
February	193.29	8.1
March	163.48	9.7
April	156.3	9.8
May	178.87	13.5
June	161.40	14.3
July	170.33	15.1
August	185.42	13.9
September	180.77	12.2
October	187.80	12.2
November	194.63	12.0
December	141.95	9.0

---


$$\bar{X} = 176$$

---


$$\bar{X} = 12$$

Fort Saskatchewan Correctional Institution

1978 Low and High Daily Remand Count

(Male and Female)

	<u>Male</u>	<u>Female</u>
January	177-218	6-14
February	185-205	4-10
March	134-212	7-13
April	140-188	6-13
May	149-199	10-20
June	153-185	12-20
July	142-199	11-19
August	161-213	8-27
September	158-202	9-15
October	161-201	9-15
November	170-216	8-16
December	127-158	8-11

Calgary Remand Centre  
1977 and 1978 Average Daily Remand Population  
(Male and Female)

	<u>1977</u>		<u>1978</u>	
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
January	179	15	187	15
February	166	18	206	16
March	168	13	187	17
April	168	15	186	13
May	170	16	187	15
June	171	18	180	12
July	164	19	192	18
August	171	16	180	17
September	176	17	185	15
October	193	19	209	15
November	174	14	195	21
December	181	11	186	20
	<hr/>		<hr/>	
	$\bar{X}=174$	$\bar{X}=16$	$\bar{X}=190$	$\bar{X}=16$
	1977 ADP=190		1978 ADP=206	

Calgary Remand Centre  
1977 and 1978 Low and High Daily Remand Count  
(Male)

	<u>1977</u>	<u>1978</u>
January	163-186	172-198
February	141-185	187-216
March	156-173	171-208
April	145-177	152-211
May	164-172	167-209
June	148-179	154-200
July	151-177	161-189
August	171-186	170-196
September	158-208	177-220
October	170-226	198-219
November	156-212	182-215
December	151-200	170-207

LENGTH OF STAY (Sentenced Inmate Population)

The principal determinants of the size of a sentenced inmate population are number of admissions, length of sentence, and time served (length of stay). An analysis of these factors in Alberta reveals the following:

- o 35% of over 11,800 prisoners leaving provincial correctional facilities in Alberta between April 1977 and November 1978 were imprisoned for failure to pay fine.
- o These fine defaulters served an average of 13.4 days each, occupying 100 beds daily.
- o If 50% of them could be diverted, it would reduce the average daily population by 50 beds.
- o Generally, the length of stay in a provincial correctional facility in Alberta is relatively brief:
  - 41% are released in 15 days or less
  - 60% are released in one month or less
  - 81% are released in three months or less
- o The "average" sentence is 119 days.
- o The "average" length of stay is 58 days, or 49% of the average sentence.

Institutional Length of Stay

An analysis of releases from Alberta's correctional institutions between April 1977 and November 1978 revealed that approximately 9400 individuals were released from the institutions during that period. Because a number of individuals were released, re-arrested and then released again, there were actually 11,801 releases. The analysis of length of stay revealed the following:

		Fort. Sask. Corr. Inst.	Peace River Corr. Inst.	Lethbridge Corr. Inst.	Calgary Corr. Institution	Belmont Corr. Centre	Nordegg Corr. Centre	Total	Percentage
15 Days or Less	(M)	1947	354	1064	908	333	3	4609	39.1
	(F)	133	-	-	-	66	-	199	1.7
16 - 31 Days	(M)	699	133	321	644	192	4	1993	16.9
	(F)	49	-	-	-	12	-	61	.5
1 - 3 Months	(M)	873	200	348	722	417	64	2624	22.2
	(F)	58	-	-	-	47	-	105	.9
3 - 6 Months	(M)	332	157	150	289	236	108	1272	10.8
	(F)	25	-	-	-	24	-	49	.4
More than 6 Months	(M)	203	133	89	182	147	99	853	7.2
	(F)	24	-	-	-	12	-	36	.3
SUB-TOTALS	(M)	4054	977	1972	2745	1325	278	11351	96.1
	(F)	289	-	-	-	161	-	450	3.9
TOTAL		4343	977	1972	2745	1486	278	11801	100.0

The data shows that the time actually served in Alberta's correctional institutions is not long:

- o Almost 41% of all releases were within 15 days or less.
- o Almost 60% of all releases were within one month.
- o 81% of all releases were within three months.

An interesting statistic emerged from an analysis of the reason for incarceration - i.e. fine defaulters constituted 35% of all releases.

Type of Sentence	Number of Releases
Fine Default	4067 (34.5%)
Mandatory	7734 (65.5%)
	11,801 (100%)

The high number of fine defaulters among all releases presents a significant opportunity for modifying the number of institutional bedspaces required throughout the system. An analysis of the length of stay of each sentencing type (fine defaulters and mandatory sentences) reveals the potential for reducing bedspace needs.

Sentence Type	Length of Stay by Sentence Type					Total
	15 days or Less	16-31 days	1 - 3 months	3 - 6 months	More than 6 months	
Fine default	3234	648	157	14	14	4067
Mandatory	1574	1406	2572	1307	875	7734
	4808	2054	2729	1321	889	11801

Average Length of Stay for all Offenders

Category	Midpoint (hrs.)	X	Total of Inmates	= Total hours
15 days or less	180		4,808	865,440
16-31 days	564		2,054	1,158,456
1-3 months	1,440		2,729	3,929,760
3-6 months	3,240		1,321	4,280,040
over 6 months*	6,480		889	5,760,720
			11,801	15,994,416

\* The upper limit of this category was set at one year, since an analysis of data revealed 99% of all prisoners were released by one year.

$$15,994,416 \text{ hours} = 666,434 \text{ days} \div 11,801 \text{ releases} = 56.5 \text{ days/release}$$

Thus, the "average" time served by all inmates, using the midpoints of each time category is 56.5 days.

Average Length of Stay - Fine Defaulters

Category	Midpoint (hrs.)	X	Number of Defaulters	= Total Hours
15 days or less	180		3,234	582,120
16-31 days	564		648	365,472
1-3 months	1,440		157	226,080
3-6 months	3,240		14	45,360
over 6 months	6,480		14	90,720
			4,067	1,309,752

$$1,309,752 \text{ hours} = 54,573 \text{ days} \div 4,067 \text{ fine defaulters} = 13.4 \text{ days/fine defaulter}$$

Thus, the "average" time spent by all fine defaulters is 13.4 days.

Average Length of Stay - Mandatory Sentences

<u>Category</u>	<u>Midpoint (hrs.)</u>	<u>X</u>	<u># of Mandatory Sentences</u>	<u>= Total Hours</u>
15 days or less	180		1,574	283,320
16-31 days	564		1,406	792,984
1-3 months	1,440		2,572	3,703,680
3-6 months	3,240		1,307	4,234,680
over 6 months	6,480		875	5,670,000
			<u>7,734</u>	<u>14,684,664</u>

$$\bar{X} = 1898.7 \text{ hours or } 791 \text{ days}$$

The "average" time served by all mandatory sentences was 79.1 days.

To summarize, the average time served was:

- 0 for all offenders - 56.5 days
- 0 for mandatory sentence - 79.1 days
- 0 for fine defaulters - 13.4 days

The above data on releases covers an 18-month period. Assuming that the number of fine defaulters exiting the system corresponds approximately to the number entering the system, this means that about 225 individuals enter a correctional institution every month and stay 13.4 days because they cannot pay a fine.

The potential for reduction in bedspace requirements is significant here. If 50% of these fine defaulters are prevented by entering the institution (through Fine Option or Community Service Orders, for instance), there will be 50 less bedspaces required on an average daily basis. This was calculated in the following manner:

- 1) 225 fine defaulters per month x 12 = 2700 a year.
- 2) 2700 per year x 50% = 1350 per year.
- 3) 1350 fine defaulters x 13.4 days average length of stay = 18,090 days per year.
- 4) 18,090 days of incarceration  $\div$  365 = 50 average daily population.

The commitment to divert one half of fine defaulters from the correctional institutional system represents a saving of 50 beds per year.

Reducing sentence length is another avenue typically pursued in an attempt to reduce inmate populations. In Alberta, however, length of sentences do not appear to be excessive. Similarly, early release appears to be practiced, as the following data indicates.

Type Of Crime, By Mean Aggregate Sentence And Mean Time Served (Days)

	<u>Violent</u>	<u>Serious; Non-violent</u>	<u>Non-Serious; Non-Violent</u>	<u>Total</u>
Mean Sentence	251.1	169.1	55.6	119.3
Mean Time Served	128.6 (n=746)	87.4 (n=4338)	25.0 (n=5358)	58.0

Overall, the "average" offender serves 58 days of an "average" sentence of 119 days, or 49% of the sentence.

Length of Stay (Remanded Inmate Population)

As part of the survey, information was recorded concerning the time the individual was booked and released from remand facilities in Edmonton and Calgary. This was then calculated into length of stay.

<u>Length of Stay</u>	<u>Fort Sask. Corr. Inst.</u>	<u>Calgary Remand Centre</u>	<u>Total</u>
4 hours or less	1	3	4
5-8 hours	-	2	2
9-12 hours	1	-	1
13-24 hours	3	12	15
25-48 hours	7	12	19
2-7 days	32	30	62
8-30 days	29	63	92
31-60 days	21	27	48
61-90 days	10	10	20
3-6 months	14	10	24
6-12 months	2	5	7
	120	174	294

Note: The interpretation of this data is seriously limited by the large number of missing cases (182), many of which could not be accurately determined at the Fort Saskatchewan Correctional Institution.

Alternatives to Remand

The decision as to remand an individual prior to trial is a critical one in terms of affecting the population of remand facilities. Traditionally, the posting of a cash bail has been the only alternative to being held in remand. Recently, however pre-trial release and bail supervision programs have been developed and utilized with considerable success.

It is interesting to note in the data presented above on "Means of Release" that only 21 of the 345 cases cited were released on their own recognizance.

To assess the potential of increasing the number released on their own recognizance while on pre-trial status, this Corrections Review elicited information which could be applied to a formal scale used widely elsewhere which measures an accused offender's releasability. This scale, developed by the VERA foundation in New York City is designed to ascertain the strength of the offender's ties to the community. These ties are assumed to be a measure of the probability or likelihood that an offender will not fail to appear at his next scheduled hearing, if released, rather than remanded in custody. The use of this scale coupled with offence history and any information concerning the offender's known propensity to abscond provides remand administrators with the ability to recommend individuals who meet these criteria for release on recognizance (ROR).

When the Vera scale criteria were applied to the two remand populations, the following results were obtained.

<u>Vera</u>	<u>Fort Saskatchewan</u>	<u>Calgary</u>	<u>Total</u>
Pass	138 (61%)	82 (47%)	220 (55%)
Fail	87 (39%)	92 (53%)	179 (45%)
	225	174	399

A total of 55% of almost 400 cases passed the Vera Scale and hence qualify for Release on Recognizance.

It is commonly recognized that a scale designed to measure community ties alone is often insufficient to allay doubts or fears concerning the releasability of one charged with crime - especially serious crime. Therefore, the data was re-examined in two additional ways, which took into account the offence with which the remanded person was accused.



Vera<sub>1</sub>

To pass Vera<sub>1</sub>, the accused had to pass all the requirements of Vera, and in addition, the offence with which he was accused had to be in the non-violent/non-serious category. This category represents these offences which are of a summary nature and penalties are relatively mild. The application of the Vera<sub>1</sub> criteria produced the following results:

<u>Vera<sub>1</sub></u>	<u>Fort Saskatchewan Correctional Institution</u>	<u>Calgary Remand Centre</u>	<u>Total</u>
Pass	31 (14%)	21 (12%)	52 (13%)
Fail	193 (86%)	152 (88%)	345 (87%)
	224	173	397

The percentage of the total which meets Vera<sub>1</sub> criteria is considerably less than the percentage which meets Vera only. In this instance, an average of 13% of the total (or 52 cases) would qualify for ROR.

Vera<sub>2</sub>

A second modification of Vera was then applied. Vera<sub>2</sub> permits an accused to be considered for ROR if he/she is charged with an offence considered non-violent/non-serious or non-violent/serious. This excludes, in effect, only those charged with violent crimes from being considered for ROR. In terms of stringency or exercise of caution in identifying accused persons for release on ROR, this scale falls between Vera and Vera<sub>1</sub>.

<u>Vera<sub>2</sub></u>	<u>Fort Saskatchewan Correctional Institution</u>	<u>Calgary Remand Centre</u>	<u>Total</u>
Pass	106 (47%)	59 (34%)	165 (42%)
Fail	118 (53%)	114 (66%)	232 (58%)
	224	173	397

The results of Vera<sub>2</sub> indicate that an average of 42% would qualify for ROR.

To apply yet another measurement, data concerning any record of failure to appear in the accused's criminal history was then cross-tabulated with the results of the three applications of the Vera scale.

<u>Vera (Failure to Appear)</u>			
<u>Failure to Appear</u>	<u>Pass</u>	<u>Fail</u>	<u>Total</u>
Yes	39 (10%)	36 (10%)	75
No	173 (45%)	133 (35%)	306
	212	169	381

Note: Percentages are of entire population (381)

From this table it is seen that:

- 45% of the population pass Vera and have no record of failure to appear.
- 10% of the population pass Vera but have a record of failure to appear, thereby not qualifying for ROR.
- 45% fail to pass Vera.

Adding the criteria of having no history of failure to appear clearly reduces the number who might qualify for ROR but adds to the potential acceptability of the use of the Vera scale.

Vera<sub>1</sub> (Failure to Appear)

<u>Failure to Appear</u>	<u>Pass</u>	<u>Fail</u>	<u>Total</u>
Yes	14 (4%)	60 (16%)	74
No	33 (9%)	272 (72%)	305
	47	332	379

Note: Percentages are based on total population (379).

The results of this analysis indicate that:

- Only 9% of the remand population would qualify for ROR by virtue of having passed the stringent requirements of Vera, and not having a record of failure to appear.

Vera<sub>2</sub> (Failure to Appear)

<u>Failure to Appear</u>	<u>Pass</u>	<u>Fail</u>	<u>Total</u>
Yes	31 ( 8%)	43 (11%)	74
No	128 (34%)	177 (47%)	305
	159	220	379

Note: Percentages are based on total population (379).

The results of this analysis indicate that:

- 34% of the remand population would qualify for ROR.

The above data clearly displays the degree to which the effective use of release scales, offence history and history of failure to appear, could have a significant impact on the populations of the remand centres.

Length of Stay (LOS) in Remand Centres

The data concerning the amount of time spent by offenders in the two main remand facilities in Edmonton (Fort Saskatchewan) and Calgary must be interpreted with caution due to the large number of cases for which data could not be determined. There were, however, almost 300 people who were released from the two remand facilities for whom the LOS was calculated. The table below presents that data, cross-tabulated by means of release.

