

**A STUDY INTO THE JUSTICE INSTITUTE
OF BRITISH COLUMBIA**

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A STUDY INTO THE JUSTICE INSTITUTE
OF BRITISH COLUMBIA
EXECUTIVE SUMMARY

This study was prepared in response to a request by Treasury Board to study a number of specific issues with respect to the provision of training in the justice and public safety system by the Justice Institute of British Columbia.

The study provides a comprehensive analysis of the training needs of the justice and public safety system and how many of those needs are currently being met through the Justice Institute of British Columbia under contract to the Ministry of Attorney General and the Ministry of Health. This framework has been provided in order to look at two major issues identified by Treasury Board. These are:

1. Is the Justice Institute Model the most cost effective way of meeting both current and future training requirements, and
2. Would there be any substantial cost benefit to the government by moving the Justice Institute to a different site.

In addition to these primary issues, the study also looked at two secondary issues:

1. How the Justice Institute has responded to the requirements for restraint and downsizing, and
2. What areas of the Justice Institute's organization and operations could be modified to yield substantial cost savings without damaging

the ability of the Institute to develop and deliver effective programs.

In looking at the history of staff training within the Ministry of Attorney General it was noted that the justice institute concept was developed precisely because it was the most cost effective way to provide co-ordinated and integrated training across the justice and public safety system.

The current and future training requirements identified indicated a strong and continuous need to maintain a structure capable of responding to these requirements on a flexible, timely basis at a reasonable cost. It was also reaffirmed that the best way to maintain the effectiveness of training and cross system co-operation was by having the various components of the justice and public safety system trained in the same structure. Indeed, there is potential to increase the degree of integration and thereby realize further cost savings.

The study looked at four alternative models for developing and delivering the training programs required. These were:

- I Dissolving the Justice Institute and integrating the programs with those of one (eg. Douglas College) or more Community College(s) or Provincial Institute(s).

- II Maintain a single, specialized public institution (ie a Justice Institute)

- III Establish a single, non-public Justice and Public Safety Training Centre which was part of the public service.
- IV Totally decentralize the training requirements to each Branch concerned.

When these models were analyzed from the perspectives of costs, program effectiveness, control and identity it was clear that models I and IV could not meet the training objectives of the Ministry of Attorney General. Model III did not appear to offer any possibility of providing the same service at a substantially lesser cost than the current model (II). Indeed, none of the alternative models to the Justice Institute seem to offer the inherent possibility of providing the same services at a substantially lower cost.

The primary issue with respect to cost savings was not, in fact, the model of training itself, but the value of the current site (Jericho Hill) on which the Justice Institute stands. B.C.B.C. was therefore asked to look at four site options from a cost perspective only (ie. no consideration of program issues). These options were:

1. Remain at Jericho Hill
2. Relocate to Building II in the Riverview Complex, Coquitlam and renovate
3. Redesign and expand the vacant Motor Vehicle Testing Station at the south end of B.C.I.T. in Burnaby.

4. Construct a totally new facility in Richmond or Surrey

An additional option was examined with the assistance of the Ministry of Education. This was to integrate the Justice Institute with Douglas College.

When these options were analyzed and compared from the perspectives of providing training programs which effectively met the unique needs of the justice and public safety system, and cost the following was concluded:

1. Building II, Riverview was not available as it was being extensively used by the Ministry of Health, Central Training Services. It was, moreover, too small to meet the current facilities needs of the Justice Institute.
2. The Motor Vehicle Testing Station, Burnaby would be suitable if extensive rebuilding was done, and if arrangements could be made with B.C.I.T. to utilize certain facilities such as the gym, track, etc. The high cost of this option however did not appear to guarantee a substantial enough cost savings to make it a recommendable option without a more detailed study.
3. The construction of a totally new facility would involve not only a location which would significantly increase travel time and costs, but which would cost more to build than the resale value of the land the current Justice Institute stands on.
4. The Douglas College option was determined to be unfeasible not only because the whole concept on which a justice institute was predicated

would be lost, and therefore the possibility of effective co-ordinated, integrated training which would enhance the professional identity of the trainees, but which also did not appear to offer any cost savings operationally. The only benefit would be the short term realization of about six million dollars; this was outweighed, however, by the likelihood of more expensive and less effective training on a continuous basis.

It was therefore concluded that, given the data available, the best option was to retain the Justice Institute, housed on the Jericho Hill site.

When the restraint program of the Justice Institute was examined it was determined that between April 1/82 and April 1/84, the F.T.E. staff complement had dropped by 29% overall (from 116.5 - 83.1). The operating revenue decreased by 18% in 1983/84 (7,553,158 to 6,190,536) and by a further 18% in 1984/85 (from 6,190,536 to 5,333,808). The request to return the 600,000 surplus from core operations has been complied with. The Justice Institute and its client Ministries have clearly designed and implemented an effective restraint program.

A number of issues were studied to see if there was potential for further cost savings. These included organizational structure, salaries, and student support costs. It was determined that there might be some potential for limited savings by considering alternative organizational models in some divisions. It was concluded, however, that this was an area that needed far more analysis and discussion between the Justice Institute, and the client Ministries and their Branches. It was also

concluded that in comparison with other educational institutions the salary levels of Justice Institute employees were fair and reasonable. With respect to student support costs it was determined that an on-site residence would not yield substantial cost benefits, especially in light of the fact that the Justice Institute has negotiated for highly satisfactory accomodation at the newly rennovated Y.M.C.A. Vancouver, for almost half of what is currently being paid.

Lastly, the issue of pre-employment training was examined to see if it could increase the current training requirements. It was concluded not only that pre-employment training was not feasible for most of the component groups of the justice and public safety system, but also that the actual costs to government of providing such pre-employment training would be greater than the current method.

The study is therefore recommending the following:

1. That the Justice Institue model be maintained as the primary development and delivery structure for training programs in the justice and public safety system.
2. That as there does not appear to be any cost benefit to relocating the Justice Institute to another site, or into another structure, that it remain at Jericho Hill.

INTRODUCTION

This study was requested by Treasury Board last January 1984 in response to the decision of the Ministry of Education to terminate its financial support of the Justice Institute of British Columbia.

The study was asked to look at the options for providing training and to make some estimation as to the costs and feasibility of those alternatives.

These alternative models noted were:

1. Meld the operations of the Justice Institute into that of Douglas College or amongst a number of Colleges.
2. Maintain the Justice Institute as a public body but reporting to the Attorney General.
3. Provide the training required directly by each Ministry through a single entity, a Justice Training Centre which was part of the public service,
4. Totally decentralize training amongst the individual Branches of the Ministries, so that each Branch would decide how best to meet its training needs.

It was determined that these delivery model issues could not be studied in isolation from a consideration of the role, purpose, scope and nature of justice and public safety training. Consequently the report attempts to systematically describe these training needs in a complete context. This larger perspective ultimately enables the issue of cost effectiveness, that is the meeting of the required training needs on a continuous basis at the lowest cost, to be thoroughly examined.

CHAPTER 1. THE NEED FOR STAFF TRAINING IN THE JUSTICE AND PUBLIC SAFETY SYSTEM

The need for staff training of the groups who make up the justice and public safety system are extensive. The Ministry of the Attorney General has the statutory responsibility for providing or regulating many of the justice and public safety services in the Province. These services include police, fire, community and institutional corrections, sheriffs, criminal prosecution, court services, coroners, and parole (provincial). In addition, the Ministry has responsibility for some services which, while not part of the justice and public safety system, are part of the legal infrastructure of the Province. This includes such services as Land Titles. The Ministry of Health is responsible for providing Emergency Health Services.

Justice and public safety services demand a uniform standard of effective job performance. Anything less would both jeopardize the safety of citizens, and their confidence in government to provide an adequate degree of protection to their person and property. Inadequate performance by employees of the justice and public safety system can have consequences that are tragic or disruptive in a way that few other government services are.

a) Statutory Requirements

Two of the largest components of the justice and public safety system, police and firefighters, are not direct employees of the

Provincial government. The Police Act, sec. 5(1)(c)(d). and the Fire Services Act, sec. 3(1)(b)., through the Police Commission and Fire Commission respectively, give the Minister of Attorney General a statutory responsibility for the establishment and implementation of selection and training standards. The most practical way in which this training can be done is to have a single Police Academy and Fire Academy which translate the agreed on standards into professional training programs which guarantee a minimum level of knowledge and skill for all police officers and firefighters.

b) Operational Requirements

A high degree of technical competence is required by those working in the justice/public safety system. Moreover, apart from those working as lawyers, few employees of this system have specific professional pre-employment training. Staff training, especially at the entry level, is the major mechanism for ensuring that all employees have the required skills and knowledge to perform their functions at a specified level of competence. Only some of this can be provided using on-the-job training; the use of formal, professional training programs, in an appropriate environment, is essential.

The whole field of justice and public safety is changing continuously under the impact of legal and procedural revisions, and

changes in technology, which not only require an upgrading of technical skills but also define new areas of activity (e.g. computer crime or hazardous materials). Once these needs for knowledge and skill development have been identified, they must be provided quickly. There is thus a constant need for a responsive and sophisticated training structure available to each component of the system.

c) Community and Private Sector Agency Requirements

There are many individuals in community and private agencies who provide services that are part of, or which are related to, the justice and public safety system (e.g. Native Courtworkers, John Howard Society, Sexual Assault Centres). In many cases these agencies and individuals are under contract to, or funded by, a statutory agency to provide these services. The Ministry of Attorney General therefore has a responsibility to ensure that these individuals are also provided with the opportunity to remain current with new laws, policies, procedures and technical skills. This does not so much mean paying for such training as it means providing a structure or organization which has the expertise to coordinate and organize the many programs required.

d) Public Education Requirements

In addition to its responsibility for ensuring the competence of the employees of the justice and public safety system, the Ministries involved also have an indirect responsibility for the education of

the public in basic justice and public safety matters. This role is essential to reducing the risk to citizens in the first instance, and to limiting the need and demand for costly services. The prime examples of this are in the areas of crime and fire prevention.

CHAPTER 2. A BRIEF HISTORY OF STAFF TRAINING WITHIN THE MINISTRY OF ATTORNEY GENERAL

Since the early 1970s, the trend in the Ministry's staff training program has been towards developing coordinated, integrated, systematic and professional programs with appropriate delivery and monitoring systems.

An overview of the history of the staff training and development programs of the Ministry reveals three distinct periods: prior to 1974; 1974-1978; and 1978-present.

a) Prior to 1974

In this period the Ministry, with the exception of Corrections, provided little in the way of defined or systematic training programs. Municipal police and firefighter training was the responsibility of the municipalities which employed them. Court Services provided very little training as it has not yet taken jurisdictional responsibility for Courts on a Province wide basis. Most training was on the job and was assumed to be the responsibility of the supervisor. There were no established curricula nor any comprehensive guidelines. Land Titles did its training exclusively on the job, again with no set curriculum or standards. Corrections had had a training program for Probation staff since 1960. In 1967-1969 Corrections Branch Training Academy was established to provide centralized training using a core curriculum.

This whole period was generally marked by an ad hoc approach. By 1974 however it was recognized that the Ministry had to move to a more systematic and professional process for staff training and development. The requirements of the administration of justice in British Columbia had become so complex that there was simply no choice.

b) 1974 - 78

During this period the various Branches of the Ministry, and the Ministry as a whole, started to respond to the increasing need for systematic and professional training programs.

As a result of the transfer of responsibility to the Province for the training of municipal police in 1974, planning started on a B.C. Police College. This became operational in 1975. In 1974 Court Services assumed responsibility for all courts in the Province and concluded contracts with B.C.I.T. for the centralized training of Deputy Sheriffs, Court Registrars and Court Administrators. Court Reporters were trained on a pre-employment, vocational basis at Vancouver City College at their own expense. In 1974 Corrections decided to integrate the training systems for community based staff and institutional staff. The Academy was moved to Burnaby and had one Director, three training managers, and eleven instructional staff. The establishment of twenty training relief positions made it possible to provide training without causing manpower problems at the operating unit level.

In this period Land Titles developed and implemented a sophisticated reclassification scheme based on the Halliburton Report. As a result training was highly structured at each level and formal examinations had to be written by employees for the clerk 3-6 level.

Although the Branches of the Ministry were rapidly developing and expanding their individual training and development programs, it was recognized by the Ministry as a whole that what was really needed was a central training resource in which all the training programs of the Ministry could be co-ordinated and, where possible, integrated both in development and implementation. This would reduce the duplication of facilities and services thereby increasing the cost effectiveness of such training. Most of all, it would provide an opportunity to reduce the isolation of the various components from one another and break down some of the traditional barriers impeding co-operation between the various segments of the justice system.

Such a facility was intended to be an integral part of the Ministry, under its direct control. During the planning period (1976) the scope of the proposed Centre was widened far beyond that of simply providing training for the Ministry. A public education role, a brokerage role in co-ordinating justice education programs throughout the Province, and the housing of the Ministry's research activities, were all included in the mandate of the proposed Centre at one time or another. However, in the summer of 1977 Bill 82 "Colleges and Provincial Institutes Act" was introduced. This legislation made the intention of the Ministry of Attorney General to establish an internal Justice Training Centre redundant. This Act, which was a clear

statement of Government intention, gave the Minister of Education substantial powers with respect to education and training in government funded institutions. Given this new direction of Government, the Ministry of Attorney General then entered into negotiations with the Ministry of Education for the establishment of a Justice Institute starting in September 1977. These negotiations eventually lead to the Order-in-Council of April 27, 1978 which formally established the Justice Institute of British Columbia. The Attorney General provided an initial grant of \$500,000 specifically for the Fire Academy.

The Emergency Health Services Commission decided that the Justice Institute was the most appropriate place to house the training programs for those working as part of the emergency health services structure. This included ambulance drivers and attendants, paramedics, and professionals working in hospital emergency departments. It was recognized that the inclusion of the Emergency Health Services Training Academy in the same structure as those for police and firefighters, was a logical step in providing for co-ordination and integration of public safety training programs.

The significance of the Colleges and Provincial Institutes Act cannot be overstated. It basically established a statutory framework and, with the establishment of the Justice Institute, a specific organizational structure within which the Ministry of Attorney General had to work. While the broad outer limits of the relationship between Justice Institute and the Ministry of Attorney General have been defined by legislation and regulation, there has been a continuous need to

modify the model to make it more workable within those limits. As new needs and sources of conflict were identified, various mechanisms were established to meet those needs and to resolve those conflicts. Both parties have devoted considerable effort to establishing an equilibrium and the Ministry is satisfied with the general nature of the relationship.

c) 1978 - Present

This period has seen the steady development and modification of the Justice Institute model to meet the needs of both the Ministry and the Institute. Major structural changes were required as the model was refined; the most significant of these was the status transfer in 1982 of the Directors of the Corrections and Courts Academies from Ministry of Attorney General staff to Justice Institute employees. This action was a clear statement of the fact that the Justice Institute was an independent entity. It also proved to be a highly traumatic event for Court Services and Corrections; the Academy Directors had, as Ministry staff, been responsible for the development of training priorities and programs, and manpower planning for their respective Branches. In their new role it was considered inappropriate for them to continue to do this and this left a vacuum within the Ministry.

Corrections and Court Services have filled this vacuum through establishing internal human resource training development management positions; in doing so they have assumed responsibility for developing the systems it needs to properly identify training needs,

set priorities, approve programs and evaluate the impact of those programs on employee performance.

A considerable degree of tension and conflict was inevitable as both the Justice Institute and the Ministry attempted to make the new system workable. In the process of resolving these conflicts it became apparent that effective and well defined communications and decision making mechanisms were necessary. While Branch-Academy contacts were strong, the Ministry as a whole had few internal co-ordinating mechanisms to ensure a consistent approach to the Institute. There was also no formal Ministry wide linkage with the Senior managers and Board of Directors of the Justice Institute. The establishment of a Ministry Training Committee in 1982, comprised of the Assistant Deputy Ministers or senior operations managers for those Branches involved with the Institute, filled this major gap.

The major theme since 1982 has been one of restraint. This has involved a thorough analysis of training needs and programs to see what could be eliminated, reduced or modified in order to reduce the cost. The staff and budget of the Institute and its Academies have been considerably reduced.

The establishment of the Justice Institute as a public educational institution also gave it a mandate to provide specialized programs on justice and public safety topics to community or private organizations working with or for statutory agencies and the public.

CHAPTER 3. THE JUSTICE INSTITUTE OF BRITISH COLUMBIA: ORGANIZATION, PROGRAMS AND FUNDING

1. Organization

The Justice Institute is governed by a Board appointed by the Provincial Government. The Board hires a Principal who is the operational manager of the Institute and the line supervisor of the various divisional directors. The Principal is responsible not only for internal operations but also for liaison with the senior levels of the Ministry of Education and the client Ministries, Attorney General and Health.

The Institute is divided into six divisions. These are:

- i) Justice Programs Division (responsible for Corrections, Courts and Land Titles; these were previously independent components but were combined as a restraint measure)
- ii) Police Academy
- iii) Fire Academy
- iv) Emergency Health Services Academy
- v) Educational Services (composed of Community Programs, Library and Media Services, Program Development, and Counselling Services)
- vi) Finance and Administration

Each program division is headed by a director who reports to the Principal. The directors of the three divisions which are wholly funded by the Ministry of Attorney General (Justice Programs, Police, Fire)

ave developed extremely close ties with the Ministry Branches for which they provide programs. This is, in fact, a quasi-reporting relationship which, while not represented on a formal organization chart, works effectively and is acceptable to both parties. Many of the staff of the Academies are seconded from operational units in the corresponding service component.

The six divisions, while organizationally discrete, function interdependently. The Educational Services Division co-ordinates Community Programs, but when this involves an area of expertise of one of the other program divisions, that division is extensively involved. The Educational Services Division also provides cross-divisional support systems including:

- i) multi-media library and media resource centre
- ii) program development services
- iii) psychological services
- iv) physical fitness co-ordination and instructional services.

Similarly the Finance and Administration Division provides support services to all other divisions in the form of facilities management, finance, personnel, purchasing, receiving and communications. This is the standard college model.

See Appendix I for the goals of the Justice Institute as stated in their Charter.

2. Program

Table 1 provides a summary for the past four years (80/81, 81/82, 82/83, 83/84) of the total number of courses per academy, the number of

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CHAPTER 4. TRAINING NEEDS OF THE JUSTICE AND PUBLIC SAFETY SYSTEM

Introduction

Chapter 1 gave a very general picture of the role of staff training within the Ministry. In this section the specific training needs of each component will be discussed. In any discussion of training needs in the area of justice and public safety it is critical to remember that these needs are not only complex but also extremely fluid. The requirements of new legislation (eg. Young Offenders Act), the reordering of policy priorities (eg. the incorporation of crime prevention activities into the job description of all police officers) or the introduction of new technology (eg. computerized record systems or electronic surveillance equipment) all affect the knowledge and skills required of staff. The need for training and upgrading programs, and an organizational framework to develop and deliver them, is therefore critical. The very nature of the work of the justice and public safety system makes it impossible to freeze its duties and responsibilities - change will continue to be a constant, and employee's functions, and the way in which they do them, must be continuously redefined.

It is important to note that the need for staff training is not predicated on the assumption that the number of people working in the system is continually increasing. Indeed, as downsizing occurs and some job functions are eliminated or compressed, there is a corresponding need to ensure that those remaining understand their redefined jobs and are competent to perform them effectively. However, even while the various components of the justice and public safety system may not actually be growing in numbers (and in some cases there will be real growth), turnover in existing staff will make it necessary to recruit and train new employees on a regular basis.

The current training needs by component area are outlined below, as well as an attempt to examine possible future needs. This analysis does not presuppose any particular organization or structure for the delivery of programs to meet these needs. Nor does it imply that all these training needs must or can be met using one format, such as centralized, group training classes. Table 6 provides a summary of the training needs described in this chapter.

1. Police

Current Needs

- i) **Recruit Training** - Municipal forces have started having to hire new police officers either to replace existing ones or to expand the forces. Recruit training involves five blocks (one of which block II is field experience) of 14, 8, 10, 3.5, and 3.5 weeks respectively. Each class has an average of twenty-five participants. In the calendar year 1984 there are 3 block I, 3 block II's, 2 block III's, 1 block IV and 5 block V courses scheduled. Successful completion of this "Peace Officer's Basic Training Program" gives recruits uniform status of "Qualified Municipal Constable," which must be attained prior to the first anniversary of their appointment. For persons with previous police experience, exemption and challenge procedures are designed to prevent superfluous training.

By the fourth anniversary of appointment, police officers must attain "Certified Municipal Constable" status which involves completion of the "Peace Officers' General Training Program." This requires two four week periods of training in each of the second and third year of the candidates' service.

This cycle is continuous and the numbers are likely to slowly rise as the most severe aspects of restraint recede and as communities continue to grow in size.

- 11) Non Recruit Training - Extensive training is required on an ongoing basis by police officers, either to develop specialist and technical skills or to be upgraded on new legislation and judicial/administrative procedures which affect their required performance. Wherever possible this training is done so that it involves both municipal and R.C.M.P. officers. (See Appendix II for the list of courses offered in 83/84.) This training is essential to ensuring that police have the skills necessary to successfully investigate, arrest, report and give evidence, as new rights and procedures (eg. The Charter of Rights, The Omnibus Bill to Reform the Criminal Code) are being defined by legislation and the judiciary. It is also necessary to ensure that police can utilize new technology and technique, at an effective level, and are able to respond to new types of crime.

Training is also required by police reserves/auxiliaries. The extent of the training needs of this group is still unclear but as communities attempt to reduce the size and cost of their police forces, their use of reserves and auxiliaries is likely to increase, with a concomitant requirement to provide them with a minimum defined level of training.

Future Needs

- i) Administration of Justice - The ongoing changes to the system of enforcing and administering justice in Canada will provide a corresponding need to train police officers in new procedures.

- ii) Technology Change - Technological advances not only change the equipment and methods that police use to investigate crime but also define new areas of criminal activity (e.g. computer crime) which police must respond to. This requires a systematic process for identifying the new training needs and then developing and delivering appropriate training programs.

- iii) Population Growth - Current economic forecasts predict that B.C. will lead Canada in economic growth over the next decade. If that is true then a corresponding rise in population, primarily through external immigration, can be expected. This, in turn, will increase the size of major communities and correspondingly the need and demand for police services.

- iv) Provincial Police Force - At the current time the R.C.M.P. is contracted as the Provincial police force. Training is provided through the R.C.M.P. structure although mainly paid for by the Province as part of the contract. When the current contract expires in 1990 it is by no means certain that it will be renewed, either because of cost or Federal policy. If the Province has to assume direct responsibility for creating

and operating a Provincial Police force, the training requirements would be extensive. Even if there was no recruit training required at first, there would still have to be substantial orientation training for those R.C.M.P. who switched to a B.C. Provincial Police Force, as well as all the advanced training currently provided by the R.C.M.P to its members.

Even if the R.C.M.P. were to remain as the Provincial Police Force, the cost of their training programs might prompt the Province to seek to provide some of that training more directly and locally.

If the R.C.M.P. were no longer the Provincial Police Force it is most probable that they would no longer be contracted as municipal police forces either. This also would have profound impact on the need to provide an increased level of training to police.