Total Length of Stay in Remand Centres  
by Means of Release

<u>Means of Release</u>	<u>Less than One Day</u>	<u>Between 1-2 days</u>	<u>2-7 days</u>	<u>8-30 days</u>	<u>31-60 days</u>	<u>61-90 days</u>	<u>91 days-6 months</u>	<u>6-12 months</u>	<u>Total</u>
Charges dismissed			6	9	5	3	2		25
Acquitted/not guilty				2					2
Stay of proceeding					2				2
Cash bail	2	2	4	7	1	1			17
Cash bail to court	2	6	7	11	4	2	3		35
Property bail	1	1	3	4	3				12
Supervised release				1			1		2
ROR	3	2	4	4	3		1		17
Sentenced to incarceration	2	1	11	16	11	5	7	1	54
Fine	1		6					1	8
Probation			3	4	3	1			11
Probation and Fine				1					1
Parole reinstated			4	3	3	1			11
Transfer to Correctional facility	8	6	9	16	7	2	4	4	56
Transfer to federal and/or mil.	2		4	10	3	2	5	1	27
Transfer to psych/med.				1	1	1	1		4
Deportation									
Other	1	1	1	4	3	2			12
TOTAL	22	19	62	93	49	20	24	7	298
Percentage of Total	7%	6%	21%	31%	16%	7%	8%	2%	

Length of Stay, by Vera (Pass/Fail)

The following three tables display the amount of time spent on remand, cross-tabulated by how those accused persons scored on the Vera scale, Vera<sub>1</sub> scale and Vera<sub>2</sub> scale.

<u>Length of Stay (Vera)</u>									
<u>Vera</u>	<u>Less Than</u> <u>One Day</u>	<u>Between</u> <u>1-2 Days</u>	<u>2-7</u> <u>Days</u>	<u>8-30</u> <u>Days</u>	<u>31-60</u> <u>Days</u>	<u>61-90</u> <u>Days</u>	<u>91 Days-</u> <u>6 Months</u>	<u>6-12</u> <u>Months</u>	<u>Total</u>
Pass	12	9	30	38	21	7	15	4	136
Fail	7	6	24	42	19	10	5	3	116
	19	15	54	80	40	17	20	7	252
% of Total	8%	6%	21%	32%	16%	7%	8%	2%	

<u>Length of Stay (Vera<sub>1</sub>)</u>									
Pass	5	4	11	6	4	1	1	1	33
Fail	13	11	43	74	35	16	19	6	217
	18	15	54	80	39	17	20	7	250

<u>Length of Stay (Vera<sub>2</sub>)</u>									
Pass	9	8	26	32	13	5	8	2	103
Fail	9	7	28	48	26	12	12	5	147
	18	15	54	80	39	17	20	7	250

From the above data concerning the number of accused persons who met the requirements of the Vera Scale plus the offence criteria, it is possible to assess the impact of an ROR program on remand space utilization, based upon an average (LOS) for those who passed Vera<sub>2</sub>, excluding those released where no LOS information was available. The results must therefore be seen as in need of further validation.

To calculate this "average", the mid-point of each category of LOS was used. This mid-point was multiplied by the number of accused persons who passed Vera<sub>2</sub>. The category totals were then added and the subsequent "average" can then be regarded as a weighted mean LOS.

<u>Length of Stay (Hours) - Total Population</u>				
<u>Category</u>	<u>Midpoint (Hrs.)</u>	<u>x</u>	<u>Number</u>	<u>= Total Hours</u>
Less than 1 day	12 hours	22	=	264
1-2 days	36 hours	19	=	684
2-7 days	108 hours	62	=	6,696
8-30 days	456 hours	93	=	42,408
31-60 days	1,092 hours	49	=	53,508
61-90 days	1,812 hours	20	=	36,240
91 days-6 months	3,252 hours	24	=	78,048
6-12 months	6,540 hours	7	=	45,780
		296		263,628

$\bar{X}$  = 37.1 days average LOS for all remands.

<u>Length of Stay (Hours) - Population Passing Vera<sub>2</sub></u>				
<u>Category</u>	<u>Midpoint (Hrs.)</u>	<u>x</u>	<u># Passing</u>	<u>= Total Hours</u>
Less than 1 day	12 hours	9	=	108
1-2 days	36 hours	8	=	288
2-7 days	108 hours	26	=	2,808
8-30 days	456 hours	32	=	14,592
31-60 days	1,092 hours	13	=	14,196
61-90 days	1,812 hours	5	=	9,060
91 days-6 months	3,252 hours	8	=	26,016
6-12 months	6,540 hours	2	=	13,080
		103		80,148

$\bar{X}$  = 32.4 days average LOS for those passing Vera<sub>2</sub>.

Length of Stay (Hours) - Failing Vera <sub>2</sub>				
Category	Midpoint (Hrs.)	x	# Failing	= Total Hours
Less than 1 day	12 hours		9	= 108
1-2 days	36 hours		7	= 252
2-7 days	108 hours		28	= 3,024
8-30 days	456 hours		48	= 21,888
31-60 days	1,092 hours		26	= 28,392
61-90 days	1,812 hours		12	= 21,744
91 days-6 months	3,252 hours		12	= 39,024
6-12 months	6,540 hours		5	= 32,700
			147	147,132

$\bar{X}$  = 41.7 days average LOS for those failing Vera<sub>2</sub>.

The data, as presented above, have potentially significant implications for the remand population. Conceding that the length of stay warrants further validation, the application of the Vera scale with moderate offence requirements could potentially reduce the total remand bedspace requirements. This review found that 42% of remandees who were released met Vera<sub>2</sub> requirements. The calculated average length of stay for this group was approximately 32 days. If a Vera scale is applied and the offence verified, it is reasonable to assume that this significant number of accused persons could be released within two days with a documented probability that they would appear for their next hearing.

The impact of such a program on daily average remand population would be as follows:

$$\begin{aligned} 42(\%) \text{ (passing Vera}_2\text{)} - 2 \text{ day LOS} &= 84 \\ 58(\%) \text{ (failing Vera}_2\text{)} - 42 \text{ day LOS} &= 2,436 \\ \hline &2,520 \div 100 = 25.2 \end{aligned}$$

New LOS = 25.2 days, or 32% lower than the present length of stay which is 37.1 days for all accused persons.

Example of VERA SCALE Instrument

		Requirements	Points
Box 1	1.	Defendant <u>must</u> reside in the county/region under consideration.	1
	2.	Defendant has lived at his current address 2 1/2 years or more.	1
Box 2		or	
	3.	Defendant lives with parent(s) or spouse.	1
		or	
	4.	Defendant is employed, in school, or in a training program on a full time basis.	1
Box 3	5.	Defendant has a phone in his residence.	1
		or	
	6.	Defendant expected someone at the arrangement (not complainant or attorney).	1
		or	
	7.	Defendant has no felony convictions	1
TOTAL:			

Scoring Procedures

- Step A: The defendant must satisfy Requirement 1
- Step B: If the defendant is not a resident of a county/region under consideration he automatically "fails" the test. If the defendant does satisfy Requirement 1, he/she is then required to satisfy at least one of the requirements in Box 2; i.e., he/she must satisfy (in addition to Requirement 1), Requirement 2 or Requirement 3 or Requirement 4.
- Step C: If the defendant does not satisfy any of the requirements in Box 2, he is disqualified.
- Step D: If the defendant satisfies only one of the requirements in Box 2, then he must satisfy at least one of the requirements in Box 3 in order to qualify.
- Step E: If the defendant satisfies 2 or more requirements in Box 2, (in addition to Requirement 1), he automatically "passes" and there is no need to proceed to Box 3.
- Step F: If the defendant satisfies Requirement 1, and one of the requirements in Box 2, but none of those in Box 3, he is disqualified.

## POPULATION PROJECTIONS

### Introduction

As a method of projecting we have chosen extrapolation by statistical analysis. It is hoped that by a precise statistical analysis of the present state of affairs and its developments, one can extend the discovered trends to the near future with acceptable accuracy.

Caution must be exercised in interpreting projections. Projections are never accurate and are only conditional statements about the future. As reality deviates from the assumed conditions, the accuracy of the projections suffers. In this chapter, a host of factors which are considered determinants of the prison population size had to be excluded from the analysis. They include changes in law enforcement, sentencing, parole, and probation policies and practices as well as possible increases or decreases in crime rates. In our projection we took into account only one statement which can exaggeratedly be called a social law: "a very important fact of criminality is the demographic composition of the population and expected changes in its composition".

### Projection of Total Population

All empirical knowledge points to the fact that the incarcerated population is some function of the total population subject to an error component which could be considered random. Thus, obtaining an acceptable total population projection is a necessary prerequisite for any attempt toward projecting prison populations.

Several official projections of the total population of Alberta were considered for use in the analysis. Comparing these projections to each other and to the growth history of Alberta provides some basis for choosing as most reasonable that projection series which reflects a realistic and reasonable pattern of the components of population growth.

### Migration

Rapid population growth in Alberta during the most recent years was due largely to the contribution of the migration component. Net migration to Alberta increased to 38,600 in 1975 from 14,300 in 1973 and to 41,900 in 1976. A slight decline was experienced in 1977 to 37,200 and in 1978 again it decreased to 34,900. All economic forecasts indicate that the Alberta economy will continue to grow and will continue to attract migrants during the next few decades. However, experience of the last two years indicates that the migration peak was reached in 1976 and it is more likely that net migration to Alberta will be stabilized around 30,000 a year in the coming years.

### Fertility

Fertility rates in Alberta have been declining steadily since the 1950's. However, Alberta's fertility rate is still higher than the national average. While the Canadian fertility level seems to be stable around 1.85 births per woman, fertility level for Alberta continues to drop. This declining trend is expected to continue until it converges with the Canadian national average at a slightly below replacement level, ie: 1.9 births per woman.

### Mortality

Mortality rates in Canada are at a minimum and there are hardly any differentials across the provinces. This factor will not affect the choice of a population projection series because all series are based on the same mortality expectations.

In consideration of the above we have chosen Statistics Canada Population Projection Series 4 as the most reasonable and accurate to reflect future population reality of Alberta. This series assumes that net migration to Alberta will gradually decline to 26,400 per year in 1991 from a high of

33,000 a year in 1977 (average for the period is 29,700 a year). In this series the fertility level for Alberta is assumed to decline to 1.8 births per woman in 1991 from a high of 2.0 births per woman in 1976. Alberta Bureau of Statistics projections appear flawed by high fertility projections (2.1 births per woman) and high migration expectations (average of 50,000 to 46,000 a year). Statistics Canada Projection Series 1 and 3 seem lower bound in their migration expectations (16,800 a year and 23,400 a year respectively) while Statistics Canada Projections Series 4 is rather optimistic in its migration assumption (38,800 a year). Please refer to Table 1 for a detailed description of fertility and migration assumptions employed in each series of population projections.

#### Limitations of Aggregate Prison Population Projections

Traditionally, it is assumed that the prison population is a constant proportion of the total population. On the basis of this assumption, projecting prison population is considered an easy task because it requires only a minimum amount of information, ie: estimated proportion of prison population to total population and projected total populations over the projection period. Projections of this type have many limitations. First, their accuracy is less than adequate because they are constructed on the basis of the following assumptions:

- (a) age and sex specific incarceration rates remain unchanged over the projection period; and
- (b) age and sex composition of the population remains unchanged over the projection period; or
- (c) incarceration rates remain unchanged over time and across all age groups.

Table 1

COMPARISON OF SIX PROJECTIONS OF ALBERTA TOTAL POPULATION:  
OVERVIEW OF FERTILITY AND MIGRATION ASSUMPTIONS

	<u>Total Fertility Rate</u>		<u>Net Migration Five Year Averages</u>		
	1976	1991	1976-81	1981-86	1986-91
A.B.S. Series 4	2.1	2.1	38000	56000	34000
A.B.S. Series 5	2.1	2.1	38500	47300	47300
Stat. Canada Series 1	2.1	2.1	28900	11500	9900
Stat. Canada Series 2	2.1	2.1	37800	39700	39000
Stat. Canada Series 3	2.0	1.8	31100	20800	18500
Stat. Canada Series 4	2.0	1.8	33100	29600	26400

Second, such aggregates are not useful for long-range planning of correctional programs because these projections do not identify population groups who are more likely to be incarcerated, eg: young males.

#### Detailed Age and Sex Specific Projection

Prison population projections presented in this report are detailed by age groups and sex. Therefore, these projections could be considered more refined and presumably more accurate than traditional aggregate projections. It is hoped that a projection of this type allows the analyst to separate out the effects of changes in the age and sex composition of the population from changes in rates of crime and incarceration.

Several stages of intermediate calculation are necessary in order to complete a projection of this type. The age and sex distribution of the Average Daily Population of prisoners must be determined first. Then a series of Prisoner Population Ratios must be computed by comparing prisoners to total population over some reasonable number of historical time period. These historical levels must then be interpreted and projections made for each of the age-sex specific ratios for the future period being considered. Finally, the projected Prisoner Population Ratios are multiplied against the appropriate age and sex groups of a population projection for appropriate time periods to derive the number of persons to be expected in prison by age and sex for each of the projected periods. Tables 2, 3 and 4 below give the major steps of this series of calculations in such a form that the principal components of the projections series is available for questioning and modification by interested users of the findings.

The reported age and sex distribution of all prisoners provided in each annual report was used as a basis for distributing the ADP population among

the various age and sex categories for each of the three historical periods covered. This estimate of age and sex distribution may be biased if any particular age or sex group is characterized by having shorter sentences than others such that persons from this group might be over-represented in the total annual counts relative to other persons and ages which were imprisoned throughout the year and only counted once. No indication of such a bias has been found but it should be considered when this method of estimation is employed.

Dividing the estimated prison populations for each age-sex group by the comparable population counts for the total population as reported in the census, yields a series of age specific Prisoner Population Ratios per 100,000 population for each of the three historical periods considered, ie: 1966, 1971 and 1976. Table 2 presents this series of Prison Population Ratios. Also given in Table 2 is the projected level of the Prison Population Ratio for the rest of the century.