- v) Private Security Industry - In the last two years there has been a mushrooming of businesses selling security systems and protection services. The Province has regulatory control over these businesses through the Private Investigators and Security Agencies Act (1981), although no regulations have yet been approved. However, it may be desirable to require some training as part of the certification process, which would be provided at the expense of the participants.

2. Corrections

Current Needs

- i) **Recruit Training** - Recruit training is provided to both institutional staff (custodial officers) and community staff (probation officers). Because of downsizing of the community staff it is anticipated that the Branch will not have to recruit and train any new probation officers, or that replacements will be available, if required, from those laid off. This is a temporary situation, however, and by fiscal year 85/86 recruit training programs will be required for community corrections staff. This involves twelve weeks of classroom training, four weeks field experience, and six months on the job training.

Since institutional staff were not reduced to as great an extent as the community side, and because there is higher turnover, there will still be four recruit training classes required (down from five which is the normal yearly requirement) for adult institutional staff, and one (down from two) for juvenile institution staff. These programs involve four blocks of training totalling two weeks of on-site training, five weeks of central, classroom training and 6 months on-the-job experience. Recruits are required to complete blocks I and II before permanent status can be granted; blocks three and four must be completed within the two years of the recruits appointment date.

- ii) Non Recruit Training - In the non-recruit area Corrections has classified its training programs into categories of critical and essential, enrichment and developmental.

Critical and essential training consists of a wide variety of knowledge and skill development programs (such as First Aid, Firearm Instructor, Tactical Squad, Young Offenders Act, and Family Violence), which are regarded as absolutely necessary to enable employees to fulfill their job functions. Enrichment training is regarded as desirable, although not critical (at least in the short term). This category includes such programs as Power Writing, Youth Management, Expert Witness, and Interviewing and Motivating Clients. Developmental training is seen as necessary in the long term to develop and motivate employees but is fairly low priority in the current restraint environment. A complete list of the courses planned for fiscal year 84/85 in each category has been attached as Appendix III.

Future Needs

i) Contemplated Basic Training Programs

- a. A group including the Directors of L.M.R.C.C., V.I.R.C.C., P.G.R.C.C. and Lakeside C.C. have commissioned a proposal that would involve the use of assessment centres and a continued monitoring of staff by Staff Development for the first five months of training. This would enhance the initial training and screening effort.

- b. The group reviewing women's programs has recommended that basic training for administrative support staff be developed and made mandatory.
- c. Young Offenders Act: If the Young Offenders Act goes ahead, basic training for staff at new institutions will be required.

ii) Upcoming Initiatives

- a) Integration of Posts: These programs will support women and men in working out how they will work together in institutions.
- b) Programs for Women, Natives and Handicapped: Responses to government initiatives in these areas include career planning, support groups and affirmative manpower planning and training.
- c) Crime Prevention: The Crime Prevention Committee in the Ministry is pushing initiatives in crime prevention. This includes making crime prevention a priority for Correction's staff.
- d) Automation: As word and data processing equipment is put into the field, training is needed in how to operate the

machines, to input and use central systems and develop systems for one's own use.

- e) Changing Management Styles: Demands for information, tighter accountability, reduced resources, et cetera all mean a higher level of personal and management skills will be needed. The Public Service Commission will be pushing management training and Corrections will be required to link into these initiatives.

- f) Support for Change: Regional staff have been doing reorganization studies. Downsizing will have its fall out in changed practices on the community side. This will require more regional staff time both for training and potential continued reorganization.

- g) Increased Support for Human Resources Planning: With reduced opportunities for advancement, as the system is no longer expanding, use of secondments and committees will become more important in providing challenge and learning experiences for staff. As well, data to allow for quicker responses to downsizing or upsizing according to the collective agreement guidelines will make future changes much easier than the current one. Information on our success in social action programs such as integration of posts, employing natives and changing the sex ratio in management will help us to judge the effectiveness of our initiatives in these areas. Finally, a clear enhancement

of strategic and management planning systems will be required.

- h) Increased Linkage to Personnel and Increased Integrated Human Resources Planning in the Ministry: Personnel will continue to carry a huge burden given continuing change in the Ministry of Attorney General and in government generally. As well, the interdependence with other branches is heightened because of reduced access to resources. (Crown must send fewer clients.) It is timely that this integration occurs now.

3. Court Services

Current Needs

This Branch is currently in a state of transition and as a result its training needs are being redefined. The training needs by component areas have been as follows:

- i) Deputy Sheriffs - This has been a ten week course involving seven weeks of central training and three weeks field experience. Training has covered such topics as first aid, criminal law, collision prevention, handgun training, crisis intervention etc. With the elimination of the Sheriff's serving functions, and a subsequent downsizing of the force, modifications to the training program will be required. Until staff turnover's produce enough vacancies, no training programs for Sheriff's will be required.

ii) Court Registrars - A number of programs, lasting from two to five days, are provided, in a variety of topic areas. These include such topics as, Enforcement of Judgments, Supreme Court Rules, Valuation of Assets. As Court Services is compacted and streamlined, additional training will be required to ensure that staff know the new mix of duties and are able to perform them effectively. This includes managerial functions.

iii) Court Clerks - Programs have been provided for Court Clerks (eg. Small Claims) at the basic, intermediate and advanced levels. These courses have concentrated on developing procedural knowledge and skills. This is another area which is in transition as jobs change.

Future Needs

It is not yet clear what the precise needs will be. It is safe to assume, however, that as the Court Services Branch is reorganized in light of restraint, that staff will require training to ensure they are familiar with their new job roles and are able to respond to new procedures designed to increase productivity. In addition, there is a continuous ongoing need to train people in new procedures required by statute (eg. Young Offenders Act) or any substantial change in technology.

Please see Appendix IV for an outline of anticipated training programs required up to 1986.

4. Land Titles

Land Titles is currently in a state of transition. The Branch is about to undergo a major reorganization as a result of both a switch to computerized operations, as well as a deliberate attempt to increase effectiveness and productivity. This will require a substantial amount of training over the next two years. The training needs fall into the following areas.

- i) Technical - As the Branch is computerized, staff must learn both how to use the computer based administrative systems, as well as how to perform the new mix of duties required in a computerized operation.

- ii) Developmental - The new structure will alter the old "growth" classification series in which all staff came in at the O.A.1 level and "grew" to the Clerk 6 level via a series of examinations and on-the-job training experiences. The new classification structure will consist of a Land Title Clerk (O.A. 2), a Land Title Examiner Trainee (Clerk 4), and a fully qualified Land Title Examiner (Clerk 6). One will become an Examiner Trainee by the normal Public Service Commission competition process and, once in the training position, will learn the job by a combination of on the job experiences and use of the training manual. Once the trainee meets articulated competency standards for a Clerk 6, the individual will automatically be promoted to that level. This approach makes the development, monitoring and modification of a training manual

critical, as substantial resources in terms of staff time and contracted expertise from the Justice Institute are required for at least the next year.

- iii) Management - The reorganization will change and broaden management functions. This will require a training program for all management staff to upgrade their skills so that the new structure can meet its potential. Programs will concentrate not only on the technical systems management but also financial and personnel management.

As the new system becomes fully operational, additional training needs will be identified and incorporated into the training program. Please see Appendix V for a full description of the specific training programs required in fiscal year 84/85.

5. Fire Commissioner

Current Needs

The Fire Academy has been one of the prime mechanisms for the Province to upgrade and standardize the skill level of firefighters, both professional and volunteer. There is not as yet any recruit or apprenticeship program and the main focal points of the professional programs are to develop the knowledge and skills of the higher ranks; to provide specialized programs in certain techniques of investigation and control; and to instruct local trainers in instructional techniques. There is also the requirement to continually train volunteer fire

fighters in basic skills and to enable volunteer officers to be more effective trainers and managers. In 1984/85 the Fire Commissioner estimates that two hundred and thirty one courses need to be provided to a total of 6,120 students for a total of 25,750 training days. Please see Appendix VI for a description of these programs.

Future Needs

A number of impending developments affect the need for training of firefighters and fire managers:

- i) Technology Change - Constant upgrading of skills is necessary as new techniques and equipment are developed to prevent, control and extinguish fires. The continual development and industrial application of new materials and chemicals places a continuous demand on firefighters to be able to respond to the threat and incidence of fire.

- ii) Certification of Volunteer Firefighters - There is serious discussion that there should be an optional volunteer firefighter certification program to ensure that they have the knowledge, skills, and physical ability to prevent and control fires. If this is implemented, a standardized training program and examination process will be necessary which will substantially increase the need to provide training. Moreover, some recertification process after a certain period of time is also likely to be required.

- iii) Apprenticeship Program - Plans are being considered to establish an apprenticeship program for all full-time professional firefighters. If this is implemented there will be a need to develop and manage a complex training program and examination process. The impact on both the Justice Institute and the Fire Commissioner will be far reaching.

- iv) Local Assistants to the Fire Commissioner - There are over 600 individuals in this capacity who have a statutory requirement to enforce the Fire Services Act and pursuant regulations. At the current time these Local Assistants are a mix of professional firefighters, volunteers or even R.C.M.P., and the only training they receive is a basic orientation. A more comprehensive level of training is seen as desirable for this group, especially if Regional Districts start to employ individuals in this capacity.

6. Emergency Health Services

Current Needs - The Emergency Health Services Academy provides training programs to four major groups:

- i) Emergency Health Attendant I - This group of approximately 2,400 individuals are part-time ambulance drivers and attendants based primarily in rural communities. They currently receive a 70 hour training program which is provided through distance education. Instructors travel to the field or, in the case of first-aid, the training is done through local resources.

ii) Emergency Medical Attendant II - This group of approximately 544 individuals are full-time employees; the majority (407) work in major urban centres. They are responsible for the first response emergency health services (outside of hospitals) in those communities. Their training program involves a combination of on-the-job training and 240 hours of formal instructions. E.M.A. II's have to be recertified every three years; this involves 40 hours formal instruction.

iii) Emergency Medical Attendant III - This group of approximately 123 full-time employees is broken into two components:

a) Infant Transport Team - These workers are responsible for the movement of seriously ill or injured infants and children. Their training involves a combination of on-the-job training and 240 hours formal instruction over an eighteen month period.

b) Advance Life Support (A.L.S.) (Paramedics) - These workers provide more complex emergency health services required outside of the hospital setting. There are two categories of A.L.S. attendants:

1. A.L.S. I members - Their training involves a combination of on-the-job training and 120 hours formal instruction over a six month period.

2. A.L.S. II members - In addition to the above training, A.L.S. II members receive a further 120 hours of formal instruction. The formal training

is augmented by six months on-the-job training, which includes internship.

E.M.A. III's are required to recertify every three years. It is proposed that the recertification procedure will entail 40 hours of formal instruction similar to the E.M.A. II recertification.

- iv) Professional Health Personnel - Programs are provided to doctors and nurses who work in hospital Emergency Departments, primarily in Cardiac Arrest skills and Cardio-Pulmonary Resuscitation. (Please see Appendix II for courses and student statistics). These programs are provided through the E.H.S. Academy and should not be confused with programs offered through the Community Programs section of the Justice Institute.

Future Needs

- i) Turnover and Growth - The compliment of part-time personnel exhibit an apparently high turnover rate. This rate is difficult to measure due to peculiar dynamics. Real growth of the part-time compliment is limited, but an ongoing requirement exists to train replacements for those who leave the service.

The E.M.A. II component is a stable component with a recent annual turnover of about 2%. The potential of this component for growth is limited.

Among the E.M.A. III's, burn-out is the predominant cause of turnover. Due to their limited number, the turnover rate is proportionally higher.

ii) Recertification - The requirement to recertify every three years presents a continuous need for such programs.

iii) Medical Technology and Techniques - The medical field experiences a high rate of technological and technique changes. Emergency medical personnel must be familiarized with these and tested to ensure they can utilize them.

iv) Upgrading of E.M.A. I's - There is some dissatisfaction with the general level of skills of E.M.A.'s and a belief in the health community that their skills should be upgraded to more closely resemble those of E.M.A. II's. In addition, some of the training currently provided through local resources (e.g. First Aid) is felt to be too expensive.

TABLE 6
SUMMARY OF JUSTICE AND PUBLIC SAFETY, TRAINING REQUIREMENTS

COMPONENT	CURRENT NO. OF EMPLOYEES	CURRENT TRAINING REQUIREMENTS	FUTURE TRAINING REQUIREMENTS
<p>1. POLICE</p>	<p>Municipal Independent - 1,719 Municipal RCMP - 1,827 Prov RCMP - 1,727 Fed. RCMP - 934</p> <p style="text-align: right;">TOTAL 6,207</p>	<p>1. Recruit Training for 12 Municipal Forces: involves five blocks of training of 39 weeks total over one year; an additional 4 weeks is required in each of the second and third year. This provides basic knowledge and skills in law, police procedures, communications, firearms etc.</p> <p>2. Advanced Training: this involves regular upgrading or teaching of new procedures, techniques or legal requirements; this includes not only independent municipal forces but also some RCMP personnel.</p>	<p>1. Expansion due to population growth.</p> <p>2. Changes in law and procedure (eg. Young Offenders Act).</p> <p>3. Changes in technology (eg. Computerization)</p> <p>4. Private Security Industry.</p> <p>5. Possible establishment of a Provincial Police Force or the assumption of training delivery for contracted RCMP.</p>
<p>2. CORRECTIONS</p>	<p>Correctional Officers - 923 Security Officers (Aux) - 277 Probation/Community Officers - 424</p> <p style="text-align: right;"><u>1,624</u></p>	<p>1. Recruit Training: Institutional - involves four blocks of training of 7 weeks in classroom setting, and six months on-the-job training; in fiscal year 84/85 there will have to be four classes for adult institutions and one for juvenile institutions. Provides basic knowledge and skills in procedures, inmate behavior, firearms etc. Community - this program involves 12 weeks classroom training, 8 weeks field experience and six months on the job training; due</p>	<p>1. Changes in law and procedure (eg. Young Offender's Act)</p> <p>2. Changes in technology (eg. automated data system)</p> <p>3. Changes in management responsibilities and styles</p> <p>4. Changes due to reorganization based on downsizing.</p>

TABLE
SUMMARY OF JUSTICE AND PUBLIC SAFETY, TRAINING REQUIREMENTS

COMPONENT	CURRENT NO. OF EMPLOYEES	CURRENT TRAINING REQUIREMENTS	FUTURE TRAINING REQUIREMENTS
		<p>to downsizing there will not be any courses in fiscal 84/85 but will be required in fiscal 85/86.</p> <p>2. Advanced Training: this involves regular upgrading for such things as firearms or first aid and the teaching of new procedures, techniques that are essential to the job performance. (eg. Young Offenders Act, Family Violence, Expert Witness).</p>	
3. COURT SERVICES	<p>Sheriffs - 338 Court Clerks - 214 Court Recorders - 76 Court Reporters - 128</p> <p style="text-align: right;">TOTAL 756</p>	<p>1. Deputy Sheriffs - normally a 10 week course involving seven weeks of classroom training and three weeks field experience; provides basic knowledge and skills of law, sheriff procedures, first aid, handgun training etc; due to downsizing of sheriffs it is not clear what training needs will be in fiscal year 84/85.</p> <p>2. Court Registrars - involves a number of specialized program, lasting from 2 - 5 days, on essential knowledge and skills areas - eg. Supreme Court Rules, Enforcement of Judgements, Young Offenders Act.</p> <p>3. Court Clerks - involves a comprehensive training programs, primarily on-the-job, into basic procedures; advanced programs are</p>	<p>1. Changes in law and administrative procedure (eg. Young Offenders Act)</p> <p>2. Changes in technology (eg. data systems)</p> <p>3. Changes in management responsibilities.</p> <p>4. Changes in job functions due to downsizing and reorganization.</p>

TAE 5
SUMMARY OF JUSTICE AND PUBLIC ETY, TRAINING REQUIREMENTS

COMPONENT	CURRENT NO. OF EMPLOYEES	CURRENT TRAINING REQUIREMENTS	FUTURE TRAINING REQUIREMENTS
		provided as required (eg. Young Offenders Act)	
4. LAND TITLES	all personnel - 291	1. This Branch is in a state of transition due to a switch over from a manual to an automated system. The primary need, will be technical, developmental and management. (Note: Land Titles, has a unique classification and promotion system which involves continuous training and examination.)	1. ongoing modifications to automated system. 2. ongoing developmental training within classification grid.
5. FIRE	Paid Professional - 3,054 Volunteer - 5,000 Industrial - 300 TOTAL 8,354	1. Professional - main emphasis is on developing knowledge and skill of the high ranks so they can be more effective leaders; instruction of local trainers in instructional techniques; provide programs in state of the art technology and techniques (this is especially relevant in areas such as hazardous materials). 2. Volunteer - these programs ensure that volunteer firefighters have the necessary basic skills to be effective in the suppression of fire. 3. Local Assistants to the Fire Commissioner - these individuals (over 600) are responsible for enforcing the Fire Services Act and pursuant regulations; they receive a basic orientation program at present, but more advanced training is required.	1. Changes due to technology and firefighting methods. 2. Certification of volunteer firefighters. 3. Apprenticeship program for professional firefighters.

TABLE 6
SUMMARY OF JUSTICE AND PUBLIC SAFETY, TRAINING REQUIREMENTS

COMPONENT	CURRENT NO. OF EMPLOYEES	CURRENT TRAINING REQUIREMENTS	FUTURE TRAINING REQUIREMENTS												
6. EMERGENCY HEALTH SERVICES	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 60%;">E.M.A. I</td> <td style="width: 10%; text-align: center;">-</td> <td style="width: 30%; text-align: right;">2,200</td> </tr> <tr> <td>E.M.A. II</td> <td style="text-align: center;">-</td> <td style="text-align: right;">544</td> </tr> <tr> <td>E.M.A. III</td> <td style="text-align: center;">-</td> <td style="text-align: right; border-bottom: 1px solid black;">123</td> </tr> <tr> <td>TOTAL</td> <td></td> <td style="text-align: right;">3,067</td> </tr> </table>	E.M.A. I	-	2,200	E.M.A. II	-	544	E.M.A. III	-	123	TOTAL		3,067	<ol style="list-style-type: none"> 1. E.M.A. I - 70 hours of basic instruction in driving, transporting, first aid, etc. (these are part-time rural attendants). 2. E.M.A. II - these are full-time attendants and receive an extensive training program involving 240 hours of formal instruction in basic skills and procedures; They must be recertified every 3 years (40 hours). 3. E.M.A. III - this category of full-time advanced workers includes both Infant Transport Teams and Advanced Life Support (Paramedics); this involves 240 and 120 hours (with an additional 120 hours for A.L.S. II's) formal instruction respectively; recertification must be done every 3 years and is proposed to include 40 hours formal instruction. 4. Professional Health Workers - Doctors and nurses who work in hospital emergency departments receive training in cardiac arrest and cardio-pulmonary resuscitation techniques. 	<ol style="list-style-type: none"> 1. Upgrading of E.M.A. I's to a higher level of competency. 2. Changes due to medical technology and techniques. 3. Routine upgrading and recertification.
E.M.A. I	-	2,200													
E.M.A. II	-	544													
E.M.A. III	-	123													
TOTAL		3,067													

CHAPTER 5. STAFF TRAINING AND DEVELOPMENT - MEETING THE NEEDS

1. The Staff Training Process

When one examines the multiplicity of training needs outlined in the previous section, the one thing that becomes obvious is that there is no one single mode of delivery which can meet all the needs. What all these programs have in common, however, is that they are identified, developed, delivered and evaluated using a similar process. The Ministry of Attorney General has defined these processes in terms of functions which are common to all Branches. This process model can be charted as follows:

Functional Model of Staff Training

<u>Function</u>	<u>Responsibility</u>
- Identification of job requirements in terms of specific tasks and functions performed by employees	Ministry of Attorney General Branches (including Personnel)
- Evaluation of employee skills and determination of entry standards	Ministry of Attorney General Branches (including Personnel)
- Articulation of training needs as specific functional goals and objectives	Ministry of Attorney General Branches in consultation with delivery organization
- Identification of significant parameters, e.g. resources available, time, operational limitations, educational limitations, etc.	Ministry of Attorney General Branches with Involvement of Personnel, Senior Training Committee

Function

Responsibility

- Selection and prioritization of needs to be met within current planning cycle
Ministry of Attorney General Branches (consultation with delivery organization may be required)
- Transmission of expected outcomes (knowledge, performance, etc.) to program development and delivery organization
Ministry of Attorney General Branches
- Learning objectives and design of program curriculum
Delivery organization in consultation with Ministry of Attorney General Branches
- Review and approval of learning objectives and curriculum by Ministry of Attorney General
Ministry of Attorney General Branches
- Preparation of program for delivery (this includes such functions as scheduling, securing of physical and human resources, co-ordination of instructors, preparation of materials
Delivery organization
- Selection of participants
Ministry of Attorney General
- Program delivery
Delivery Organization
- Evaluation of program
 - i) client satisfaction
Delivery Organization
Ministry of Attorney General Branches
 - ii) impact on job performance
Ministry of Attorney General Branches
(with assistance from Personnel)
- modification of program design or delivery based on evaluation results
Delivery organization in consultation with Ministry of Attorney General

The functions outlined in this model have to be performed irrespective of whatever structures the Ministry used to actually provide the required training positions.

It should be noted that training programs can be developed in more than one delivery format so that there is a choice as to whether to train centrally, at a distance, on-the-job, or through independent study.

2. Alternative Models for Delivery of Staff Training

This section outlines five generic models of delivery for justice and public safety training and education programs and analyzes them from the perspective of their inherent advantages or disadvantages in a number of significant categories. The four models are:

- I) Justice and Public Safety Education/Training Component as part of a Non-Specialized Community College or Provincial Institute
- II) Specialized Public Institution for Justice and Public Safety Education/Training (i.e. a Justice Institute)
- III) Ministry of Attorney General Justice and Public Safety Training Centre
- IV) Dispersal of Justice and Public Safety Training Functions Amongst Branches of Relevant Ministries

Each model has been briefly described and then analyzed from a number of perspectives in terms of the advantages and disadvantages of that model to a particular factor. The current Justice Institute model has been used as the base for comparison. The factors studied are:

1. Cost -
 - i) facilities
 - ii) core administrative services
 - iii) number of staff
 - iv) salaries and benefits
 - v) support services (library, media, curriculum development)
 - vi) travel and accommodation
 - vii) miscellaneous

2. Program and Quality Issues

3. Control

4. Identity

MODEL I

Establish Justice and Public Safety Training as a component of the regular programming of a single non-specialized Provincial Institute or Community College.

1. Description

Justice and public safety training/education programs would form a program department integrated into the regular structure of the institution on the same basis as any other program. There would be a department head (or perhaps divisional head), and program managers for each of the Academy areas. All managers would likely be institution employees, but instructors may or may not be (i.e. they may be seconded).

2. Cost

a) **Facilities**

Advantages - maximizes use of existing facilities.

Disadvantages - some cost for adapting facilities to ensure security of dangerous equipment or sensitive materials.

b) **Core Administration Services**

Advantages - no separate structure required for accounting,

financial, stores or maintenance services; therefore likely to be some cost reductions due to economies of scale.