Examining these age-sex specific ratios for males over 25 years of age reveals a consistent decline in the ratios over the decade from 1966-1976. This decline is generally on the order of 30% - 50% and occasionally even more. It seems safe to conclude that a real decline in prisoner population ratios is underway at least for males 25 years and older. The decline may not continue much beyond 1976 but some slightly lower ratios through the end of the century seems justifiable. Following this reasoning projected levels are given in the column headed 1981-01 which for these groups are just slightly lower than the 1976 ratios. For the younger two age groups, the trend is less consistent, peaking in the 1971 - 1972 period for both of these groups. A reasonable conclusion would be that ratios for these groups are likely to be a bit higher over the rest of the century than they were in 1976; and projected



Table 2

CALCULATED PRISON POPULATION RATIOS FOR FIVE YEAR AGE AND SEX GROUPS  
FOR ALBERTAN PRISONS, 1965-1966, 1971-1972, 1975-1976, BASED ON DATA  
REPORTED IN THE ANNUAL REPORTS OF THE SOLICITOR GENERAL

Age	<u>Males</u>				<u>Females</u>			
	1965-66	1971-72	1975-76	1981-2001	1965-66	1971-72	1975-76	1981-2001
15-19	321.5	458.5	406.1	425.0	12.4	5.1	12.7	10.0
20-24	428.6	478.8	373.2	400.0	31.0	11.2	23.0	20.0
25-29	381.3	311.0	245.6	225.0	26.3	10.2	13.6	12.0
30-34	296.7	255.9	164.4	160.0	13.0	8.1	12.7	10.0
35-39	282.8	214.4	158.6	150.0	10.7	8.5	7.7	7.0
40-44	277.7	167.7	116.4	100.0	9.1	4.4	2.1	2.0
45-49	234.3	146.7	98.6	75.0	10.4	2.3	2.2	2.0
50+	124.8	58.2	26.8	25.0	2.3	0.6	2.2	2.0

Table 3

STATISTICS CANADA SERIES 4 POPULATION  
PROJECTIONS TO THE YEAR 2001

Age	<u>Males</u>					<u>Females</u>				
	1981	1986	1991	1996	2001	1981	1986	1991	1996	2001
0-14	270.4	295.9	321.6	329.6	325.9	257.2	281.0	305.3	312.9	309.4
15-19	102.3	95.5	95.7	108.7	117.3	98.4	91.3	91.3	103.6	111.8
20-24	109.2	112.0	103.2	102.2	114.3	105.4	108.8	99.7	98.5	110.0
25-29	107.3	122.4	124.1	112.7	110.1	104.8	118.4	120.6	109.0	106.1
30-34	95.0	115.7	131.0	131.9	118.5	91.8	113.6	126.8	127.9	114.4
35-39	72.9	101.0	120.3	135.8	136.1	69.9	98.0	118.4	131.4	132.0
40-44	57.5	76.6	103.8	122.1	137.6	55.5	73.8	101.3	120.8	133.6
45-49	54.2	59.0	77.8	104.2	121.5	50.7	57.7	75.8	102.8	121.5
50+	202.1	228.8	255.4	294.7	353.6	218.2	252.5	289.1	337.9	406.5
TOTAL	1070.9	1206.9	1332.9	1441.9	1535.0	1051.9	1195.1	1328.4	1444.7	1545.4
GRAND TOTAL MALE & FEMALE						2122.7	2402.0	2661.4	2886.5	3080.3

Table 4

PROJECTED NUMBER OF PRISONERS BY AGE & SEX 1981 - 2001,  
BASED ON SERIES 4 PROJECTION OF STATISTICS CANADA (1979)

Age	Males					Females				
	1981	1986	1991	1996	2001	1981	1986	1991	1996	2001
15-19	435	406	407	462	499	10	9	9	10	11
20-24	437	448	413	409	457	21	22	20	20	22
25-29	241	275	279	254	248	13	14	14	13	13
30-34	152	185	210	211	190	9	11	13	13	11
35-39	109	152	180	204	204	5	7	8	9	9
40-44	58	77	104	122	138	1	1	2	2	3
45-49	41	44	58	78	91	1	1	2	2	2
50+	51	57	64	74	88	4	5	6	7	8
TOTAL	1524	1644	1715	1814	1915	64	70	74	76	79
GRAND TOTAL MALE & FEMALE						1588	1714	1789	1890	1994

ratios are given in the 1981-2001 column which are midway between the 1976 and 1971 figures.

For female prisoners, a similar downward trend is exhibited for those over 35 years of age but for those at younger ages the low point appears to have been reached in 1971 with an increase in ratios becoming apparent in the 1976 period. Thus for the younger age groups of females, the projected Prisoner Population Ratio has been calculated as being between the 1971 and 1976 figures while for the older age groups we have set the ratio slightly lower than the 1976 figures. Far more significant than these minor trends for females, however, is the very marked difference between female and male ratios. Such major differentials are very significant and potentially provide far more information about future trends than small shifts within the female population alone. This differential is considered further below in conjunction with the possible impact of increased criminality among women on prison populations.

Given these projected age-sex specific Prison Population Ratios, it is now possible to multiply them by the appropriate age and sex categories of populations projected to the year 2001. Table 3 gives the age and sex breakdowns of the Statistics Canada Population Projection Series 4.

Given the Prison Population Ratios reported and projected in Table 2 and the projected populations reported in Table 3, we can now develop projections of future prison population by multiplying the two sets of figures against each other. Table 4 gives the results of these multiplications for each of the five-year periods and for the detailed age and sex groups employed in the analysis.

Changes in law enforcement, adjudication and incarceration policies are some factors that could have significant influence on a prison population size. These factors, however, could not be incorporated into the projection model employed in this report. The prison population projections reported here

are constructed under the assumption that there will not be any changes occurring to the above factors. Two additional considerations were taken up in the next section purely on speculative grounds. These speculations seem both popular and plausible. These considerations are as follows:

- (a) possibility of somewhat higher incarceration rates for females;  
and
- (b) possibility of higher population growth rates for Alberta.

#### Selected Alternative Considerations

##### (a) Higher Incarceration Rates for Women

There is some speculation on the part of the criminal justice planners on the possibility of higher incarceration rates for females in the future. This speculation is based on certain facts such as increasing female labour force participation rates, and declining willingness on the part of the female to conform to traditional familial roles. Apparently, a convergence is taking place in the male/female rates of heart disease, ulcers, smoking and suicides and it is speculated that such changes in female rates of behaviour may also occur with respect to crime and imprisonment.

In view of the above, a very vital consideration in long-term planning for Alberta prisons should be the consideration of possible introduction of many more female prisoners in the future as their rates of incarceration increase. Let us assume that the Prison Population Ratios for females will gradually rise during the 1980's until they reach a level equal to about 25% of the ratios exhibited by males at comparable ages. Table 5 gives these new levels of prison population for females under these assumptions.

These total populations for women in prison from 1991 to 2001 are markedly higher than those projected earlier in Table 4. While such an

Table 5

PROJECTED NUMBER OF PRISONERS BY AGE & SEX 1991 - 2001,  
 BASED ON SERIES 4 PROJECTION OF STATISTICS CANADA (1979)

\*Viewing Female Expected Population Ratio As 25% Of Male.

Age	<u>Males</u>			<u>Females</u>		
	1991	1996	2001	1991	1996	2001
15-19	407	462	499	97	110	119
20-24	413	409	457	100	99	110
25-29	279	254	248	68	61	60
30-34	210	211	190	51	51	46
35-39	180	204	204	44	49	50
40-44	104	122	138	25	30	33
45-49	58	78	91	14	19	23
50+	64	74	88	18	21	25
TOTAL	1715	1814	1915	417	440	466
GRAND TOTAL MALE & FEMALE				2132	2254	2381

outcome may actually be less likely, these kinds of long-term social considerations are most important in understanding possible future developments.

(b) High Population Growth Rates

Statistics Canada Population Projection Series 4 was chosen as most reasonable in our previous calculations. However, Alberta Bureau of Statistics and even Statistics Canada exhibit more optimism with respect to the population growth potential in Alberta. In their view, the most acceptable migration projection for Alberta should be somewhat higher than that assumed in the projection series 4. These considerations lead us to prepare an alternative set of prison population projections based on somewhat higher population projections. For this purpose we have chosen Statistics Canada Population Projection Series 2 which is only moderately optimistic with respect to population growth potential in Alberta. Results of these projections are shown in Tables 6 and 7.

Table 6

STATISTICS CANADA SERIES 2 POPULATION  
PROJECTIONS TO THE YEAR 2001

Age	1981	1986	1991	1996	2001	1981	1986	1991	1996	2001
0-14	280.6	329.1	385.5	417.7	428.2	266.8	312.7	366.1	396.6	406.5
15-19	103.2	98.3	100.9	123.6	144.5	99.3	94.0	96.2	117.8	137.8
20-24	110.7	116.0	109.3	110.2	132.0	107.0	113.0	105.9	106.5	127.2
25-29	109.3	128.4	133.5	123.0	121.9	106.9	124.6	130.1	119.4	117.9
30-34	96.7	121.3	141.6	145.0	131.9	93.3	119.2	137.3	141.0	127.7
35-39	73.9	105.1	129.1	149.1	151.5	70.8	101.8	127.0	144.6	147.2
40-44	58.1	79.1	110.0	132.7	152.4	56.0	76.0	107.1	131.1	148.2
45-49	54.6	60.5	81.5	111.5	133.0	51.0	59.1	79.3	109.8	132.9
50+	203.0	231.6	261.1	305.7	372.4	219.3	256.1	296.3	350.2	427.1
TOTAL	1090.0	1269.4	1425.6	1618.4	1767.8	1070.7	1256.2	1445.3	1617.0	1772.7
GRAND TOTAL MALE & FEMALE						2160.6	2525.6	2897.9	3235.4	3540.4

0 5 10 15 20 25 30 35 40 45 50 55 60 65 70 75 80 85 90 95 100

Table 7

PROJECTED NUMBER OF PRISONERS BY AGE & SEX 1981 - 2001,  
 BASED ON SERIES 2 PROJECTION OF STATISTICS CANADA (1979)

Age	<u>Males</u>					<u>Females</u>				
	1981	1986	1991	1996	2001	1981	1986	1991	1996	2001
15-19	439	418	429	525	614	10	9	10	12	14
20-24	443	464	437	441	528	21	23	21	21	25
25-29	246	289	300	277	274	13	15	16	14	14
30-34	155	194	227	232	211	9	12	14	14	13
35-39	111	158	194	224	227	5	7	9	10	10
40-44	58	79	110	133	152	1	2	2	3	3
45-49	41	45	61	84	100	1	1	2	2	3
50+	51	58	65	76	93	4	5	6	7	9
TOTAL	1544	1705	1823	1992	2199	64	74	80	83	91
GRAND TOTAL MALE & FEMALE						1608	1779	1903	2075	2290



SUMMARY

1. Alberta's ratio of prison population to total population has been dropping steadily over the past decade.
2. Alberta's total population continues to grow at a relative high rate mainly due to influx of in-migrants.
3. The following prison population projections are to be considered most realistic and reasonable:

<u>Year</u>	<u>Average Daily Prison Population</u>
1981	1,588
1986	1,714
1991	1,789
1996	1,890
2001	1,994

4. Planners must be cognizant of the fact that there is a wide variation in the average daily prison population. When planning for institutional capacity, more emphasis should be placed on the possibility of such variations rather than the mean daily population. For example, on March 31, 1979, prison population was reported to be 1986 and this count exceeds the projected average daily population for the year 1981 by 400 inmates!

SYSTEM MODEL FOR THE 1980's

Any projection for future correctional facility requirements must be based on certain assumptions. The areas in which planners must assume certain conditions include the overall population for the province, the rate of imprisonment, and the length of stay of offenders who are imprisoned. The population projections for Alberta, weighed against an analysis of historical incarceration ratios and likely patterns of imprisonment indicate that an estimated average daily population of 1789 sentenced offenders and remandees is a prudent planning figure for the year 1991.

It must be noted that the planning figure of 1789 also assumes the continuing utilization of Alberta Correctional Services range of community-based correctional facilities and programs. It is through the use of such programs as Probation, Community Work Orders, Fine Option, Pre-Trial Release, Bail Supervision and Temporary Absence that the average daily population can be controlled in a prudent and justifiable manner without resorting to an over-utilization of traditional imprisonment. Emphasis must be placed on full and appropriate use of Release on Recognizance and other pre-trial diversion-type programs to eliminate the need for excessive use of remand facilities.

In planning institutional facility requirements for a correctional system, experience has shown that a peak factor must also be considered. Average daily population, by definition, is a statistic that masks the wide variation in daily institutional counts. While this is generally true respecting correctional institutions for sentenced populations, it is even moreso for remand and detention facilities where population fluctuation is even greater on a daily basis. For instance, the 1978 population worksheets indicate an average daily population of over 280 sentenced male inmates at the Fort Saskatchewan Correctional Institution for three different months, even though

the annual average was 262. Among the male remand population at the Fort Saskatchewan Correctional Institution, the daily count exceeded 200 during seven different months although the average daily population was 176.

In view of the various locations of institutions, catchment areas for inmate populations, the requirements of a prisoner classification system, the type and purpose of the province's various correctional institutions and the approximate bed capacity required to accommodate an A.D.P. of 1789 will be 2181 beds strategically located and based on both security and program requirements.

The following Tables A, B, C and D provide a breakdown by region, locale and type.

St. Paul/Peace River Region (Table A)

	Maximum Security		Medium Security		Minimum Security		Total Remand		Total Remand/Sentenced		Total Male/Female
	M	F	M	F	M	F	M	F	M	F	
St. Paul Correctional Centre	-	-	10	-	75	-	10	-	85	-	85
Beaver Lake Forestry Camp	-	-	-	-	16	-	-	-	16	-	16
Fort McMurray Forestry Camp	-	-	-	-	16	-	-	-	16	-	16
Peace River Correctional Institution	6	-	30	4	80	-	10	-	116	4	120
Footner Lake Forestry Camp	-	-	-	-	24	-	-	-	24	-	24
Community Residential Centres	-	-	-	-	10	-	-	-	10	-	10
TOTALS	6	-	40	4	219	-	20	-	267	4	271

	Edmonton Region (Table B)										
	<u>Maximum Security</u>		<u>Medium Security</u>		<u>Minimum Security</u>		<u>Total Total Remand</u>		<u>Total Remand/Sentenced</u>		<u>Total Male/Female</u>
	M	F	M	F	M	F	M	F	M	F	
Edmonton Remand Centre	226	24	96	12	-	-	322	36	322	36	358
Fort Saskatchewan Correctional Institution	14	-	80	-	190	-	-	-	284	-	284
Belmont Correctional Centre	-	-	-	-	90	24	-	-	90	24	114
Medicine Lodge Forestry Camp	-	-	-	-	16	-	-	-	16	-	16
Swan Hills Forestry Camp	-	-	-	-	16	-	-	-	16	-	16
Community Residential Centres	-	-	-	-	36	6	-	-	36	6	42
TOTALS	240	24	176	12	348	30	322	36	768	84	830

Lethbridge/Red Deer Region (Table C)

	<u>Maximum Security</u>		<u>Medium Security</u>		<u>Minimum Security</u>		<u>Total Remands</u>		<u>Total Remand/Sentenced</u>		<u>Grand Total</u>
	M	F	M	F	M	F	M	F	M	F	
Lethbridge Correctional Institution	36	-	78	6	54	6	10	2	168	12	180
Lethbridge Community Correctional Centre	-	-	-	-	16	6	-	-	16	6	22
Westcastle Forestry Camp	-	-	-	-	16	-	-	-	16	-	16
Community Residential Centres	-	-	-	-	8	2	-	-	8	2	10
Nordegg Correctional Centre	-	-	-	-	40	-	-	-	40	-	40
TOTALS	36		78	6	134	14	10	2	248	20	268

310

Calgary Region (Table D)											
	Maximum Security		Medium Security		Minimum Security		Total Remand		Total Remand/Sentenced		Grand Total
	M	F	M	F	M	F	M	F	M	F	
Calgary Remand Centre	208	20	96	12	-	-	304	32	304	32	336
Calgary Correctional Institution	12	-	84	-	182	-	-	-	278	-	278
Calgary Community Correctional Centres	-	-	-	-	72	12	-	-	72	12	84
Kananaskis/Highwood Forestry Camp	-	-	-	-	30	-	-	-	30	-	30
Ghost River Forestry Camp	-	-	-	-	20	-	-	-	20	-	20
Jumping Pound Forestry Camp	-	-	-	-	20	-	-	-	20	-	20
Community Residential Centres	-	-	-	-	36	8	-	-	36	8	44
TOTALS	220	20	180	12	360	20	304	32	760	52	812

Characteristics of the Proposed System Model

A comparison of the proposed system model with the 1978 institutional data reveals the following:

Type of Bedspace	1978 Average Daily Population	Proposed 1991 Bedspaces	North	South
Sentenced (Institutional)	755	935	(489)	(446)
Sentenced (Non-Institutional)	505	540	(254)	(286)
Remand	520	726	(378)	(348)
	<u>1780</u>	<u>2181</u>	<u>1105</u>	<u>1080</u>

- The 1991 system model is basically unexpanded from present levels. As discussed earlier, the projected average daily population for the year 1991 is 1789 inmates.
- Until this plan, there will be an increased capacity in "non-institutional" bedspaces for sentenced offenders - ie: community correctional centres; community residential centres and forestry and other camp (satellite/fly) facilities - reflecting the programmatic recommendations to utilize community-based alternatives to institutional placement.

The following discussion details the main features of each region.

North

- A. Sentenced (Institutional): It is recommended that 284 male offenders be housed in a new medium/minimum security facility in the Edmonton area. The Peace River Correctional Institution should be maintained at a level of 120 beds. This combined total of 404 beds combined with the opening of the St. Paul Correctional Centre, with 85 beds for a total of 489 institutional beds, will be sufficient for the accommodation of the male

offender population from the Edmonton/Peace River/St. Paul regions. The potential to increase the use of Peace River Correctional Institution may be viewed as "back up" capacity should additional institutional bedspaces be required for the northern part of the Province.

Although the beds at the Edmonton Remand Centre are designated as remand beds, it is possible to assign upwards of 48 beds for use by females who are sentenced or remanded. It is anticipated that allocating 24 of these spaces for sentenced females is sufficient to meet anticipated requirements.

- B. Sentenced (Non-Institutional): The following permanent Forestry Camps are located in the Northern Region: Footner Lake, Fort McMurray, Swan Hills, Beaver Lake, Medicine Lodge. Inmate transfers to and placements at Forestry Camps have traditionally varied according to season, work projects and availability of appropriate offenders. These camps will provide a minimum of 88 bedspaces for the northern part of the Province. The Correctional Centre at St. Paul, with a capacity of 85, will supplement the existing Correctional Centre at Belmont (Edmonton) which will continue to operate with a capacity of 90 males and 24 females. Community residential facilities will provide another 52 beds.

- C. Remand: The Edmonton Remand Centre has provision for 322 males and 36 females, broken down as follows:

<u>Male:</u>	96 Medium	<u>Female:</u>	12 Detention
	96 Maximum		36 Sentenced
	24 "Super Max" and		and/or Remand
	Segregation		
	112 Detention (56		
	Double-Bunked)		
	<u>328</u>		<u>48</u>
			<u>Total = 376</u>

From current patterns of remand requirements in the Edmonton area, the new Edmonton Remand Centre will be able to meet the region's remand requirements for an indefinite period into the foreseeable future. During 1978, the male remandees at Fort Saskatchewan Correctional Institution on an average daily basis were as follows:

1978 Fort Saskatchewan Correctional Institution  
Male Remands Average Daily Population

Remand only	179
Sentenced Remand	52
Penitentiary Holds	62
	<hr/>
	293

In view of the fact that the majority of Sentenced/Remand are sentenced to provincial terms of imprisonment, the majority within this category would be transferred to the Fort Saskatchewan Correctional Institution.

This daily count, as noted above, fluctuates to a high degree for remandees. In 1978, the Fort Saskatchewan Correctional Institution high counts of Remands only, by month, were as follows:

1978 Fort Saskatchewan Correctional Institution  
Male Remand High Count

January	218
February	205
March	212
April	188
May	199
June	185
July	199
August	213
September	202
October	201
November	216
December	158

Average = 199.6 high count

South

- A. Sentenced (Institutional): To accommodate the projected number of 732 bedspaces required for male and female sentenced offenders in the southern part of the Province, it is recommended that the Calgary Correctional Institution provide 278 male beds and the Lethbridge Correctional Institution 180 beds, of which 12 should be sentenced/remanded females.
- B. Sentenced (Non-Institutional): The following camps are located in the Southern Region: Nordegg, Ghost River, Jumping Pound Creek, Kananaskis/Highwood Forest and Westcastle. It is anticipated that a minimum of 126 bedspaces will be available at these camps on an average daily basis. A total of 106 bedspaces will be available in two Community Correctional Centres. The Calgary Community Correctional Centre will accommodate 72 males and 12 females. The Lethbridge Community Correctional Centre will accommodate 16 males and 6 females. The Nordegg Forestry Camp should be maintained at 40 bedspaces. A minimum of 54 bedspaces should be available in the various Community Residential Centres.
- C. Remand: It is projected that a total of 348 Remand bedspaces is needed in the southern part of the Province. During 1978 on an average daily basis there were 190 males and 16 females on remand status. (These figures represent the three types of remands as discussed previously). Again, the daily high counts must be taken into account:



1978 Calgary Remand Centre Male Remand High Count

January	198
February	216
March	208
April	211
May	209
June	200
July	189
August	196
September	220
October	219
November	215
December	207

Average = 207.3 high count

In view of the major population explosion being experienced by Calgary, the current bed capacity of the Calgary Remand Centre is inadequate to meet long-range Remand requirements in this area. Pre-trial diversion programs could have some impact on remand bedspace requirements, however, in view of the impact of these programs to date, it would not be prudent to be overly optimistic as to potential reduction or slower growth in remand bedspace usage as a result of pre-trial release initiatives.

Community Corrections

The major programs which constitute the community-based services to offenders in Alberta are pre-trial/bail supervision, probation, Fine Option (both pre and post-institutional) and Temporary Absence. These programs are administered through 33 offices through the Province. In Edmonton, there are 6 program administrative units and in Calgary there are 6. Under the proposed reorganization, the distribution of the community corrections caseload would be as follows:

	<u>Office</u>	<u>July 1979 Caseload</u>
North:	(a) <u>Peace River</u>	
	Peace River	107
	Grand Prairie	229
	Slave Lake	55
	High Prairie	104
	High Level	64

Office

July 1979 Caseload

(b) <u>St. Paul</u>	
St. Paul	100
Vegreville	71
Fort McMurray	156
Lac La Biche	49
Wainwright	78
Grand Centre	72
(c) <u>Edmonton</u>	
Edmonton	2041
(d) <u>West Central</u>	
Stony Plain	125
Fort Saskatchewan	41
Sherwood Park	79
Edson	77
Hinton	85
Drayton Valley	65
Westlock	70
St. Albert	86

TOTAL NORTH REGION CASELOAD 3748

South:

(a) <u>Red Deer</u>	
Red Deer	294
Rocky Mtn. House	51
Camrose	56
Wetaskiwin	179
Drumheller	60
Stettler	29
(b) <u>Lethbridge</u>	
Lethbridge	251
Medicine Hat	189
Fort MacLeod	65
Cardston	49
Brooks	59
Pincher Creek	60

(c) <u>Calgary</u>	
Calgary	1678

TOTAL SOUTH REGION CASELOAD 3020

CHAPTER NINE

ARCHITECTURAL ANALYSIS

### INTRODUCTION

An essential component of any correctional system review is an analysis and evaluation of the system's institutional facilities, in that such facilities play a significant role in the achievement of the overall goals of the system. The significance of the institutional component within a correctional system will vary depending on legal mandates, jurisdictional parameters and philosophical orientation of the correctional system and, more generally, the criminal justice and political systems within whose boundaries the correctional system operates.

Correctional systems, whose primary purpose is to manage offenders convicted of serious or persistent crime(s) are generally dominated by an institutional mode of service delivery, accentuated by long-term, secure facilities. Conversely, correctional systems generally charged with the disposition of less serious offenders are less reliant on secure facilities to accomplish its goals and consequently place less emphasis on security and custody. These latter systems generally administer a combination of community-based and institutional facilities/programming which reflect more accurately the wide range of services appropriate to a diverse client profile.

### ARCHITECTURAL ANALYSIS

In either type of system, certain factors emerge as key considerations which must be taken into account in the evaluation of correctional facilities. These factors include the following:

1. the systemic role of the institution;
2. safety and security factors;
3. economic factors;
4. humanitarian factors.

During the review of Alberta Correctional Services, each facility was assessed and evaluated on the basis of the above factors. The evaluative process consisted of on-site architectural analysis and a review of drawings and documents provided by both Alberta Correctional Services and Alberta Housing and Public Works.

The facilities were assessed to determine the adequacy of the physical plant to perform designated functions as measured by professionally recognized standards. The result of this assessment was an analysis which went beyond the basic consideration of the physical aspects of the institution. For example, the compatibility of an institution vis-a-vis its relationship within the total correctional system was assessed, as was its ability to support meaningful programs for offenders and provide a positive correctional atmosphere in attempting to attain the goals of a modern-day progressive correctional system.

Site and circulation characteristics were considered in ascertaining adequacy. Clearly, if facilities are located or designed so as to preclude or make difficult desired inmate-inmate, staff-inmate, inmate-visitor and inmate-community interactions, the institution will be seen as primarily serving a custodial function. Similar conclusions may be drawn if sufficient or appropriate space does not exist for programs and other activities which Correctional Services desires to make available during an offender's incarceration so as to better prepare the offender for his/her eventual return to the community.

The following discussion elaborates upon the factors identified above which were utilized in the architectural analysis and which guided the conclusions and recommendations.

1. The Systemic Role of the Institution

As noted, an initial and major consideration in assessing the adequacy of correctional institutions is the purpose and function assigned to particular institutions. Other sections of this review describe fully the range of offenders with a correspondingly wide continuum of program and security needs.

Alberta Correctional Services houses on any given day at least the following basic categories of individuals:

- short-term detainees;
- pre-trial remandees;
- short-term sentenced offenders;
- longer-term sentenced offenders;
- those in "sentenced/remand" dual status;
- those awaiting transfer to the Federal Penitentiary System;
- those appealing conviction and/or sentence;
- parole violators.

Each group presents a somewhat unique set of requirements which must be addressed and satisfied. Some groups, for instance, must have ready access to the courts and to defence counsel. Others who are "new" to the system require close observation and security until more is known about their background and propensity for violence, escape, suicidal tendencies, etc. Others who are close to release status require closer contact with community resources. The above examples are only illustrative of the diversity of inmate populations, and is not intended to be all inclusive of all inmate groupings found in all institutions.

The average length of stay in any one of the above status examples also varies greatly - a factor which is a major determinant in providing an effective living environment for a diverse inmate population. For

example, program requirements for remandees may differ significantly from program requirements for sentenced inmates.

The evaluative determinant stemming from these discernible facts is that roles or special purposes be ascribed to facilities and assessment(s) must reflect these roles. This analysis reviewed historical and current patterns of institutional uses, and correspondingly related this analysis to bedspace and institutional requirements over the next ten (10) years.

2. Safety and Security Factors

These factors are closely related and derive their significance as evaluation determinants from the basic goals of Alberta Correctional Services, as outlined in the section of this review on philosophy and organizational structure. Among these goals which are described as central to the mission of corrections are retribution and restraint. However defined, as a minimum, these organizational purposes require that correctional institutions provide for the imprisonment of offenders for the term stipulated by the courts - unless released earlier through a due legal process - for the safety of inmates and staff of the institutions. Therefore, in evaluating the Province's correctional facilities, emphasis was placed upon the ability of a particular institution to comply with these requirements.

Translating these qualities into operational terms, "safety" was defined as the physical and emotional well being of the inmates who were imprisoned or the staff who were employed in the facilities. "Security" was defined as the ability of a particular institution to control the movements and activities of inmate populations.

The effective administration of any correctional institution requires that security be adequate yet not oppressive. It is often the case in correctional institutions that security is simplistically defined as the presence of physical or static components of custody - high walls, guard towers, closed circuit T.V., grill gates, etc. More recent notions expand upon this simplification and include the realization that security contains both dynamic as well as static components.

External control by traditional custodial means has been criticized as an inadequate mode of security, in that this type of security fails to take the human element into account and the impact of psychological and social factors are determinants of security. The total experience of an inmate in an institution - including accessibility to staff, freedom from fear of being preyed upon and a perception of general safety - contribute to the overall security of a facility.

Safety pertains to both the keepers and the kept. Certain traditional correctional designs create situations in which personal frustrations run high, staff-inmate ratios are intolerably high, and the necessary separation of potentially conflicting inmate groups is made difficult, if not impossible. Where these conditions exist, safety for both inmates and staff cannot be maintained at a high level.

During the course of this review, sensitivity to the above concepts played a major role in assessing safety and security factors.

### 3. Economic Factors

In all aspects of this review, and consequent recommendations, economic factors were considered closely. Such consideration took into account the following:

- non-institutional placements of offenders represented a saving over institutional placement;
- the retributive and deterrent missions of the Criminal Justice System of Alberta necessitates the incarceration of certain offenders;
- the construction or renovation of correctional facilities is costly both in terms of initial construction and continued staffing and maintenance.

With an appreciation of the above, the management orientation respecting a majority of offenders strongly supports the use of diversion and community-based programming, when consistent with public safety. Further, when decisions were made concerning renovation or replacement of existing facilities, it was necessary to weigh probable long-term benefits against initial renovation costs. Judgments were made comparing likely gains in the expected lifespan of existing facilities against the probable lifespan of new facilities. In these instances, an examination of essential engineering systems (plumbing, electrical, heating, etc.) and replacement estimates weighed heavily in making decisions respecting renovation versus new construction.

Recommendations consequently reflect assessments of projected system needs, compliance or non-compliance of existing facilities with professional standards, replacement or renovation costs, and likely economic benefits.

### 4. Humanitarian Factors

The final broad category of criteria which was used in the architectural analysis represents, in some ways, the culture, values and attitudes of Alberta. Clearly, different societies (and sub-groups within a society) choose to administer their criminal justice systems in manners which reflect their varying notions and philosophies concerning crime and justice. Correctional practices and services (or the lack thereof) differ widely across time and geography.

The value assumptions in this Corrections Review were that the physical and social restrictions placed on the inmate population were sufficient and appropriate, in that deprivation of liberty and restriction of mobility were just punishments, however, within this concept of restraint, the institutional environments should not be damaging to the inmates incarcerated therein.

Each of these assumptions places demands on the institution. Sufficient and appropriate restrictions requires the proper balance between laxity and oppression. To be sure, those institutions designated for the housing of serious offenders or to ensure the presence of the accused in court must provide the necessary curtailments of movement to fulfill their system role. At the same time, the curtailments must be appropriate to the demonstrated level of risk or escape of the confined.

Clearly, not all offenders require close custody and maximum supervision. For those who do not, physical environments which overly emphasize dangerousness are inappropriate. Housing units characterized by complete absence of privacy, totally "hard" and impervious surfaces and finishes and where all design and operational choices have been decided to maximize control are examples of environments which are inappropriate for a large number of inmate populations.

Deprivation of liberty and restriction of mobility are the essence of imprisonment. The architectural evaluations of this Corrections Review acknowledged the legitimacy of these institutional qualities and assessed facilities with an eye toward their ability to simultaneously accomplish that end while satisfying the equally compelling requirement that the total imprisonment experience not be damaging to the inmate's ability to function as a "normal" person within his/her restricted environment.

Environments which inadvertently and unintentionally destroy the spirit of the inmate population are counter-productive in the long run to the overall system goal which is to protect the public through the eventual reintegration of offenders.