Disadvantages - may be increased costs as Institution would have to meet reporting system needs of a variety of clients.

c) **No. of Staff**

Advantages - central administration staff (i.e. Bursar) working solely for justice and public safety programs would be less.

Disadvantages - more program staff would be required because teaching loads, holiday time and preparation time are different.

d) **Salaries and Benefits**

Advantages - none.

Disadvantages - if negotiated agreements and faculty scale applied to staff costs would increase significantly as salaries and benefits are higher (i.e. 10 month year as opposed to 11 month year).

e) **Support Service (Library/Media, Curriculum Development)**

Advantages - potential for reduction of costs due to economies of scale; not likely to be significant as specialists will still be needed.

Disadvantages

- segregated space for certain library and audio-visual resources required.
- less control over what services will cost.

f) Travel/Accommodation

Advantages - if on site residence with meal service, meal costs will decrease substantially.

Disadvantages

- if on site more than 20 minutes from Vanouever City Hall travel costs (time and expense) will increase.
- if on site residence accommodation costs will increase.

g) Miscellaneous

Advantage - revenue can be generated through programs for community and public in justice/public safety area but not to same extent as a specialized institution.

3. Program/Quality Issues

Program requirements are the same irrespective of what models are used. There are some potential advantages and disadvantages to each model in this area however.

Advantages

- cross-fertilization between instructors from different different disciplines.
- availability of expertise outside of functional justice/public safety area, i.e. management, communications, human relations.

Disadvantages

- loss of focus on specific job related functions; more academic.
- loss of specific emphasis on justice and public safety training and education.
- likelihood of less credibility with justice and public safety employees.
- senior institutional staff not likely to have experience, contacts or sensitivity to justice and public safety issues and personnel.

4. Control

Advantages - none apparent.

Disadvantages

- client Ministries less likely to have control as their programs form only a small part of overall programs of the institution.
- have to deal with large institutional bureaucracy.
- less control over the cost and type of services.
- potential for role and organizational conflict with clients.

5. Identity

a) **Institutional**

Advantages - none apparent.

Disadvantages

- loss of unique identity, ie the Justice Institute concept.
- loss of segregated facilities.
- loss of collective identity of justice and public safety components.

b) **Professional**

Advantages - may be increased prestige due to being part of faculty or student body of a large College or Institute.

Disadvantages

- likely loss of identification with justice and public safety system collectively and with component.

- emphasis of acculturation within component group would be reduced.

Note: A variation of this model would be to split the program components amongst two or more Institutions. This would generally increase the costs through duplication of structures and reduce the opportunity for focussed, co-ordinated and integrated training in the justice and public safety system. These tendencies will increase with the number of Institutions involved.

MODEL II

Specialized Public Institution for Justice and Public Safety Training and Education (i.e. a Justice Institute). This is the model currently being used.

1. Description

Major justice and public safety training and education programs would be contracted to an educational institution whose mandate was solely in that field. It would be chartered under the "Colleges and Provincial Institutes Act" with an appointed Board. (See Chapter 3 for a complete organizational description.) It would normally report to the Minister of Education but there is no statutory impediment to reporting relationship being to another Minister.

2. Cost

- a) **Facilities** (This discussion assumes that the current site would continue to be utilized. Please see Chapter 8 for the implication of maintaining a Justice Institute but changing the site.)

Advantages - no additional costs required to maintain current program.

Disadvantage - potential value of land is high.

b) Core Administration Services

Advantages

- all systems for client groups are in place.
- small non-bureaucratic structure.

Disadvantages

- relatively small size of institution may not produce the same economies of scale as might be experienced as part of a larger institution.

c) Number of Staff

Advantages

- program staff work an 11 month year.
- no increase in staff required.

Disadvantages

- small size of institution still requires senior administrative staff.
- salaries would be lower than in a larger educational institution.

d) **Salaries and Benefits**

Advantages

- Fair Comparison Method ensures benchmarks from Public Service and operational agencies are utilized as part of the formula for establishing salaries.
- salary flexibility can attract high quality staff.
- salaries are lower than they would be in a larger educational institute.

Disadvantages

- continued internal inequity amongst instructors from different Academies (because of secondment).
- some salaries are higher than they would be if the staff were public servants.

e) **Support Services (Media/Library, Curriculum Development)**

Advantages

- systems already in place.
- specialized curriculum development staff available.

Disadvantages -

- Equipment usage less than maximum.

f) **Travel and Accommodation**

Advantages

- close proximity to major users.
- close to reasonable cost accommodation (i.e. Y.M.C.A.).

Disadvantages

- no saving in meal per diems.
- substantial distance from burn site and firing range.

g) **Miscellaneous**

Advantage - substantial revenue can be raised through programs to community agencies and the public which offset infrastructure and Academy costs.

3. **Program/Quality Issues**

Advantages

- total focus on justice and public safety training and education.
- specialized curriculum development staff available.

- continuation of high quality programming.
- continued ability to meet training/education needs in justice and public safety of community agencies and the public with high quality specialized programs.

Disadvantages

- not the same range of specialists with skills outside of the justice/public safety area available.

4. Control

Advantages

- high degree of control through contract mechanism and close Branch-Academy relationships.

Disadvantages

- potential for role or organizational conflict with client groups.

5. Identity

a) Institutional

Advantages

- maintenance of unique identity of justice and public safety training.
- sense of ownership and pride in overall facility by client groups.

Disadvantage

- none apparent.

b) **Professional**

Advantages

- high identification with justice and public safety system as a whole and also with individual component.

- credibility of being part of a specialized higher educational institution.

MODEL III

A specialized Justice and Public Safety Training Centre which is a Branch of Government.

1. Description

The major portion of justice and public safety training would be provided directly by the Attorney General's Ministry (in co-operation with other client Ministries such as Health), still utilizing a centralized structure. All staff would be public servants or secondees from non-Provincial Government operational units. There would be a senior administrator of such a Training Centre who would be part of the Ministry's structure. There would continue to be semi-independent Academies utilizing common facilities, equipment and support services such as library/media and program development. There would not likely be any mandate to provide programs for community organization and the public on justice and public safety topics, as this facility would not be a public educational institution.

2. Cost

a) **Facilities**

Advantages

- same amount of space is needed as with any other model although it could be at a different site and in existing Government owned buildings.

Disadvantages

- reconstruction costs likely if move was made.

b) Core Administration Services

Advantages

- standardization of administrative systems with rest of Government; this has limited cost impact.
- probably lesser number of senior staff.

Disadvantages

- less flexibility in systems and procedures used.

c) Salaries and Benefits

Advantages

- senior salaries likely to be lower but not a substantial total dollar savings.

Disadvantages

- none apparent.

d) Support Services (Media/Library, Curriculum Development)

Advantages

- none apparent.

Disadvantages

- may have to contract out certain services at higher cost because they can't be obtained internally due to staff restrictions or salaries.

e) **Number of Staff**

Advantages

- potential for savings if there was integration of duties of training managers with the overall human resource development functions of the Ministry or Branch.
- reduced number of staff because no community education mandate.

Disadvantages

- substantially increases the number of public servants (F.T.E.s).

f) **Travel and Accommodation**

Advantages

- none apparent (depends on location).

Disadvantages

- none apparent (depends on location).

g) **Miscellaneous**

Disadvantages

- no opportunity for generating income through programs to community.

3. **Program/Quality Issues**

Advantages

- integrating with government structure likely to increase

awareness of needs and priorities for Corrections, Courts, Land Titles, Emergency Health.

- highly focused on functional training.

Disadvantages

- greater distance from employees of non-Provincial Government agencies (police, fire).
- broader education perspective and techniques may be lost.
- training staff may be given responsibilities outside of the training area.
- opportunity for development of educational/instructional skills more limited.
- loss of opportunity to provide specialized programs to the community organizations and the public in justice and public safety.
- lower salary structure might make it difficult to compete with educational community for high quality staff.

4. Control

Advantages

- direct control through reporting relationships.

Disadvantages

- individual Branch interests and perspectives could create

conflict and weaken overall operation.

- no public Board to input and support interest of the overall operation at the political level.

- Municipal clients likely to feel that they have less input.

5. Identity

a) Institutional

Advantages

- none apparent.

Disadvantages

- no separate identity from Government.
- no independent credibility.

b) Professional

Advantages

- Ministry employees would identify strongly with their operational units.

Disadvantages

- non-Provincial Government employees (police, fire) would not have as strong a professional identification as with model II.
- instructors not likely to identify themselves as educators.

MODEL IV

Dispersal of Justice and Public Safety Training functions amongst Branches of Ministries involved.

1. Description

Each Branch would be responsible for establishing its own structure for developing and delivering the training programs required by their employees. Police Services and the Fire Commissioner would provide training for municipal police and firefighters respectively. There would be no mandate to provide programs to the community.

2. Cost

a) **Facilities**

Advantages

- Jericho Hill property could be disposed of and existing vacant Government owned space could be used.

Disadvantages

- certain to be duplication of facilities; there would be no economies of scale.

b) **Core Administration Services**

Advantages

- utilizes existing Branch or Ministry administrative services.

Disadvantages

- duplication of functions between each Branch.

c) **Support Services (Library/Media, Curriculum Development)**

Advantages

- none apparent.

Disadvantages

- expensive duplication of resources and equipment required.
- greater need to contract expensive services such as Curriculum Development.

d) **Number of Staff**

Advantages

- fewer staff because of loss of community education mandate.

Disadvantages

- increases the number of public servants (F.T.E.s)
- existence of totally autonomous training structures likely to increase total number of staff or contractees.

e) **Salaries and Benefits**

Advantages

- slight reduction because salary levels of management staff would be lower.

Disadvantages

- none apparent.

f) **Travel and Accommodation**

Advantages

- may be some savings in travel expenses and time for some components depending on location.

Disadvantages

- accommodation costs would probably increase because of location and loss of group size rates.
- costs would increase if training structures were established in Victoria.

g) **Miscellaneous**

Disadvantages

- no opportunity to generate income through community programs.

3. **Program/Quality Issues**

Advantages

- highly focused functional content.

Disadvantages

- minimal cross component content or cross fertilization for instructors and students.

- narrow focus on component area with no wider perspective.
- likely to be over oriented towards functional training with a decreased emphasis on broader perspectives.
- training staff may be given additional duties within their Branch which do not relate to training.
- opportunity for development of educational/instructional skills more limited.
- loss of opportunity to provide specialized justice and public safety programs to community organizations and public.

4. Control

Advantages

- direct line control by each Branch.

Disadvantages

- no overall Ministry perspective.
- no public Board to provide input and support of concept of co-ordinated and integrated justice and public safety training.

5. Identity

a) **Institutional**

Advantages

- not applicable.

Disadvantages

- there would be no justice and public safety institution.

b) **Professional**

Advantages

- high degree of identification with operational unit or component.

Disadvantages

- loss of identification with justice and public safety system as an entity.
- instructors not likely to identify with educational community.

3. Resource Implications of the Alternate Delivery Models

The key issue in the consideration of the resources allocated to training is the cost effectiveness. Simply put, government wants the most effective training programs for the least cost. This means trying to define a minimum acceptable standard of effectiveness and looking at how this can be provided at the most reasonable cost so that immediate and future training needs can be met. The Ministry has recognized that the issue of quality is a complex one which involves many components. Quality consists of much more than a knowledgeable and skilled trainer - it also includes the functions of program development, the morale of the students and instructors, the type of facilities available, the overall management of the training structure etc. The complexity of the quality issue makes it extremely difficult to define. There appears to be a 'critical mass' below which the ability to provide effective programs on both an immediate and future need basis is lost. The challenge is to discover what level of resources preserve this 'critical mass' and to fund to that level; the danger is that this is essentially a trial and error process, and the cost of error can be catastrophic.