In summary, the architectural analysis of this Corrections Review considered a host of factors - systemic, social and economic, as well as physical - in the evaluation of Alberta's correctional and remand facilities. Assessments and recommendations were made with a consideration of future demands of the system, with the application of professional standards and with an awareness of the organizational objectives and philosophy. The following material presents the individual institutional analysis.

#### EVALUATIONS

##### 1. Fort Saskatchewan Correctional Institution

###### Introduction

Fort Saskatchewan Correctional Institution, circa 1912, during the Review operated with an inmate population which fluctuated between 550 and 650. This facility serviced - prior to the Edmonton Remand Centre becoming operational in September 1979 - the Edmonton area and an area from Red Deer on the south to Fort McMurray in the north. Approximately 475 inmates were admitted on a monthly basis, while transfers totalled about 150 a month. Approximately 60% of this population were on remand or awaiting transfer to a federal penitentiary, while approximately 40% were sentenced provincial prisoners.

#### Facility Description and Design Analysis

Originally, open tiers of cells characterized the interior of the cell blocks of this facility. However, in recent years, the open tiers have been floored, creating an arrangement of cells on the outside walls which open onto a wide corridor between the two rows of external cells, which doubles as day-room space. This renovation greatly improved a deficient housing situation as prior to these renovations, noisy, open tiers existed and day areas did not exist adjacent to the cells. Additionally, inmate control and staff safety was improved considerably.

Unfortunately, while these renovations greatly improved the overall living and working atmosphere in the cell blocks, this facility remains deficient in a number of its design characteristics. For example, the capabilities of the institution to adequately support residential group functions is greatly hampered. Recreation and visiting facilities are inadequate. Visiting and recreational activities must share the same space, which means that one or the other activity must be curtailed when the other activity is operative. Many miscellaneous buildings are scattered about the grounds of the institution, and the perimeter of the grounds is so lengthy and basically inaccessible from security stations, that security of the perimeter in particular cannot be assured. Many of these buildings are not functionally related, thereby creating additional management problems.

Within the housing areas, characteristics of old and deteriorating buildings are evident. These conditions are particularly exemplified by the plumbing system which is a constant maintenance problem. Typically, correctional institutions of this generation have engineering systems (mechanical, electrical, plumbing) that severely limit the facility's

cost effectiveness from a usage/renovation point of view. The "fix or repair daily" syndrome becomes the byword of institutional administration requiring time, money, and manpower which could be allocated to more profitable tasks in a more modern, less maintenance prone facility.

The table entitled "Evaluation Summary" presents the various design and operational features of the institution in summary form. (The individual design standards topics have been developed as an Appendix to this Corrections Review, where an assessment of specific components is made and the level of compliance by the institution with a design standard is determined.

#### Summary and Conclusions

The physical condition and architectural design of existing facilities at the Fort Saskatchewan Correctional Institution preclude the development of a modern-day progressive correctional program. The transfer of remands to the Edmonton Remand Centre will greatly relieve overcrowding, and will go a long way toward resolving many of this facility's operational deficiencies and inmate management problems.

However, the simple reduction of inmate population will not solve its basic design, security and physical plant problems. Frequently, correctional jurisdictions have poured millions of dollars into the renovations and reconstruction of correctional institutions, resulting in a compromise new-old facility.

These facilities tend to retain such features as labyrinthine, inefficient placements of buildings which are difficult to supervise, and poor functional relationships between the various institutional components. Often new buildings as well as renovated buildings are

compromised in their new design, because of lack of space within the confines of the institution or the existing structure.

Additionally, the complete overhaul of engineering systems (mechanical, plumbing, electrical) is often much more expensive than providing for the same system in a new institution. Once such a component as the plumbing is completely rebuilt, the aging building remains with its other obsolescent features in addition to a new plumbing system. The difficult logistics and high costs associated with recycling particularly old and somewhat deteriorated institutions, such as this facility, frequently yields unsatisfactory results. Based on the survey of the institution during this Corrections Review, it is recommended that this facility be replaced, mainly because it exemplifies too many of the characteristics summarized in the preceding discussion for it to qualify as a good candidate for recycling.

In the event this recommendation is accepted, it is further recommended that only those repairs necessary to maintain its operation be undertaken. Implementing major renovations to enhance its serviceability in the few intervening years before replacement could lead to maintaining this facility after a new one is constructed.

# evaluation summary

facility		location Fort Saskatchewan, Alberta				
Fort Saskatchewan Correctional Institution		operating capacity 350				
PG	DESIGN STANDARD TOPIC FOR EVALUATION	COMPLIANCE FACTOR				
		0	.25	.50	.75	1.00
1.	Room Size					
2.	Room/environment					
3.	Hazardous materials					
4.	Co-educational facilities					
5.	Hair care					
6.	Telephone					
7.	Property					
8.	Laundry					
9.	Laundry					
10.	Waste					
11.	Water					
12.	Water					
13.	Shower					
14.	Sanitation/health					
15.	Medical/women					
16.	Medical/dental					
17.	Medical/dental					
18.	Medical/dental					
19.	Food service					
20.	Food service					
21.	Recreation					
22.	Lawyer Interview					
23.	Visiting					
24.	Dining					
25.	Keys					
26.	Firearms					
27.	Control					
28.	Entry					
29.	Perimeter surveillance					
30.	Perimeter					
31.	Staff					
32.	Dorm environment					
33.	Tools					



## 2. Peace River Correctional Institution

### Introduction

The Peace River Correctional Institution is substantially distant from the population centres of the jurisdiction in the northwestern quadrant of the Province that it serves. Additionally, it has been the traditional practice that, when facilities to the south have population levels that exceed capacity, inmates are transferred to this facility. Nonetheless, the capacity of this institution is seldom taxed to the point where overcrowding becomes a management problem.

### Facility Description and Analysis

The Peace River Correctional Institution is essentially a facility in excellent physical condition; is compliant with design standards; and qualifies for continued utilization for the foreseeable future. The provision of service, program and living space far exceeds minimal design standards in relation to its population levels.

The table entitled "Evaluation Summary" presents the various design and operational features of the institution in summary form.

Two primary physical criticisms of this facility require commentary: location and capacity. The institution's location is remote from major population centres. Such a location creates logistical circumstances which compromises the capability of the institution to function efficiently within a province-wide network of correctional facilities of a non-specialized or non-categorical nature. However, should the facility be utilized for a specialized or categorical purpose (such as housing all maximum security or young adult offenders in the Province, for example), then perhaps a somewhat isolated location would not be as inefficient,

as occurs for more general usage. However, as a regional facility housing various classifications of offenders, with a capacity of over 200, the institution is poorly located and far too large for the catchment area which it was originally designed to serve.

### Summary and Conclusions

The Peace River Correctional Institution is capable of serving the Province for many years. The facility is without design deficiencies - it is simply located in the wrong place for its capacity. Nevertheless it is recommended that this facility, despite the drawbacks of its location, continue to be utilized in its current manner. The facility is a valuable, adequately designed institution which can contribute to the continued successful implementation of a modern/progressive correctional institutional program for the north-west part of the Province.

# evaluation summary

facility		location Peace River, Alberta				
Peace River Correctional Institution		operating capacity 258				
PG	DESIGN STANDARD TOPIC FOR EVALUATION	COMPLIANCE FACTOR				
		0	.25	.50	.75	1.00
1.	Room Size					
2.	Room/environment					
3.	Hazardous materials					
4.	Co-educational facilities	N/A				
5.	Hair care					
6.	Telephone					
7.	Property					
8.	Laundry					
9.	Laundry					
10.	Waste					
11.	Water					
12.	Water					
13.	Shower					
14.	Sanitation/health					
15.	Medical/women	N/A				
16.	Medical/dental					
17.	Medical/dental					
18.	Medical/dental					
19.	Food service					
20.	Food service					
21.	Recreation					
22.	Lawyer Interviews					
23.	Visiting					
24.	Dining					
25.	Keys					
26.	Firearms					
27.	Control					
28.	Entry					
29.	Perimeter surveillance					
30.	Perimeter					
31.	Staff					
32.	Dorm environment					
33.	Tools					

- 333 -

## 3. Belmont Correctional Centre (Edmonton)

### Introduction

Belmont Correctional Centre provides minimum security accommodation for inmates involved in pre-release planning and Temporary Absence programming. The location of this community correctional centre in the Edmonton area is ideal and the neighbourhood is well suited for the facility. Although the facility was constructed as an alcoholic treatment centre and later used as a day parole centre, its current usage greatly enhances the level of community-based programming in the Edmonton region, and provides a valuable resource for the Fort Saskatchewan Correctional Institution.

### Facility Description and Analysis

From the following table entitled "Evaluation Summary", the reader will note that Belmont satisfies every compliance factor. In addition to being an effectively utilized and well-designed facility, this condition of total compliance is made possible by the custody status of the inmate population. For example, Belmont does not have an extensive recreation program that would be required of a facility which incarcerates longer-term offenders. Nonetheless, seldom is a facility which was designed for other purposes as well adapted for a corrections program as Belmont.

### Summary and Conclusions

Belmont is uniquely suited to its current usage and programs. Planned establishment of similar facilities elsewhere - eg: Calgary and Lethbridge - is encouraged.

The facilities at Belmont which can presently house a population of 136 should not be enlarged. The facility functions well at its current

levels, and an increased population or facility expansion to increase capacity could well compromise its current success.

It is strongly advocated here that Belmont's population not be enlarged. Rather, the development of similar programs and facilities on other sites should be utilized should the scope of the Temporary Absence Program in the Edmonton area dictate that additional facilities of this nature are required. Additionally, it would be inappropriate to consider incarcerating long-term offenders at Belmont. The lack of large-scale indoor and outdoor recreational areas and the use of minimum security settings prohibits the use of Belmont for occupancy other than that similar to current short-term residency.

#### Recommendation

That a feasibility review of converting the open dormitories to more private, multi-purpose, living units be undertaken, and if feasible, the necessary construction/renovation be undertaken.

# evaluation summary

facility		location				
Belmont Correctional Centre		Edmonton, Alberta				
		operating capacity		135		
PG	DESIGN STANDARD TOPIC FOR EVALUATION	COMPLIANCE FACTOR				
		0	.25	.50	.75	1.00
1.	Room Size					
2.	Room/environment					
3.	Hazardous materials					
4.	Co-educational facilities					
5.	Hair care					
6.	Telephone					
7.	Property					
8.	Laundry					
9.	Laundry					
10.	Waste					
11.	Water					
12.	Water					
13.	Shower					
14.	Sanitation/health					
15.	Medical/women					
16.	Medical/dental					
17.	Medical/dental					
18.	Medical/dental					
19.	Food service					
20.	Food service					
21.	Recreation					
22.	Lawyer Interview					
23.	Visiting					
24.	Dining					
25.	Keys					
26.	Firearms	N/A				
27.	Control					
28.	Entry					
29.	Perimeter surveillance					
30.	Perimeter					
31.	Staff					
32.	Dorm environment					
33.	Tools					

#### 4. Calgary Correctional Institution

##### Introduction

The Calgary Correctional Institution serves the Calgary area in much the same capacity as Fort Saskatchewan Correctional Institution serves Edmonton - as the primary post-trial minimum/medium security correctional facility for the city and region. Constructed in 1958, this facility has an in-house capacity of approximately 315.

##### Facility Description and Analysis

The Calgary Correctional Institution is largely compliant with design standards and qualifies for continued utilization. The institution is well constructed, is in good physical condition, and without major chronic maintenance deficiencies. The provision of adequate space for facility-scale activities allows the institution to meet group scale design criteria. Recreation, dining, visiting, and medical components are all of sufficient capabilities. Housing areas successfully provide a range of differentiated living capabilities which are related to the system of classification for inmates. Engineering systems work and are reliable. Physical security systems are more than adequate, and possibly overdesigned for the current inmate population.

##### Summary and Conclusions

The Calgary Correctional Institution should continue to be utilized in its present function. This institution is capable of serving the Department for many years to come. As maintenance problems and renovation needs arise, their resolution through an on-going process of maintenance and rehabilitation is a good investment.

Specific observed deficiencies revealed by the architectural survey of this facility are as follows:

- There is need for adequate space to house inmates whose confinement to a cell exceeds 10 hours a day. A minimum of 80 square feet for those rooms or cells in which an individual is housed in excess of 10 hours a day is a goal that should be established.
- The cellblock area requires some structural, plumbing and electrical renovations. These renovations are part of a major renovation plan and completion is expected within two years.
- Overcrowding in North Dormitory.
- Insufficient space in the cellblock areas for staff offices.
- Insufficient visiting and passive recreational space.

##### Recommendation

Continue to utilize Calgary Correctional Institution as a regional facility serving the Calgary area for the foreseeable future, with continued renovations until facility renovation program is completed.

# evaluation summary

facility		location				
Calgary Correctional Institution		Calgary, Alberta				
		operating capacity				
		315				
PG	DESIGN STANDARD TOPIC FOR EVALUATION	COMPLIANCE FACTOR				
		0	.25	.50	.75	1.00
1.	Room Size					
2.	Room/environment					
3.	Hazardous materials					
4.	Co-educational facilities	N/A				
5.	Hair care					
6.	Telephone					
7.	Property					
8.	Laundry					
9.	Laundry					
10.	Waste					
11.	Water					
12.	Water					
13.	Shower					
14.	Sanitation/health					
15.	Medical/women	N/A				
16.	Medical/dental					
17.	Medical/dental					
18.	Medical/dental					
19.	Food service					
20.	Food service					
21.	Recreation					
22.	Lawyer Interview					
23.	Visiting					
24.	Dining					
25.	Keys					
26.	Firearms					
27.	Control					
28.	Entry					
29.	Perimeter surveillance					
30.	Perimeter					
31.	Staff					
32.	Dorm environment					
33.	Tools					

## 5. Lethbridge Correctional Institution

### Introduction

The Lethbridge Correctional Institution is well situated to house an inmate population from the region. Its location adjacent to the City of Lethbridge is ideal. As the third largest metropolitan area in the Province, Lethbridge offers the best jurisdictional, transportation and professional population base for an institution in the region. In combination with Edmonton and Calgary, Lethbridge is the geographically logical placement for one of the Province's major correctional institutions.

### Facility Description and Design Analysis

The design capacity of Lethbridge Correctional Institution and optimal population level is approximately 145. Built in 1911 in the same era as the Fort Saskatchewan Correctional Institution, this facility is essentially obsolete. A glance at the "Evaluation Summary" table documents/reveals substantial deficiencies in the facility's capability to comply with a range of operational and design standards. Practically every primary component of the institution does not comply with standards. These basic facility components include housing, recreation, visiting, medical care, staff facilities and laundry.

Although residential-support facilities are severely deficient, housing itself is the most obsolescent component of the institution. Housing capabilities suffer from insufficient size per inmate, interior location of about 100 cells in the main cell block without benefit of direct views to the outside, dormitory facilities which provide no privacy, and a general lack of flexibility. The latter characteristic is due to the non-existent nature of hierarchies of scales and segregation of residential clusters, hence denying the institutional administration the

capability to provide housing appropriate for various classification levels. This condition, for example, leads to the unnecessary incarceration of minimum security inmates within the cell block. Due to these conditions, none of the housing within the institution is found to be in compliance with standards.