This all suggests, then, the use of carefully considered and studied actions with respect to funding, as opposed to radical actions which have not been carefully thought out and evaluated.

In its previous studies the Ministry recognized that what it purchases from the Justice Institute is not simply training programs

or a facility, but a complete structure to develop, deliver and evaluate training programs for the justice and public safety system as a whole. The costs to Government reflect this fact.

Thus the decision to reduce costs must involve a conscious decision of whether or not to have such a structure and to accept the possible consequences of not having it. These include not only organizational issues of training effectiveness and program availability, but also political issues related to the degree of protection and safety British Columbians can expect through their justice and public safety system.

On a generic basis it is impossible to say that one particular model is inherently more cost effective than another. Indeed, it is not even possible to really compare models II and IV with models I and III, as in the former two there is no structure to co-ordinate and integrate the training programs for the justice and public safety system as a whole. Since the Ministry of Attorney General still considers the components of central co-ordination and integration to be essential, then models II and IV are inadequate and have been rejected as feasible options.

When models I and III are compared from the perspective of cost effectiveness there is nothing to suggest that model III would end up providing an equal standard of training at a lesser cost. Moreover, a move to establish a Ministry run Training Centre or a Public Service Staff College would run counter to the current government policy of reducing the size of the public service. All the analysis indicates that there is no

particular advantage in terms of cost or effectiveness to shutting down the Justice Institute and establishing a Ministry run Justice Training Centre.

When taken in the context of the Ministry's objectives and policy for staff training and development, models I and IV were clearly unacceptable. When models II and III are compared the basic conclusion is that model II offers the best opportunity for the construction of high quality programs at a reasonable cost. In using this model the Ministry has the degree of control and accountability it requires. While there is some loss of direct administrative control and some increased costs (primarily administrative) in opting to use model II, the overall advantages seem to significantly outweigh the drawbacks. In the area of cost-effectiveness, which is a critical consideration in the current environment, there was no evidence to suggest that this model is inherently less cost-effective than any other one. Cost effectiveness seems far more a product of management planning and control than it is of structure.

CHAPTER SIX: IMPLICATIONS OF THE TRANSFER OF THE JUSTICE INSTITUTE FROM THE MINISTRY OF EDUCATION TO THE MINISTRY OF ATTORNEY GENERAL

1. Status and Administrative Changes

Since there is nothing in the 'College and Institute Act' which designates the Minister responsible as the Minister of Education, all sections of the Act apply to the Justice Institute in exactly the same way as they did prior to the transfer. All powers previously exercised by the Minister of Education will now be exercised by the Attorney General. Of particular importance is the fact that the Justice Institute is still subject to the 'Educational Institution Capital Finance Act.'

The primary difference resulting from the transfer is that the Justice Institute is no longer subject to the regulations and policies of the Ministry of Education. It is assumed, however, that all previous requirements to report, plan, budget, account and evaluate will continue as before, although some format changes are likely to be required. The Ministry of Education will be asked to provide the Ministry of Attorney General with a complete description of the management and administration functions the Justice Institute performed for the Ministry of Education and vice versa.

The fact that the Justice Institute will no longer be accountable to the Ministry of Education eliminates one complete reporting system. Previously the Institute had to conform to the systems of not only Education, but also Attorney General and Health. However, the Ministry of Attorney General will have to determine a reporting and accounting format to replace the PACS program of Education.

It is hoped that the transfer will not preclude the Principal from still being able to sit as a member of the Council of Principals, which is a group composed of all Principles of Community Colleges and Provincial Institutes.

2. Interface Mechanisms with the Ministry of Attorney General

There is a need for two distinct types of interface mechanisms, especially now that the Justice Institute will report to the Attorney General rather than the Minister of Education. The first is a policy interface and the second an operations/administrative one. At the policy level there needs to be contact between the Minister and Deputy Minister and the Board and Principal. At the policy level the Ministry formed some time ago a Senior Training Committee composed of senior managers from all the Branches heavily involved in staff training (plus Personnel). This Committee meets regularly with the Principal and Division Managers of the Institute to discuss any relevant issues and resolve problems.

The Justice Institute and the Ministry of Attorney General have always had a very close operational/administration relationship at the Academy - Branch level. The Director of each Academy is in continuous contact with his counterpart in the client Ministries or commissions to plan, review and problem solve.

Since the Ministry is now responsible for funding the infrastructure of the Institute there will have to be defined policies and procedures re planning, budgeting and management information for that component. It would probably be appropriate to have the

Principal be present for a portion of every meeting of the Training Committee to discuss Institute affairs. Periodic meetings should also continue between this Committee and the other Senior Managers of the Institute. It is assumed that Academy - Branch liaison will continue to be as strong and co-operative as in the past.

It is important that the reporting, planning and accountability functions of the Institute with respect to the Ministry be clearly articulated, appropriate procedures defined, and individual responsibilities identified. This should be done as soon as possible.

3. The Role of the Ministry of Health

Since the Ministry of Attorney General is no longer only a client of the Institute but also its proprietor, mechanisms need to be established to ensure that the interests of the Ministry of Health are not, and are not seen to be, subordinated to those of the Ministry of Attorney General.

The Ministry of Attorney General firmly believes that the presence of Emergency Health Services is a necessary component to the Justice Institute. It means that all major components of the justice and public safety system are trained in the same facility, which gives the whole system increased credibility, and maximizes the opportunity for co-ordinating and integrating training and contact.

Accordingly, the Ministry of Attorney General will ensure that the relationship between the Ministry of Health and the Emergency Health Services Academy is not affected by any policies of the Attorney General's Ministry without full agreement from Health. It is also understood that all infrastructure costs will be paid for by the Ministry of Attorney General and no incremental costs for that infrastructure will be passed on to the Ministry of Health, as long as the Ministry of Attorney General is responsible for the Justice Institute.

In order to ensure a close working relationship between the two Ministries re the Institute, it is recommended that the Senior Training Committee become an interministerial committee composed of the senior managers responsible for training in each Ministry. This committee would meet regularly to discuss and co-ordinate the relationship with the Institute as a whole. It is expected that the Principal of the Institute would be present for part of these meetings along with other Institute Managers if required.

4. The Community Education Mandate

The transfer of the Institute requires that the role and activities of the Community Programs division, from the policy perspective of the Ministry, be examined.

The training Academies provide programs almost exclusively for the employees of a particular component of the Justice and Public Safety system. The Academies, because their programs and resources

are planned and scheduled a year in advance, have less flexibility or opportunity to operate outside of that training plan.

Community Programs therefore plays an extremely important role. In a sense, the term 'community' is somewhat misleading, and belies the specialized nature of the programs provided and the actual types of people at whom they are directed. It must be remembered that there are many private and community based agencies, with a substantial number of paid professional staff and volunteers, who work directly or indirectly in the Justice and Public Safety System. The statutory agencies which fund or contract these nongovernment agencies have a strong interest in ensuring that these individuals improve their knowledge and skills and are competent to provide the desired services. The ability of Community Programs to identify and respond to these needs quickly has enabled their needs to be met. These programs are far more sophisticated than general continuing education programs, and the presence of the Academies and the widespread contact with all the major structures and actors of the justice and public safety community, ensures that the best resource people and most up-to-date content is provided. This extremely high-quality and specialized product simply is not likely to be provided through other public institutions.

There are also public employees who wish to develop their knowledge and skills in a particular area on a self initiated basis. While this may not be a priority for a particular training Academy, there may well be enough people interested to provide a short-term, program on an as needed basis. These types of courses

almost always extend beyond one single component of the justice and public safety system and therefore provides an opportunity to have cross-system programs. This is desirable not only because it decreases the likelihood of isolated, duplicative programs, but because it increases the contact of individuals from different components and jurisdictions.

These individuals often take these programs, on their own time or at their own expense and thus contribute to their development as effective workers.

In addition to serving professionals and volunteers who are active in the justice and public safety field, Community Programs also provides some programs to the public-at-large. These include such topics as Crime Prevention, Fire Safety and Heart Savers. Providing these types of programs not only reduces the need and demand for costly justice and public safety services, but also increases the knowledge and confidence of the public in the justice and public safety system. Almost all these programs involved a tuition fee which not only paid for instructional costs, but also generated cost-recoveries to the Academies which subsidized their overall costs.

Unlike the Academies, Community Programs has no instructors, only program co-ordination and development staff. Once a program need is identified, the resource persons can be obtained who are the most suitable. The number and type of programs are therefore not restricted by set schedules and availability or expertise of

existing instructional staff. It should be noted, however, that any requests for programs which seem to fit in with the area of expertise of an Academy and its staff, are done in co-operation with that Academy. Any costs to the Academy are reimbursed by Community Programs.

Indeed, one of the most significant aspects of Community Programs is that the programs generate significant revenues which offset the overall costs substantially. The following chart provides a summary of this income and its proportion of Community Programs budget:

<u>YEAR</u>	<u>EXPENDITURES</u>	<u>COST-RECOVERIES</u>	<u>% OF BUDGET RECOVERED</u>
81/82	179,968	76,349	43.1
82/83	278,411	124,501	44.7
83/84	300,000	120,000	40.0

With the cuts made under the restraint program one of the Program Co-ordinators has been placed on contract and has to recover her salary from the income generated by marketing and organizing programs.

There is little doubt that the programming role of the Community Programs division is vital and should continue. However, the actual programs provided do need to be reviewed to ensure that they are appropriate to the Justice Institute as opposed to other educational institutions. The determining factor in what makes a program appropriate is if it is generated by the policies and

priorities of the client Ministries (Attorney General and Health) and flow logically from the existing and planned services and programs of those bodies. There also needs to be every effort made to involve the training Academies in the planning and delivery of these programs whenever possible. It may be that there are some courses which the Academies could co-ordinate and deliver themselves.

There also needs to be an area of the Ministry that has the same sort of liaison and co-ordinating role with Community Programs as exists between other Branches and their corresponding Academies. Since Special Projects Division has the most extensive contact with the community on a cross Branch basis, and a general mandate to co-ordinate cross Branch programs, it is probably the most appropriate unit to assign this responsibility to. It also has the other advantage of not having any other formal training (ie Academy) interest in the Justice Institute. The overall policies and plans of Community Programs would be regularly reviewed by the Ministry's Senior Training Committee (which would include a representative from the Ministry of Health). The Director, Special Projects Division, would, in fact, be liaising with Community Programs and monitoring its activities on behalf of the Training Committee and reporting to it.

**CHAPTER 7: STAFF TRAINING AND THE JUSTICE INSTITUTE -
IMPROVING THE COST EFFECTIVENESS**

Introduction

The current emphasis on restraint and downsizing has made the issue of cost-effectiveness more critical than ever. The primary management objective, for both the funders and the Institute, is to ensure the capability of the overall structure to respond to current and near future training needs, (preserving the critical-mass), at an appropriate standard, for a reduced amount of money. This section will look at the restraint measures already implemented and will then present and analyze a number of issues that have been identified as areas for potential cost savings.

I. The Justice Institute - Implementing the Restraint Program

Over the past two years there has been a concerted effort to control and reduce the overall costs of training at the Institute. The client Branches have reviewed and redefined their training needs with the result that fewer programs were offered. Funding levels were reduced and the entire Institute was made more cost efficient. The following charts summarize the reductions over the past three years:

TABLE 8
SUMMARY OF CHANGES IN OPERATING REVENUE (note 1)

<u>Division</u>	<u>1980/81</u>	<u>1981/82</u>	<u>%±</u>	<u>1982/83</u>	<u>%±</u>	<u>1983/84</u>	<u>%± *</u>
Police	\$1,400,123	\$1,718,571	(+22.7)	\$1,623,780	(-5.5)	\$1,283,337	(-21)
Corrections	\$ 859,770	\$1,337,704	(+55.6)	\$ 815,754	(-39)	\$ 773,096	(-5.2)
Courts	\$ 268,751	\$ 308,075	(+15)	\$ 374,764	(+21.6)	\$ 342,797	(-8.5)
Fire	\$ 333,299	\$ 442,002	(+32.6)	\$ 484,133	(+9.5)	\$ 534,134	(+10.3)
Coroners	-	\$ 618		\$ 667		-	
Land Titles	\$ 158,232			\$ 107,028		\$ 9,123	
Emergency Health (2)	\$1,423,903	\$1,343,534	(-5.6)	\$1,548,953	(+15.3)	\$ 810,000	(-47.7)
Conservation Officers	-	\$ 5,161		-		-	
Weighmasters	-	\$ 5,962		\$ 24,063	(+300)	\$ 11,619	(-51.7)
Ministry of Education	\$1,308,000	\$1,826,230	(+39.6)	\$2,197,200	(+20.3)	\$2,126,430	(-3.3)
Tuition (from community program users)	\$ 57,313	\$ 160,670	(+180)	\$ 376,816	(+135)	\$ 300,000	(-20.4)
	<u>\$5,809,391</u>	<u>\$7,148,527</u>	<u>(+23)</u>	<u>\$7,553,158</u>	<u>(+5.7)</u>	<u>\$6,190,536</u>	<u>(-18)</u>
* projected							

Notes:

(1) The figures above include payments for salaries of seconded instructors from the Provincial Public Service (\$1981/82 - \$654,772; 1982/83 - \$519,236; 1983/84 not available).

(2) These figures include Medical Support Package allocations of \$10,336; \$173,783; \$110,000 for the years 81/82; 82/83; 83/84 respectively. These monies are administered by the Institute on behalf of E.H.S. but are totally unrelated to any training function.

TABLE 9
SUMMARY OF CHANGES IN EXPENDITURE

<u>DIVISION</u>	<u>81/82</u>	<u>82/83</u>	<u>%+-</u>	<u>83/84</u>	<u>%+-</u>
JUSTICE PROGRAMS					
- Corrections	836,331	741,441	(-11.3)	633,968	(-14.5)
- Courts	314,436	366,769	(+16.6)	235,948	(-35.7)
- Land Titles	57,484	111,523	(+94)	7,000	(-93.3)
POLICE	1,733,181	1,459,726	(-14.3)	1,215,000	(-11.8)
FIRE	442,003	416,427	(-5.3)	450,000	(+8.1)
EMERGENCY HEALTH	1,302,047	1,258,582	(-3.3)	1,007,159	(-20)
EDUCATIONAL SERVICES	383,000	604,000	(+57.8)	574,950	(-4.8)
FACILITIES SERVICES	447,000	432,000		485,000	(+12.3)
LIBRARY/MEDIA/ PRINT	344,000	400,000		465,800	(+16.5)
ADMINISTRATION	666,000	681,000		609,100	(-11.6)
TOTAL	<u>6,525,482</u>	<u>6,471,468</u>	<u>(-0.8)</u>	<u>5,683,925</u>	<u>(-12.2)</u>

TABLE 10

JUSTICE INSTITUTE OF BRITISH COLUMBIA

STAFFING COMPLEMENT IN F.T.E.'S COMPRISING
BOTH JUSTICE INSTITUTE EMPLOYEES AND SECONDEES

<u>Division</u>	<u>1982/83</u>	<u>1983/84</u>	<u>1984/85</u>	<u>% Change 82/83-84/85</u>
Police	29.0	23.0	19.1	- 34%
Corrections	18.0	14.0	14.5	- 20%
Courts	7.0	5.5	4.5	- 36%
Fire Services	6.5	8.0	6.0	- 8%
Emergency Health Services	21.0	22.5	14.5	- 31%
Educational Services	20.0	22.0	15.0	- 25%
Finance & Admin.	14.0	11.6	9.5	- 32%
TOTALS	<u>116.5</u>	<u>106.6</u>	<u>83.1</u>	<u>- 29%</u> overall

These reductions in F.T.E.'s are in conformity with government regulations and the specific direction of the Deputy Minister of Finance in his memo of January 17, 1984.

The above funding and staff reductions clearly indicate that there have been significant cutbacks to the Justice Institute. Further substantial cuts are simply not possible without making major policy revisions with respect to programs, structure, mandate, facilities, or new sources of funding outside the Provincial Government. It needs to be noted once again that the Ministry believes that a Justice Institute model is the best way to provide long-term coordinated, integrated and effective training for justice and public safety system employees at the lowest cost.

II. Potential Areas for Cost Reduction

There are a number of issues that have been identified as possible areas for reducing costs or increasing revenues from non-Provincial Government sources. The specific issues that are analyzed below are: organizational changes; salaries; student support costs; facilities and relocation.

In all these issues it must be emphasized that the Ministry cannot recommend taking actions which might save a limited amount of money in the short-run, but which would impair the continuous ability of the training structure to meet the immediate and anticipated future training needs of the justice and public safety agencies. The consequences of having employees in this sector unable to function at a minimum level of competence are simply too great in human, financial and political terms to take the risk of not ensuring that justice and public safety staff can perform effectively.

1. Organizational Changes

The current organizational structure of the Institute has been analyzed to determine if there are any major changes which could be made which would reduce costs without significantly affecting the quality of the training programs. See Appendix VIII for the Organizational Charts of the Institute by Divisions. The following discussion deals with a number of aspects of the Institute's organization:

- (i) Overall Structure - When the overall structure of the Justice Institute is analyzed one is immediately struck by the large number of management levels in comparison to the number of line level/workers. The following table provides a breakdown of the positions at the Justice Institute.

TABLE 11

SUMMARY OF F.T.E. STAFF POSITIONS BY TYPE - 84/85

LEVEL	ADMIN.	CORR.	COURTS	POLICE	FIRE	EMERG HEALTH	ED. SERV. ³
a) Managerial							
Principal	1	-	-	-	-	-	-
Director	1	1/2 ²	1/2 ²	1	1	1	1
Deputy Dir.	-	-	-	1	1	-	-
Prog. Dir.	-	2	1	2	-	2	2
Manager/ Coordinator ¹	1	-	1	2	-	1	2
TOTAL	3	2 1/2	2 1/2	6	2	4	5
b) Line Level							
Instructors	-	7	1	8.1	2	5 1/2	-
Programmers & Techs.	-	-	-	-	-	-	5
Maintenance	2	-	-	-	-	-	-
Support & Clerical	4 1/2	5	1	5	2	5	5
TOTAL	6 1/2	12	2	13.1	4	10 1/2	10

¹ Co-ordinators seem to function primarily as line level staff, and often function as instructors, except in the Administration and Educational Services Divisions. This is also often true of Program Directors.

² In theory the Director of Justice Programs splits his time between Corrections and Courts, but the vast majority of his time is devoted to Corrections.

³ This does not include three contract staff paid for by external fee for services contracts.

The above table should be interpreted with some caution. It needs to be remembered that all the program divisions use instructional resource persons from the field who do not show up on the organization charts. In addition, the very nature of the client groups being served requires a great deal of time to be spent in co-ordination and liaison; this is especially heavy for Police, Fire and Educational Services who must relate to many client organizations. It should also be noted that the program development function is critical because it is functionally based, and it requires considerable expertise. (The organization of each division will be discussed individually in the next section.)

However, when the entire structure of the Justice Institute is studied, it would be easy to conclude that there are too many managers. The reason for this situation lies in the history of the development of the Justice Institute and in the nature of its client Ministries.

In theory the issue which should be the primary determinant of how the Justice Institute is structured is how can effective, co-ordinated, and integrate training programs be provided, in the most cost-effective and efficient manner. If this were the sole consideration the Institute might be structured quite differently, and might not utilize a semi-independent Academy organization. In a very real sense, the organization of the Justice Institute mirrors the departmental separations of the Ministries and client groups it serves. Thus, individual

Branches relate not so much to the entity and concept of the Justice Institute as to "their" Academy.

In opting for a semi-independent Academy structure it must be recognized that the overall costs are higher than what they might be in a less segregated organizational model. There are, however, some valid reasons why the current structure has developed as it has. The chief reason is credibility to user groups. The various component groups of the justice and public safety system have traditionally seen themselves each as being unique, as having a world view and value system which links them to their fellow workers in bonds far stronger than loyalty to those who pay their salaries. With the odd exception, each of the professional groupings want to be taught by those who are "one of them". When this is translated to the Academy setting there is almost a sense of corporate ownership. It follows that, as desirable as it may be to widen this perspective, that a structure which was not seen as exclusive simply wouldn't be accepted, and consequently, not used by client groups outside of the direct control of the funding Ministries.

This has been reinforced by the senior managers of the various Branches or Commissions who have realized that an Academy which relates directly to their training requirements, which they are ultimately accountable for, is the model which gives them the greatest degree of control.

In relating all this to the issue of cost, the client Ministries need to recognize that the organizational structure of the Justice Institute has been chosen by themselves or their composite Branches rather than by the Justice Institute itself. If different organizational models are going to be explored, either within the Academies, or for the Institute as a whole, then the Ministries and Branches must remember that the Justice Institute is, in the last analysis, a separate entity, and is more than a landlord. Ultimately there must be some consensus between the Board of Directors, the funding Ministries, and the user Branches within those Ministries as to what the mission of the Justice Institute is and how that mission can best be translated into an operational structure.

In conclusion, it needs to be restated that there is no point in making changes to the organizational structure of the Justice Institute which, while they may reduce costs and produce a leaner model, will either substantially weaken the concept of the Justice Institute as a holistic entity or which will lead users to feel that their needs and identity have been sacrificed. It is a tight line.

(ii) Divisional Structures

- a) **Police Academy** - While there are three levels of management in the Academy, (four managers and sixteen staff) its overall role seems to necessitate this. The Police Academy has to relate to twelve municipal forces, the Provincial

R.C.M.P. structure (E. Division) as well as individual R.C.M.P. detachments, in terms of developing and providing training programs. It should also be noted that while there are only 16 full-time staff, there are many more instructors since police officers and others from outside are continually being brought in to do training sessions. Moreover, it is the only body to do this; there are no training specialists within the Police Services Branch of the Ministry of Attorney General as there are in Courts or Corrections. In this capacity, the Police Academy has a direct connection to the Assistant Deputy Minister, Police Services, and works closely with him.

- b) **Fire Academy** - The Fire Academy has two levels of management (two managers and five staff) which may be excessive given the size of the Academy. However, its situation is similar to that of the Police Academy. A large part of the instruction is provided by fire personnel from the field and the Fire Commissioner's office. The Fire Academy must deal with over 300 separate departments involving some 10,000 professional and volunteer fire fighters. The coordination and liaison demands are, therefore, extensive and it is doubtful that the Deputy Director's position could be eliminated. It should be noted, moreover, that most of the instructors in Fire Academy programs are from various fire departments, and they provide this service without charge.

The Fire Commissioner is adamant that there needs to be an Academy Director who is from the firefighting community, and

strongly opposed a move last year to eliminate this position and assign the Dean of Educational Services as "functional" Director. It is important to note that title and salary are two different issues. The Fire Academy Director's salary is not rated in the Director classification, but is one level down. This meets both the need of the Fire Commissioner and firefighting community to have one senior individual they can relate to comfortably, and does not involve a salary which is out of proportion to the workload.