#### Summary and Conclusion

The institution is obsolete and (due to its configuration, construction characteristics and techniques and physical condition) does not lend itself to renovation. Such a process would be extremely expensive, inefficient and would, in the final analysis, conceivably retain some of its unsatisfactory characteristics.

#### Recommendation

Construction of a new facility on the present site.

# evaluation summary

facility		location				
Lethbridge Correctional Institution		Lethbridge, Alberta				
		operating capacity		145		
PG	DESIGN STANDARD TOPIC FOR EVALUATION	COMPLIANCE FACTOR				
		0	.25	.50	.75	1.00
1.	Room Size					
2.	Room/environment					
3.	Hazardous materials					
4.	Co-educational facilities	N/A				
5.	Hair care					
6.	Telephone					
7.	Property					
8.	Laundry					
9.	Laundry					
10.	Waste					
11.	Water					
12.	Water					
13.	Shower					
14.	Sanitation/health					
15.	Medical/women	N/A				
16.	Medical/dental					
17.	Medical/dental					
18.	Medical/dental					
19.	Food service					
20.	Food service					
21.	Recreation					
22.	Lawyer Interview					
23.	Visiting					
24.	Dining					
25.	Keys					
26.	Firearms	N/A				
27.	Control					
28.	Entry					
29.	Perimeter surveillance					
30.	Perimeter					
31.	Staff					
32.	Dorm environment					
33.	Tools	N/A				



6. Calgary Remand Centre

Introduction

The Calgary Remand Centre, which became operational in 1974, has a defined remand capacity of about 227 and detention capacity of about 100. The majority of the inmates are in the 16 to 21 age range.

Security classifications are as follows: Super-maximum for prisoners who are dangerous, charged with very serious offences and/or unable to function elsewhere in the Remand Centre; Maximum for prisoners who are considered somewhat less dangerous; Protective Custody; and prisoners who are eligible for bail, are not considered dangerous, and who can function in a less secure setting. The facility also holds federal prisoners who are waiting transfer to federal institutions. Sentenced provincial prisoners are usually transferred to the Calgary Correctional Institution within 24 hours of sentencing.

The facility is located in downtown Calgary and shares a building with the provincial criminal courts. Both the location of the facility and the proximity of remand and detention facilities and court facilities is excellent. The establishment of inmate housing adjacent to court activities eliminates the expensive inefficiencies involved in the transportation of inmates from a housing facility to a separate courts facility.

Facility Description and Design Analysis

Although the location and proximity of the related facilities is convenient, a substantial number of problems exist with regard to the design of the building. They are of such a nature as to seriously impair, and in certain instances preclude, the ability of this facility to accommodate the service demands placed upon it.

1. Circulation within the institution is difficult and inefficient. Court facilities separate remand housing floors from administrative floors. The physical layout greatly handicaps both horizontal and vertical movement within the facility. Specific components, such as intake, are underdesigned with pedestrian circulation distributed in a mazelike pattern which circumvents security supervision.
2. Space provisions are deficient. Administrative offices are cramped, medical facilities are limited, there is no indoor gymnasium, and space for programs in general is limited; only a hallway separates detainees and remands, thereby compromising security. The use of communal washrooms also handicaps security. Visiting space is deficient in capacity.

The 6th floor is comprised of dormitories which were designed to house a capacity of 84 beds. Currently double bunking of inmates is the practice, providing a capacity of 117 for the floor. This condition is unhealthy, dangerous for inmates and staff alike, and non-compliant with facility standards. Many detailed features of the building are insufficient, such as elevators which are too small to accommodate a stretcher.

3. The capacity of the facility is not consistently capable of housing the assigned remand population, with the overflow having to sometimes be diverted to Calgary Correctional Institution. Similarly, the Detention Unit of this facility is inadequate to house its daily flow of detainees.

The area for the overnight detention of the public inebriate is inadequate. This function should be removed from the facility altogether, freeing the centre of this chronic repetitive flow of drunk detainees. Conversion of a storefront type of facility within the vicinity of

**CONTINUED**

**4 OF 5**



the Calgary Remand Centre for housing overnight drunk detainees is desirable. In so doing the centre would be relieved of the task of processing these people and a more appropriate setting could be provided to house the function.

#### Summary and Conclusions

Several options for remedial action are suggested by the set of conditions which prevail at the Calgary Remand Centre. The issues are complex in nature, including capacity, design, economic and inter-jurisdictional considerations. The basic alternative courses of action are listed as follows:

1. Design and construct a new Remand Centre.
2. Design and construct a new courts building, followed by an expansion of the Remand Centre into the abandoned court area of the building.
3. Design and construct new buildings to house the courts and the Remand Centre. The present building could be used for offices or sold to the private sector.
4. Expand the existing building providing additional and more appropriately designed housing and housing support areas.

Each of these options has both advantages and disadvantages. These relative characteristics vary in definition depending on the perspective from which they are evaluated. Negotiations between the various user groups and funding agencies would be necessary in order to reach a consensus solution to the current problems. However, it is clear that an adequate long-term solution is dependent upon one of the preceding options or a variation thereof.

From the perspective of corrections requirements any of the alternatives can, if properly developed and implemented, provide a solution to the deficiencies which currently exist. A major functional relationship that must be respected in any proposed solution is the need for accessibility between the Centre and the criminal courts. Separation of these two sets of facilities by any great distance would impose a logistical problem of transportation of inmates between facilities. Avoiding such separation reduces the staff time for security and transportation duties which would otherwise be imposed.

Development of alternative #2, which involves expansion of Remand into areas presently occupied by the provincial criminal courts would require a detailed architectural assessment of the facility. It is possible that such a survey would recommend:

1. Occupation of two additional floors for housing of inmates while decreasing housing density on floors currently used for housing;
2. Occupation of the other two floors with expanded housing support, administrative offices, visiting and recreation facilities;
3. Complete renovation of the intake area.

Should alternative #1 or #3 be selected, architectural programming, design and construction of a new remand facility would be required.

Should alternative #4 be selected, involving an addition to the existing building, architectural programming, design and construction of additional facilities on site would be required. It is the finding of this Corrections Review that the development of this option would require that the addition be constructed in the area of the present ground-level parking lot to the east of the building.

The best accommodation of all attendant considerations is provided by alternative #3 - the design and construction of a new facility for both the courts and remand functions. Through such a process, a facility can be developed which can provide excellent quarters for both functions. Any of the other three alternatives, though feasible, would force at least one of the functions to remain in and make the best of an inappropriate accommodation of its needs. This condition could be ameliorated by various renovations strategies, but the opportunity for the attainment of an efficient physical setting for both functions is through the development of new, contiguous facilities.

Recommendation

Begin to plan for the replacement of the Calgary Remand Centre.

- 347 -  
evaluation summary

facility		location				
Calgary Remand Centre		Calgary, Alberta				
		operating capacity		227		
PG	DESIGN STANDARD TOPIC FOR EVALUATION	COMPLIANCE FACTOR				
		0	.25	.50	.75	1.00
1.	Room Size					
2.	Room/environment					
3.	Hazardous materials					
4.	Co-educational facilities	N/A				
5.	Hair care					
6.	Telephone					
7.	Property					
8.	Laundry					
9.	Laundry					
10.	Waste					
11.	Water					
12.	Water					
13.	Shower					
14.	Sanitation/health					
15.	Medical/women					
16.	Medical/dental					
17.	Medical/dental					
18.	Medical/dental					
19.	Food service					
20.	Food service					
21.	Recreation					
22.	Lawyer Interview					
23.	Visiting					
24.	Dining					
25.	Keys					
26.	Firearms					
27.	Control					
28.	Entry					
29.	Perimeter surveillance					
30.	Perimeter					
31.	Staff					
32.	Dorm environment					
33.	Tools					

RECOMMENDATIONS

1. Fort Saskatchewan Correctional Institution

The Fort Saskatchewan Correctional Institution presents a special case in evaluating compliance with internationally accepted standards. The quality of inmate housing is poor, the architectural configuration from both a functional relationship and movement pattern is poor and mechanical plumbing and electrical systems are poor. Overall, the condition of the facility is poor and its design is obsolete. Ideally the facility should be replaced and reconstructed on a site already reserved for this purpose adjacent to the federal Edmonton Penitentiary.

2. Peace River Correctional Institution

This facility meets and exceeds compliance factors and should therefore be retained and continue to be used for its current purpose, irrespective of its remote location and excessive capacity.

3. Belmont Correctional Centre

No deficiencies in housing design, location, spatial arrangements or overall condition, in relation to its current usage and should continue to function as a community correctional centre for greater Edmonton region.

4. Calgary Correctional Institution

This facility meets most compliance factors and therefore should continue to be upgraded and maintained as minimum/medium security facility for sentenced persons for greater Calgary region.

5. Lethbridge Correctional Institution

The housing settings are obsolete, deteriorated and non-compliant in size, view to exterior, adequacy of plumbing, privacy, segregation, classification of inmates, etc. and decision to replace should proceed.

6. Calgary Remand Centre

This facility has a long list of problems, many of which are difficult, if not impossible to resolve. They include:

- (a) poor design of admission component;
- (b) supervision problems due to maze-like interior circulation layout;
- (c) cramped quarters in general - staff, intake, medical, elevators, programs, detention for drunks;
- (d) access to toilets;
- (e) inadequate visiting space;
- (f) inadequate recreation.

Consequently, plans for the replacement of the facility should be developed and implemented.

CHAPTER TEN

STAFF SURVEY

STAFF SURVEY

STAFF SURVEY

In attempting to obtain individualized and anonymous responses, opinions and impressions from staff of Correctional Services, Moyer Associates developed and administered a survey to all staff, from administration to line levels, but excluding clerical and support staff. A total of 741 staff out of a total of 1,065 participated in the survey.

Data collected profiles the staff in terms of basic demographics, position in Correctional Services and educational and training backgrounds, as reported individually and anonymously by the staff who took part in the survey. No attempt was made to cross reference or check survey information with information on personnel files as the survey was conducted on an anonymous basis. Data items attempt to focus on issues which tend to or may impact on staff training requirements, staff morale, staff opinions and how staff perceive the future from their personal perspectives.

Survey results are summarized in the following sections. Both tabulated numbers and tentative interpretations are offered only as guidance for those who must plan for staff training, career ladders, and personnel policies, and not as precise indicators of specific staff training requirements respecting the various categories/classifications of staff within Correctional Services.

The specific purpose of this survey was to attempt to discern ways in which the Correctional Services can be further "fine-tuned" and developed in attempting to achieve correctional goals and objectives for the 1980's and to attempt to highlight the importance of staffing issues to the general organizational restructuring discussed elsewhere in this document.

Demographic and General Background Information

Of the total of 728 staff respondents\*, nearly one-half were institutional security staff. The exact frequency breakdown is as follows:

<u>Position Type</u>	<u>Number of Respondents</u>	<u>Percentage of Respondents</u>
Institutional security staff	355	49
Community corrections field staff	165	23
Institutional program staff	95	13
Institutional administrative staff	75	10
Community corrections administrative staff	18	2
Head Office administrative staff	11	2
Staff training and development staff	9	1
	728	100

To further identify the type of staff responding to the survey, the staff location was also tabulated.

<u>Office or Institution</u>	<u>Number of Respondents</u>	<u>Percentage of Respondents</u>
All Community Corrections offices	164	22
Fort Saskatchewan Correctional Institution (M)	118	16
(F)	16	2
Lethbridge Correctional Institution	95	13
Calgary Correctional Institution	90	12
Peace River Correctional Institution	72	10
Calgary Remand Centre (M)	68	9
(F)	7	1
Belmont Correctional Centre (M)	33	4
(F)	5	1
Edmonton Remand Centre	18	2
Midway Correctional Centre	11	2
Nordegg Correctional Centre	19	3
Forestry Camps	6	1
Head Office - Edmonton	10	1
Regional Headquarters, Community Corrections	9	2
	741	100

\*Although 741 surveys were returned, answers to a variety of questions were left blank by some staff, making the total n for each item variable.

A cross reference of the analysis of the distribution of respondents by workplace with an analysis of those who were eligible to take part in the survey (all corrections staff excepting clerical and support staff) by workplace, would indicate that while the sample is representative of Alberta Correctional Services as a whole, it is nevertheless disproportionately representative, and caution must be exercised in drawing conclusions from the results of the survey.

For example, 83% of eligible community corrections office staff responded to the survey whereas by comparison, only 60% of the province's seven primary correctional institutions which were operational at the time of the survey, responded. The Edmonton Remand Centre was excluded from the above percentage calculation in that a very small number (18) of the total staff complement of the facility (302) were included in this survey. The St. Paul Correctional Centre was totally excluded from the survey in that it was only in the planning stage at the time of the survey.

Additionally, in consideration of those who were eligible to respond, there was a very low response from the Forestry Camps (13%) and an exceptionally high response from staff of the Midway Correctional Centre (100%).

Nearly 83% of the staff who took part in the survey were male and 89% were white. The staff's ethnic background distribution at the time of the survey was as follows:

	<u>Number of Respondents</u>	<u>Percentage of Respondents</u>
White	624	89
Native	26	3
Other	54	8
	<hr/> 704	<hr/> 100

The largest proportion of staff who took part in the survey were from 31 to 40 years of age; the complete age breakdown is summarized below.

<u>Age Group</u>	<u>Number of Respondents</u>	<u>Percentage of Respondents</u>
Under 21 years	3	1
21-25 years	80	11
26-30 years	161	23
31-40 years	212	30
41-50 years	123	18
51-60 years	101	14
Over 60 years	22	3
	<hr/> 702	<hr/> 100

A clear majority of the staff who took part in the survey are 40 years of age or younger.

In terms of education level attained, the distribution appears to be nearly bimodal, with many staff reporting less than a high school education and a correspondingly large number with some college or university.

<u>Highest Level of School Attained</u>	<u>Number of Respondents</u>	<u>Percentage of Respondents</u>
Grades 1-7	3	1
Grades 8-11	215	29
High school education	135	18
Some college or university	101	14
Community college diploma	30	4
Bachelor's degree	119	16
Some graduate or professional school	42	6
Graduate or professional degree	91	12
	<hr/> 736	<hr/> 100

Of the total number of institutional security staff who took part in the survey, 54% had a high school education while 46% had less than a high school education. The 46% group represents 75% of the total of 218 (164) staff from all parts of the Correctional Service reporting less than a high school education. The remainder of the 218 is comprised

of 29 institutional administrative staff (13% of 218, and 38% of all institutional administrators), 20 institutional program staff (9% of 218, and 20% of all institutional program staff), 4 training staff (2% of 218, and 44% of training staff), and 1 community corrections administrator (1% of 218 and 5% of community corrections administrators).

Note: the above numbers are approximates.

Nearly one-fifth (18%) of the sample or 126 respondents reported being currently enrolled in a staff training/educational program, and the vast majority of these (110 or 87%) affirmed that the subject matter of the course(s) being taken was related to their present jobs. Further, a majority (87 or 69%) stated that they are taking the class to aid in obtaining a promotion or a change of jobs within Correctional Services.

The length of time which staff reported working in the field of corrections in general, and for the Alberta Correctional Services, is reported below.

<u>Length of Time</u>	<u>In Corrections</u>		<u>In A.C.S.</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Three months or less	41	6	54	7
4-12 months	66	9	92	13
13-24 months	74	10	85	11
25-36 months	65	9	93	13
37-60 months	127	17	117	16
61-120 months	185	25	141	19
More than 120 months	175	24	156	21
	733	100	738	100

Clearly a majority of staff have more than three years of experience both in corrections and in employment with Alberta Correctional Services.

#### Corrections Training Background

Of the sample of 702 for which responses were available, only 14% reported receiving no pre or on-the-job training from the Alberta Correctional Services for their present positions. Fully 48% received either pre-service or on-the-job training, while the remaining 38% received both types of training.

It is the policy of Alberta Correctional Services that all new Correctional Officer recruits, without previous corrections experience, receive training prior to being assigned the full duties of a Correctional Officer. This training is often received on the job under the guidance of an experienced supervisor. Additionally, pre-employment training programs have been operated jointly with Canada Manpower. Advanced training is provided Correctional Officers after completion of the probationary period. Some training programs - e.g. riot control, tear gas, self-defence, are operated jointly with the Correctional Services of Canada. Other courses are offered through Mount Royal Community College, and still others through Athabasca University. Both of the latter are certificate programs.

Of the 14% who reported receiving no pre or on-the-job training from the Alberta Correctional Services, no attempt was made during this survey to determine what proportion of the 14% (a) came from other corrections systems and had received training prior to joining Alberta Correctional Services; (b) fell into the three (3) months or less prior experience in corrections category at time of survey; (c) were scheduled for training at time of survey; or (d) had prior practicum experience as a result of field placements during their university training.

Among the 341 persons receiving training prior to beginning their present job, about one-third received more than 20 days of such training.

Nearly one-half received 10 days or less of pre-service training. Of those receiving pre-service training, 76% found it to be somewhat to very useful, while only 6% described their training as not at all useful.

More persons received on-the-job than pre-service training. Of the 548 persons reporting on-the-job training, 45% stated that they had more than 20 days of such training, and over 60% had 10 or more days. The response to this on-the-job training was generally quite favorable, with over half of the trainees rating it very useful, 36% rating it somewhat useful and another 8% evaluating it as at least slightly useful while less than 5% found on-the-job training not at all useful.

Staff were asked to report whether they were trained by the Alberta Corrections Services in specific subject areas related to corrections work. The following percentages of staff surveyed stated that they had received some type of training in the designated area. Table I that follows reports the percentages by position type for each subject area.

The total number of respondents in each group varied for each type of training. The number at the top of each column represents the frequency distribution for the total sample so the percentages are usually calculated from a smaller total sample.

The subject areas in which relatively low percentages of staff in all position types receiving training are: policy and procedures, crisis intervention, human relations, inmate legal rights, offender discipline procedures, and interpersonal and communications skills. At first glance and in view of their job requirements, institutional security personnel appear significantly low on use of tear gas, riot control, self-defense, crisis intervention and investigative techniques, however, it

must be pointed out that each maximum and medium security correctional institution has Tactical Teams highly trained in the use of tear gas, riot control, self-defence and crisis intervention. Each institution has a core group of staff competent in investigative techniques respecting breaches of institutional rules and regulations. Breaches of the law are investigated by the R.C.M.P., and Boards of Inquiry are administered by a member of the Head Office staff also trained in investigative techniques. It is the policy of Alberta Correctional Services to have a core group of highly trained staff to deal with disturbances, and like crises, rather than attempt to have all staff partially qualified in the above respective areas.

To further examine areas in which staff had received, or had not received specialized training, they were asked to indicate how qualified they felt themselves to be in each of the 22 subject areas listed in the Tables. Possible responses ranged from "very well qualified" or "adequately qualified" to "inadequately qualified" or "very poorly qualified". It was also possible to respond "does not apply to present position". Replies in this response category are also displayed in tabular form later in this narrative.

Most of the sample felt "adequately" to "very well qualified" in the area of general supervision.

More than 50% of institutional security staff had received some training in first aid. Additionally, each institution has a trained nursing staff, available to respond to emergency and other situations requiring medical and related attention. Additionally, all institutions are well equipped with modern first-aid equipment available to sustain life until a doctor becomes available in the event of an emergency in the correctional



institution - e.g. an attempted suicide. Doctors are required to respond to emergencies 24 hours a day.

One area where staff felt inadequately qualified, i.e. 37% of security staff, 30% of institutional program staff, 15% of institutional administrators, 18% of Head Office administrative staff, and 44% of training staff - was in the area of inmate legal rights. However, the questionnaire did not define the meaning of inmate legal rights and it's conceivable that each respondent applied his/her own interpretation. Consequently, the responses cannot be correlated with any degree of accuracy.

Inmate rights generally refer to such fundamental issues as use of telephone; visitations; access to lawyer; freedom to communicate to Ombudsman, family and friends; medical treatment; special diet (where same can be justified on religious or medical grounds); adequate food, clothing and shelter; access to exercise; etc. Irrespective of the responses, it is interesting to note that all of the above inmate rights are covered in the institutional Policies and Procedures Manuals, the Corrections Act, and the Regulations under the Act.

Hence, a conclusion that perhaps can be drawn from the responses is that a substantial number of staff either haven't read, or haven't read and understood the substance of the Policies and Procedures Manuals and Corrections Act, and Regulations under the Act.

Consequently, the onus should be placed upon the senior management staff of each institution to ensure that every line manager and supervisor is not only conversant with, but thoroughly familiar with the Policies and Procedures Manuals, the Alberta Corrections Act and its Regulations. Senior managers must also ensure that the information on such matters available in every institution is kept current and is accessible to all staff.

Further, 61% of security staff indicate that they have received training regarding offender disciplinary procedures. Institutional program staff and community corrections field staff are not normally required to be "disciplinarians" within the correctional system, consequently, training for these two groups of personnel in the area of offender disciplinary procedures is not necessary.

Secondly, each institution has a core group of personnel who preside over disciplinary hearings and who decide what punishment(s) will be administered to inmates who breach institutional rules and regulations.

Thirdly, disciplinary matters are not normally dealt with by junior correctional staff but rather by supervisory staff, when breaches by inmates and offenders under supervision in the community are reported to them by junior staff. This system ensures a degree of consistent action respecting breaches of discipline, rules, regulations that would not otherwise be possible if everyone was expected to act on his or her own on disciplinary matters.

The results of the survey respecting this question would indicate that there was some misinterpretation respecting this question in that institutional security personnel and community corrections personnel view offender discipline and the significance of offender discipline from different perspectives. Institutional security staff tend to view this matter more from a disciplinarian perspective while community corrections personnel tend to view the question of offender discipline more from a caseworker perspective, in that offender discipline can only be monitored from a somewhat remote position, in that community corrections clients are not under direct, or close supervision on a day-to-day basis, as is the case in the correctional institutions.

Additionally, community corrections personnel tend to interpret offender discipline from a somewhat narrower - breach of probation order - perspective than institutional security staff who are required to ensure that inmates respect a multitude of institutional rules and regulations.

While approximately one-quarter of institutional security and program staff, and one-third of training staff report that they consider themselves to be inadequately or poorly qualified regarding policies and procedures, closer examination of this area would indicate that both institutions and community corrections have well-developed and well-documented complete sets of policies and procedures in all institutions and all community corrections offices.

Consequently, responses to this question may be directly related to a problem already identified under inmates legal rights - namely, that

- (a) staff either do not have adequate access to copies of policies and procedures available in all institutions and community corrections offices; or
- (b) have access but haven't taken the time to read and understand the content of the policies and procedures manuals.

Again, the managers of the various institutions and/or community corrections offices should ensure that all staff under their jurisdiction become thoroughly familiar with policy and procedures that have been developed at considerable expense and time for their guidance and direction, and to ensure that an acceptable standard of performance is maintained in all institutions and community corrections field offices.

Additionally, the Training Officers attached to the various correctional institutions should consider the possibility of offering periodic workshops on the policies and procedures, and periodically testing

all staff to ensure that they have indeed read, understand and know how to apply policies and procedures. However, the Training Officers will firstly have to become familiar with the policies and procedures.

In the area of human relations, 27 percent of institutional security staff felt inadequately or poorly qualified; about the same proportion felt similarly underqualified in interpersonal communication skills.

In an attempt to improve these two skill areas, the department has developed interpersonal skills training modules as part of the basic training program for new Correctional Officer recruits, although it's questionable as to what extent these skills can be applied in a maximum security setting in that emphasis must be placed on security considerations and on inmate control and discipline.

Counselling, where human relations and interpersonal communication skills are paramount, should not be seen as a panacea to the needs of a correctional system, especially in a time when the rehabilitation model is in disrepute in the wake of public backlash to a rising crime rate, and an apparent increase in acts of violence.

Nevertheless, interpersonal and human relations skills are a necessary and important ingredient of every prison environment, whether the relationships are inmate to inmate, staff to staff, or staff to inmate and, accordingly, staff must be suitably and adequately trained in this regard. Human relations can make the prison experience more meaningful and beneficial to inmates and can improve the relationships between staff and inmates, and can make these relationships more effective.

Crisis intervention has been covered previously in relation to the use of Tactical Teams. Apart from the comprehensive training that Tactical Teams receive in the areas of crisis intervention, riot control, tear gas, self-defense and related areas, other staff, not attached to Tactical Teams, also report that they have received some training in crisis intervention although the likelihood of their having to use this training is remote.

Furthermore, the survey figures are difficult to translate into actual training received, in that crisis intervention is subject to different interpretations by community corrections staff and institutional security staff.

In the area of counselling, 87% of community corrections field staff felt qualified. Since a significant percentage of community corrections field staff are involved in activities that do not require counselling per se, community corrections personnel appear well qualified in this regard.

Seventeen percent of institutional program staff and 11% of institutional administrators reported being inadequately or very poorly qualified in offender assessment and classification. Among institutional administrators, 12% felt inadequately or very poorly qualified in organizational and management skills. About 18% of central administration staff felt inadequately qualified in public relations. Administrative report writing was an area in which nearly one-sixth of institutional program staff felt under-qualified. One-quarter of institutional administrators and a similar proportion of community corrections administrators felt inadequately or very poorly qualified in research and/or planning.

The preceding narrative points out those subject areas in which staff who are in positions which require knowledge of a given area expressed doubt as to the adequacy of their qualifications in that area. No attempt was made, however, to determine what portion of an employee's duties required expertise in the various areas and a more detailed analysis would have to be conducted before any firm conclusions respecting additional training requirements could be arrived at.

#### Summary of Potential Training Requirements

This survey is intended as a guide only for Alberta Correctional Services in its efforts to ensure that staff are adequately prepared for their jobs. Since this was the purpose of the narrative, it deliberately and necessarily has focused on the negatives and should not be construed that the staff of the Alberta Correctional Service are not qualified for their respective responsibilities. It is important to point out that the majority of staff in all position types felt adequately or very well qualified in most of the subject areas listed, and especially in those areas most related to their present positions.

However, as in every correctional system, there is room for improvements, and one term of reference of this corrections review was to identify those areas where improvement was desirable and necessary to improve the overall performance of the Alberta Correctional Service, and in its further development as a modern and progressive corrections system.

Over the past four years, the level, quantity of staff training and the commitment by the Correctional Services, the Department of the Solicitor General, and the Government of Alberta generally is evident in virtually every segment of the Provincial corrections system.

Additionally, recruitment standards have been increased to the extent that a large number of corrections personnel have Masters Degrees in Social Work, Criminology and the Behavioural Sciences. For example, approximately 25% of community corrections field staff have a Masters Degree, whereas approximately four years ago less than 5% had a Masters Degree.

A major requirement within the Alberta Correctional Service is the need for an ongoing training program for new Correctional Officers prior to their assignment to their regular duties in a Correctional Institution.

A training model similar to that of the Federal Bureau of Prisons, several State Corrections systems, the Correctional Services of Canada, or the British Prison Service is the most desirable. Under these systems, new recruits receive the necessary basic training prior to being fully assigned the regular duties of the positions they were recruited to fill.

The duration and content of training will vary to that of the above jurisdictions, however, much of the content, e.g. inmate supervision, frisks and searches, report writing, key control, security procedures, decision-making, problem solving, identification of mental deficiencies and drug usage, etc. applies to all corrections systems and training modules from the above systems should be reviewed and possibly modified/adapted to Alberta's needs.

Additionally, in view of the volume of training required, the various areas where training is necessary on an ongoing basis, the turnover rate at the Correctional Officer I entry level, and the need for ongoing, advanced, "refresher" type training, serious consideration must be given

to establishing a training facility to ensure that training respecting the above areas is conducted on a scheduled, ongoing basis.

The Holy Redeemer facility, with minor modifications, may be readily adapted for Alberta Corrections requirements for the long-term foreseeable future, and plans should be developed for use of this facility for the purpose, providing a joint program/management can be developed with the Correctional Services of Canada.

The Correctional Services of Canada have already expressed an agreement to also use this facility for portions of their training requirements within the Prairie Region, and in view of the fact that approximately 2,700 correctional staff - combined federal/provincial total - are employed in corrections in Alberta, a joint facility for corrections staff training purposes would be viable.

In the event that a joint training program cannot be developed in the near future, Alberta Correctional Services should develop its own facility. The former laundry at the Belmont Correctional Centre would appear to provide considerable potential - at minimal cost - for the development of this program.

#### Organization of Training Programs

Presently, training respecting Correctional Services is somewhat fragmented with no clear definition of policy respecting the responsibilities of Correctional Services and Training and Development (Personnel) for staff training within Alberta Correctional Services.

It would appear desirable and necessary to the further development of staff resources within Correctional Services, to establish policies, procedures and relationships that are in harmony with the tasks, objectives

and mandate of Alberta Correctional Services, in that the Correctional Services have a variety of staff training requirements that need to be addressed, and appropriate plans developed to ensure that staff within the corrections system are adequately trained to perform their very demanding tasks, especially within the institutional segment of the service.

The staff training and development model that is most likely to achieve the objectives of the Correctional Services is a model whereby training that is specific to Correctional Services is developed and administered by Correctional Services, with those areas of activity that are germane to the Solicitor General as a whole - e.g. staff education leave; public service commission seminars; general administration workshops, seminars, courses, etc. being co-ordinated and administered by Staff Training and Development (Personnel).

It is imperative that course/curriculum content, presentation of material and training orientation be synchronized and in harmony with the philosophy and goals of the Correctional Services, and that the senior management of Correctional Services be directly responsible and accountable for ensuring that training needs are identified, prioritized and satisfied through active and direct participation.

Presently, Staff Training and Development (Personnel) are virtually non-involved in Community Corrections training programs, directly involved in Correctional Officer training and partially involved in supervisory, administrative and management training in Correctional Services, and consequently are not able to fully comprehend, appreciate and share the goals and objectives of the corrections system.

Under the proposed re-organization of Correctional Services, Staff Training and Development would be less responsible in the development,

co-ordination and administration of training programs of a specific corrections nature, resulting in a greater onus being placed on Alberta Correctional Services to provide these programs.

#### Problems with Interpretation

It is apparent that some questions were misinterpreted particularly in Table II, which makes it impossible to draw conclusions about many of the subject areas where obvious inconsistencies exist.

However, in general terms the survey uncovered many interesting and worthwhile facts which highlight the potential value of such an instrument. Consequently, this procedure should be repeated with different sets of questionnaires prepared for each group of staff.

Percent of Each Group (job-type) that Indicated  
They had ACS Training in the Respective Areas

Table I

	(355) Institu- tional Security	(95) Institu- tional Program	(75) Institu- tional Administration	(165) Community Corrections Field Staff	(18) Community Corrections Administration	(11) Central Admini- stration	(9) Training Staff
Security Techniques	88%	56%	51%	4%	24%	12%	78%
Use of Tear Gas	49	34	39	1	6	0	67
Riot Control	45	25	33	4	24	0	56
Self-Defence	54	29	28	2	6	0	56
Search & Seizure of Contraband	85	45	47	6	18	0	89
Counselling	28	29	29	60	72	30	11
First Aid	75	47	40	6	12	0	78
Organizational/ Management Skills	23	20	50	38	78	54	33
Policy & Procedures	70	51	53	74	78	44	56
Crisis Intervention	31	23	42	19	29	22	22
Investigative Techniques	19	15	18	70	47	44	11
Human Relations	39	29	35	46	50	50	44
Offender Classification	20	32	29	50	35	33	11
Inmate Legal Rights	41	27	31	14	12	12	33
Offender Disciplinary Procedures	61	41	48	24	24	0	33
Public Relations	22	21	30	16	35	12	22
Inmate Transportation Outside Institution	80	45	41	12	24	0	56
Offender Supervision	67	44	49	62	67	33	44
Research/Planning	8	12	13	9	18	40	0
Volunteer supervision	23	20	18	24	47	22	0
Administrative report writing	58	36	41	44	47	33	22
Interpersonal Communication Skills	40	32	41	52	50	44	89

Percent Responding "Does Not Apply to Present Position"

Table II

Subject	(355) Institu- tional Security	(95) Institu- tional Program	(75) Institu- tional Administration	(165) Community Corrections Field Staff	(18) Community Corrections Administration	(11) Central Admini- stration	(9) Training Staff
Security techniques	1%	19%	33%	36%	39%	73%	0%
Use of tear gas	9	42	42	94	56	91	11
Riot control	6	41	40	91	56	91	11
Self-Defence	2	28	41	72	50	91	11
Search & seizure of Contraband	2	36	38	87	44	82	0
Counselling	10	9	32	1	0	73	11
First aid	1	12	32	60	44	91	0
Organizational/ Management skills	13	9	10	9	0	0	0
Policy & Procedures	5	6	11	4	0	0	0
Crisis intervention	7	9	30	13	11	46	0
Investigative techniques	8	22	34	4	0	36	0
Human Relations	5	2	19	0	0	0	11
Offender Assessment and Classification	12	14	35	9	17	27	11
Inmate Legal Rights	6	8	30	47	39	46	0
Offender Disciplinary Procedures	4	11	30	49	39	54	0
Public Relations	14	6	12	5	0	9	0
Inmate Transportation Outside Institution	2	21	38	76	44	64	0
Offender Supervision	3	22	36	8	11	64	0
Research and/or Planning	18	16	28	34	19	0	0
Supervision of Volunteers	14	26	38	23	33	54	0
Admin. Report Writing	6	8	15	18	0	0	0
Interpersonal Communi- cation Skills	6	2	15	0	0	0	0

0 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99

### Staff Morale Issues

Several of the items on the survey were designed to elicit staff opinions in areas which may reflect their general morale and commitment to their present work. These items included questions as to their perceived chances for promotion, the average number of hours worked per week, and whether they are seriously considering leaving Correctional Services in the immediate future. The following table provides a breakdown by job category and staff perceptions of promotional opportunities.

Job Category	Chances For Promotion		Totals
	Poor	Good	
Institutions (Security)	123(37)	213(63)	336(100)
Institutions (Programs)	31(36)	56(64)	87(100)
Institutions (Administration)	25(35)	47(65)	72(100)
Community Corrections (Field Offices)	76(47)	85(53)	161(100)
Community Corrections Administration	5(28)	13(72)	18(100)
Head Office	2(18)	9(82)	11(100)
Training	2(22)	7(78)	9(100)
TOTALS:	264	430	694(100)

The majority (63%) felt their promotion chances to be good or very good, which is a reasonably high percentage when it is taken into account that the majority of positions in corrections are at the entry level, i.e. Correctional Officer I-II and Social Worker I-IV.

The distribution of responses reflects substantial differences across position type in perceived promotional opportunities. There is remarkable consistency among institutional staff (including administrators) in their evaluation of their chances for promotion. Only community corrections field staff were more pessimistic than institutional staff. Fully 52% of female staff as compared to 35% of male staff felt their chances for promotion to be poor or very poor.

Staff who rated their promotional chances as poor or very poor were asked to give the reason(s) why they felt pessimistic and 90% (246) gave at least one reason. These reasons included age, personal health, education/training, interpersonal skill deficiencies, policies, interpersonal conflict, and lack of promotional opportunities. Of all respondents, 9% indicated that they were not interested in promotion.

A relatively high percentage of community corrections field staff felt that their promotional chances to be poor or very poor. This inordinate level of pessimistic response may have a basis in reality, since traditionally there are relatively few "rungs" in a community corrections career ladder, and therefore fewer administrative positions available.

In order to reduce the turnover rate in community corrections - an average of less than 15% over the past two years - it is essential that promotional opportunities be available to qualified staff who have the ability to take on additional responsibility, either in community corrections or through lateral transfer to positions in institutional administration and/or central administrative functions.

It is noted that of all promotions with Correctional Services over the past three (3) years, more than 90% have gone to employees already employed in Correctional Services, and less than 10% to persons employed in



other departments in the Alberta Public Service, in a corrections or justice system in another jurisdiction, or to persons graduating from a university with an advanced degree, e.g. Masters in Criminology, Social Work or Corrections.

Additionally, it would appear from past experience, that community corrections personnel are reluctant to accept promotions that require them to move to rural areas, or to apply for promotions within the corrections institutions. Consequently, what seems oftentimes to be the case is that staff want to be promoted but not if it requires a transfer, unless the transfer is to Edmonton or Calgary, however, in some cases Lethbridge or Red Deer is acceptable.

The regional organizational structure proposed elsewhere in this review, with its consolidation of community and institutional functions should assist in efforts to expand promotional opportunities and incentives for all qualified staff, and in developing career ladders and more lateral movement in preparing staff for promotional opportunities.

The substantial difference between female and male professional staff in their evaluation of their chances for promotion is symptomatic of a more subtle problem which may be more resistant to amelioration. Particularly in institutional corrections, female security staff have historically been restricted to working with female offenders. This naturally limits promotional opportunities, since female offenders and thus female security staff positions comprise a relatively small percentage of the total corrections system. There are, of course, other barriers to promotion of female security staff which are not peculiar to the corrections field, which need to be taken into account in developing career paths, or advancement opportunities for females within the Alberta Correctional

Services. These obstacles to promotion of female staff can only be remedied through attitudinal changes on the part of staff and administrators of both sexes, but also active recruitment and encouragement of female staff who wish to obtain increasingly responsible positions. Female staff should not be retained solely to work with female offenders and the full range of positions in Correctional Services should, both in policy and in actuality, be open to qualified female staff members.

Only 18% of the total sample said they were seriously considering leaving the Division within the next six months. However, when this is analyzed by office or institution, differences in apparent job satisfaction appear, and a further more detailed analysis needs to be conducted before any policy decisions or program changes are instituted.

Reasons given by those who were considering leaving the Correctional Services were lack of promotional opportunities, to accept other positions, dissatisfaction with some aspect of the job, certain policies, to further their education, and reasons that had nothing to do with the job. The majority of staff who are considering leaving are doing so because of some aspect of their job and, since this is the prime reason why people change jobs in all walks of life, this is not an alarming finding and cannot be considered as being serious because of the relatively small percentage (18%) of the total who indicated they are considering leaving.

Irrespective, Correctional Services must ensure that staff have means of airing their grievances and of remedying those which need not be inherent in their job or working conditions. Staff who feel they can effect meaningful changes in their work environment are less likely to consider leaving when confronted with challenging or difficult situations.

When asked to report how many hours per week, on the average, that they worked, 48% (358 people) stated that they average more than 40 hours per week. Eight percent (60) reported averaging more than 50 hours weekly. All of the Head Office staff report averaging over 40 hours, and half report working more than 45 hours in an average week. In addition, 78% of the respondents employed at the Nordegg Correctional Centre, and all of the respondents from other forestry camps, reported that they average more than 40 hours weekly. Nearly half of the 16 people reporting over 60-hour average weeks came from forestry camps. Nearly 90% of community corrections office staff also report averaging more than 40 hours per week. Other institutions where a majority of staff report averaging more than 40 hours per week are Calgary Remand Centre (65%), Edmonton Remand Centre (61%) and Fort Saskatchewan Correctional Institution (65% men's section, 69% women's section).

The generally high percentage of staff reporting over 40-hour work weeks is due to any of a number of underlying causes such as overtime in the correctional institutions (particularly Fort Saskatchewan and Calgary Remand Centre); special program areas (forestry camps); and possible over-estimation of actual hours worked. Even though dedicated staff may occasionally find it necessary to work beyond the 40-hour week, continuous overtime may well lead to morale problems. In addition, the expense of overtime pay for some categories of staff may contribute to reduced cost effectiveness. This is certainly an area worthy of close examination, in the interests of enhancing both staff morale and cost effectiveness.

The area where the greatest use of overtime has been experienced is the Fort Saskatchewan Correctional Institution and the Calgary Remand Centre. This situation should partially correct itself with the opening

of the Edmonton Remand Centre and the St. Paul Correctional Centre. However, the senior management at the Fort Saskatchewan Correctional Institution will have to closely monitor its operation to ensure that a previously established pattern of overtime is not perpetuated after the opening of the above new facilities.

#### Staff Opinions on the Corrections System

Staff were asked to list characteristics of Alberta Correctional Services they found to be either most positive or most in need of change. In addition, they were also requested to indicate what they feel is the main purpose of Alberta Correctional Services.

Approximately 33% supported one or more of the ongoing programs. Another 27% expressed agreement with the general philosophy of Correctional Services. Approximately 16% expressed satisfaction with institutional operations (security and/or support systems). Approximately 12% stated they were satisfied with some aspects of their jobs (e.g. client contact, relationships with co-workers, flexibility). Approximately 6% cited job security, promotional opportunities, and salary. Only 6% stated that they did not feel positive about any aspect of Correctional Services.

Nearly 70% of staff made suggestions as to an aspect of Correctional Services which is most in need of change. Approximately 20% responded in ways which could be construed as indicating a generalized dissatisfaction with fundamental characteristics of Correctional Services or their own jobs (coincides approximately with that percentage of staff considering leaving the Service), including dissatisfaction with policies and/or programs; communication between administrators and line workers; personnel issues, such as limited lateral mobility, salary scales, working hours, and training and promotional opportunities; systems goals, either

to render the system more secure or more program oriented; lack of co-ordination between community corrections and institutions, and Correctional Services and other agencies; and administrative style/organizational structure (i.e. need for more regional/local participation).

The reorganization proposed elsewhere in this plan should satisfy many of these staff who see a need for improvements in Correctional Services and should increase opportunities for a greater level of participatory management of Correctional Services staff.

Of the 693 staff who responded to the question regarding the main purpose of Correctional Services, a substantial majority felt that rehabilitation of offenders and protection of society were the primary goals of Correctional Services. Eleven percent cited societal protection only as the major purpose, while 7% emphasized punishment of offenders and societal protection as dual goals. Reflecting a generalized disillusionment with rehabilitation of offenders as the sole primary correctional aim, only 6% of the staff reported this to be Correctional Services' main purpose. Less than 2% of the staff felt that punishment of offenders is Correctional Services' primarily purpose. Majority staff opinion thus appears to be in support of the reintegrative model of corrections outlined in another section of this plan; both offender rehabilitation and protection of society are critical elements in a reintegrative, community-based approach to correctional services.

#### Summary

In using an anonymous staff survey of the type used in this instance, a certain degree of caution needs to be used when interpreting, and attempting to draw conclusions from the responses. While this type of survey has the advantage of providing staff the opportunity to express

their viewpoints, concerns, criticisms, etc. without inhibition, it has the disadvantage of permitting staff to be critical of current practice, policies, procedures, etc. without having to substantiate or support their opinions, viewpoints or impressions.

Additionally, open-ended questions answered in the absence of an interviewer are subject to the individual interpretations of those who answer - an interpretation which at times has no direct relationship to the type of information that the question was attempting to elicit.

This weakness in this survey is particularly noted in the tabulations respecting respondents who indicated that certain skills were not necessary to their position, when in fact such skills would appear to be necessary. For example, only 94% of community corrections field staff felt that training in the use of tear gas was not related to their present position, whereas 100% should have answered in this respect, in that community corrections field staff have no training requirement in the use of tear gas.

There are several other areas where similar discrepancies exist, therefore, as noted above, a more detailed review of specific groupings of employees would be necessary before any policy changes and training decisions are made.

The staff of Alberta Correctional Services are generally well qualified for their various duties and responsibilities and are committed to providing the best possible services to offenders and the community.

Although the great majority of staff appear optimistic about their chances for promotion, two groups, i.e. community corrections field staff and female employees in general, felt significantly less hopeful. Strategies such as increased lateral mobility and revamping career ladder

structures are outlined as methods of remedying this problem. The general reorganization of the Correctional Services proposed in this plan should also facilitate improvement in promotional opportunities, as well as improving overall communications and staff participation at all levels in the organization.

Reorganization and implementation of a reintegrative approach to corrections will be consistent with the opinions and goals of most of the Division's staff, as reflected in this profile, and with its cadre of highly qualified and dedicated staff, the Alberta Correctional Services is well on its way to building a system of corrections services which will meet the needs of the province of Alberta into the foreseeable future.

RECOMMENDATIONS

1. That Correctional Services administer follow-up surveys of a more specific nature and broken down between institutions and community corrections offices, and within these two categories further broken down to differentiate between staff performing management and non-management functions.
2. That all institutional management, supervisory and line staff become thoroughly familiar with and fully understand all institutional policies and procedures, and that periodic tests, examinations be conducted to ensure that all of the above staff have read and understood all policies and procedures required in the performance of their respective duties and responsibilities.
3. That a staff training unit be established within Alberta Correctional Services, as per the proposed organization restructuring, to co-ordinate, administer and develop training programs that are specific to correctional centres.
4. That Alberta Correctional Services institute a Correctional Officer training program for all new employees, to ensure before their assignment to a correctional institution, that they have received adequate training in the basics of their duties and responsibilities, and appropriate follow-up or advanced training, from time to time, as operational/program requirements dictate.
5. That a staff training facility of sufficient capacity to accommodate training for new employees, refresher training, and advanced training, be established either jointly with the Correctional Service of Canada, eg: Holy Redeemer, or independently, eg: modification/renovation of the former laundry at the Belmont Correctional Centre.

6. That Alberta Correctional Services seriously examine the feasibility of more lateral movement of personnel from community corrections to institutions and institutions to community corrections for career development, career ladders, and management development purposes.
7. That Alberta Correctional Services reinstitute the former practice of employing female Correctional Officers in male inmate living units, and male Correctional Officers in female inmate living units.

**END**