- c) **Corrections Academy** - The Corrections Academy has two levels of management involving three staff (there are a further 12 line staff). It should be noted that the Director's position also encompasses the Court Services Academy and the Land Titles School as part of the Justice Programs Division. The vast majority of the Director's workload is associated with the Corrections Academy however. Unlike the Directors of other Academies such as Police and Fire, the Director of the Justice Programs Division liaises primarily with one individual in both Corrections and Court Services. Reporting to the Director are two Program Directors, one for Institutional and one for Community Programs. Both Program Directors spend a significant amount of time on instructional duties so that, in fact, the Academy only devotes one F.T.E. to straight management functions. The current structure of the Corrections Academy should, as a matter of course, be studied by both the Justice Institute and the Corrections Branch to determine that it is still the

most efficient and effective given the changes of the last two years.

- d) **Court Services Academy** - As noted in the last section this Academy is part of the Justice Programs Division and shares a common Director with Corrections. There is also a Program Director who, unlike the Divisional Director, is a Courts specialist and looks after most of the course development and program implementation details. Two staff positions report to the Program Director, an Instructor for the Deputy Sheriffs program and a Legal Studies Co-ordinator. There are an additional two positions (Court Clerk Instructor and Land Titles School Co-ordinator) which are vacant. There are 1 1/2 support staff.

The entire structure and role of the Court Services Academy needs to be examined and redefined by the Court Services Branch and the Justice Institute in light of the reorganization and downsizing of the Branch, so that the Academy can respond effectively to meet the Branch's new training needs. This will probably involve an increasing focus on decentralized and distance education programs.

- e) **Emergency Health Services Academy** - The Emergency Health Services Academy staff complement consists of a Director, 2 Program Directors (one for the Advanced Life Support and one for the Emergency Medical Attendant programs), a Program Co-ordinator (Professional Health Programs), 5 1/2

Instructors, and 5 support staff. As in the Police and Fire Academies, the Director has extensive liaison duties and the Program Directors and Co-ordinator carry some instructional responsibilities.

The Ministry of Health and the Justice Institute have reviewed the Academy's structure and both are satisfied that it is an effective and efficient model given the fact that Emergency Health Services training is contracted as opposed to being provided directly by the Ministry.

- f) **Educational Services** - This division consists of four components: Community Programs, Program Development, Library Media and Field Services, and Counselling Services. This division has experienced the largest staff reduction, dropping from 22 to 13 F.T.E.'s. The obvious questions are whether or not it should be a division and, if it is, whether it needs an overall Director. The main rationale for combining these component parts is that three of them (Library Media; Program Development; and Counselling Services) provide direct professional support services to the training Academies. Community Programs, while not providing a direct support service to the actual instructional programs of the Academies, does have extensive contact with some of their constituency, or those working with their constituency, and therefore does function indirectly as a support service to the overall mandate to

train and develop. The combination of these components into one division gives them a clear identity as part of the Institute as a whole as opposed to being associated with a particular Academy.

The size and extent of the work of Community Programs justifies it having its own Program Director. The Program Development section is absolutely critical to the Institute and the client Ministries, as many of the new programs being developed for on-the-job or distance education are being developed there.

Summary

In all cases reorganization should be approached cautiously and with a thorough understanding of what the problems are and why an organizational restructuring would be the most effective solution. It cannot be overstated, however, that the Justice Institute is an independent entity and any decision to reorganize is the prerogative of its Board.

2. Salaries

It has been inevitable, given the close association between the Justice Institute with client Ministries, that there has been some criticism of the salary levels of the Justice Institute. While understandable, such criticism is misplaced. The Justice Institute is an independent

educational institution under the 'Colleges and Provincial Institutes Act'. In terms of its salaries it must not therefore be compared to the public service but to other educational institutions. When this is done there not only does not appear to be any discrepancy but, in fact, Justice Institute salaries are often lower.

Salaries at the Justice Institute are set by the Fair Comparison Method which takes benchmark salaries of equivalent positions from six sources: Public Service, Pacific Vocational Institute; Fraser Valley College; Vancouver Police Department; Vancouver Fire Department; Open Learning Institute. The median of these salaries was taken. Support staff are paid according to the B.C.G.E.U. contract.

One of the problems with salaries at the Justice Institute arises from the use of secondments from a variety of operational units. This leads to some large discrepancies in areas like Corrections between instructor salaries and management salaries or even the salaries of other seconded instructors (eg. Police). This issue should be examined by the Branches concerned and Personnel to see if any resolution to this problem is possible.

Table 12 provides the salary range of Justice Institute salaries:

TABLE 12
JUSTICE INSTITUTE SALARY RANGES

POSITION	RANGE
PRINCIPAL	60,380 (no range)
DIVISIONAL DIRECTOR	46,405 - 56,174
DEPUTY DIVISIONAL DIRECTOR/ SENIOR PROGRAM DIRECTOR	41,519 - 51,289
PROGRAM DIRECTOR	36,635 - 46,405
MANAGERS/CO-ORDINATORS	31,751 - 41,519
INSTRUCTORS	26,865 - 41,519
SECRETARY/CLERICAL	same as B.C.G.E.U. contract

In summation, there does not appear to be any potential, nor any reason, to reduce the salary levels of Justice Institute staff.

3. Student Support

The area of student support costs, that is the amount paid out for travel, accommodation, meals, etc., has long been identified as one of the prime areas for potential cost savings.

The following chart shows the amounts paid out for student support over the past three years and the proportion those costs represent of the overall Academy instructional expenses.

TABLE 13

COMPARISON OF INSTRUCTIONAL & STUDENT SUPPORT COSTS

<u>ACADEMY</u>	<u>TOTAL EXPENSE</u>			<u>INSTRUCTIONAL EXPENSE (\$)</u>			<u>STUDENT SUPPORT (\$)</u>		
	<u>81/82</u>	<u>82/83</u>	<u>83/84*</u>	<u>81/82</u>	<u>82/83</u>	<u>83/84*</u>	<u>81/82</u>	<u>82/83</u>	<u>83/84*</u>
CORRECTIONS	836,331	741,441	633,968	583,593 (69.8)	518,293 (69.9)	484,718 (76.5)	252,738 (30.2)	223,148 (30.1)	149,250 (23.5)
COURT SER.	314,436	366,769	235,948	193,047 (61.4)	253,502 (69.1)	173,226 (73.4)	121,389 (38.6)	113,267 (30.9)	62,722 (26.6)
LAND TITLES	57,484	111,523	7,000	38,045 (66.9)	83,325 (74.7)	7,000 (100)	19,439 (33.1)	38,198 (25.3)	-
POLICE	1,733,181	1,459,726	1,215,000	1,571,769 (90.7)	1,324,847 (90.8)	1,125,000 (92.6)	161,412 (93)	134,879 (9.2)	90,000 (7.4)
FIRE	442,003	416,427	450,000	325,011 (73.5)	300,950 (72.3)	286,936 (63.8)	116,992 (26.5)	115,477 (27.7)	163,064 (36.2)
EMERG. HEALTH	<u>1,302,047</u>	<u>1,258,582</u>	<u>1,007,159</u>	<u>1,207,125 (92.7)</u>	<u>1,214,828 (96.5)</u>	<u>962,665 (95.6)</u>	<u>94,922 (7.3)</u>	<u>43,754 (3.5)</u>	<u>44,494 (4.4)</u>
TOTAL	4,685,482	4,354,468	3,549,075	3,918,590 (83.6)	3,695,745 (84.9)	3,039,545 (85.6)	766,892 (16.4)	658,723 (15.1)	509,530 (14.4)

When the above chart is analyzed it becomes immediately clear that the Police and Emergency Health Academies have much lower student support costs than the other Academies. This is primarily because a large majority of their students come from the lower mainland. In addition, some of their programs are decentralized and utilize local institutions and resource people or send instructors out from the Institute. Corrections, Courts, and Fire, trainees are far less concentrated in the lower Mainland and the student support costs are correspondingly higher. The reduction in the ratio of student support to instructional costs in fiscal year 83/84 is primarily a reflection of the decrease in programs and students.

Student support costs include travel to and from the trainees work location, hotel accomodation (at \$29.00 per night), and meal costs (\$26.00 per day).

There is no doubt that the actual amount spent on student support can be significantly reduced. There are two basic ways in which such cost savings and now are being realized:

i) Decrease the amount of time spent in centralized training -

The overall programs of the Justice Institute were briefly reviewed to determine if they could be delivered by a different mode which would not involve training individuals outside of their work location. This could theoretically be done by doing some of the training on-the-job, through distance learning modules (eg. video cassettes, workbooks, telephone etc), sending an instructor out, to run on a local

or regional basis, or to contract another Institution, where that Institution has the necessary expertise.

There are, in fact, many programs which are already delivered in this way by all Academies. It is not clear at this time to what extent existing programs could be decentralized in such a way as to still meet all of the required learning objectives and yet significantly reduced costs. It must be remembered, that the Justice Institute was established to ensure there was centrally co-ordinated training and program development, this does not automatically mean, however, that all programs need to be delivered centrally. There are some valid reasons for centralizing certain programs and these go beyond mere cost-efficiency (economy of scale) considerations. On the whole, however, it would appear that if training were done primarily on a local basis the opportunities for cross fertilization and contact beyond the local force or system component would be lost. Moreover, self directed and distance learning do not provide the same opportunities to motivate, assess and acculturate the participants and these are important elements in the overall training process. On-the-job training programs tend to work better in theory than in practice, primarily because of supervisors workloads and skills; too often the training received is strictly functional and procedural, and neglects to fit such 'how to' training into the larger perspectives of 'why' and 'what if'. There is also nothing to suggest that using a multiplicity of deliverers would be cheaper on an actual, long term basis, especially when the issues of expertise and quality are considered.

ii) Reduce the actual per diem cost of student support - It currently costs \$29.00 per night (single room) to house students at the Sands Hotel. The meal allowance is an additional \$26.00 per day, bringing the support cost, exclusive of transportation, to \$55.00 a day. Cost reductions in the per diem amount could be achieved either through having an on site residence or through obtaining a substantially lower hotel rate.

a) **Establish an On-site Residence** - At the present time there are ten beds in Lawrence Hall which are primarily used by the Police. There is no potential to enlarge this facility and a new building, or extension to an existing one, would have to be constructed. The Justice Institute has repeatedly identified a student residence as a priority (the School for the Deaf, which is on the same site has a residence with a capacity of close to 100 beds; this could be utilized if it became vacant, though it is far larger than needed), and last March prepared a document outlining construction and operations costs (see Appendix IX). It was estimated that a 32 bed facility (8,000 sq. ft.) was the optimum size given the accommodation and distribution requirements. The total costs of construction and furnishing would be \$800,000 and annual operations costs, based on an amortization at 25 years at 12 3/4%, would be \$160,800 per year. An analysis of the distribution of accommodation for 82/83 and 83/84 indicated that the average weekly count would be about 110, giving a usage rate of 69% (this excludes August when the

Institute is virtually shut down). This would mean a per diem cost of \$30.00 per night which is virtually the same as what it costs now.

If full meal service were provided the estimated cost would be \$15.00 per day per person, a reduction of \$11.00 per day over the current costs. This would mean a net cost savings over the year of \$58,300, using a meal count of 5,300 people days.

It should be noted that because of restraint efforts the number of student days is falling and the actual usage might be less than in the past. The distribution of students requiring accommodation over the year is also a complicating factor as anytime you have an excess of 32 people requiring accommodation, regular hotel and meal rates must be provided.

In conclusion, it would appear that the opportunity to save substantial student support costs through building a residence are uncertain. It should be noted, however, that there is another powerful argument, other than cost savings, in favour of an on-site residence. This is the fact that an on-site residence is one of the prime mechanisms for personal contact between individuals from different components of the justice and public safety system. Since the reduction of isolation of these components was one of the major rationales for

establishing the Justice Institute, the establishment of an on-site residence makes pre-eminent sense.

- b) **Reduce the Nightly Accommodation Rates** - This can be done either by finding less expensive accommodation or by requiring all students to share hotel rooms. This latter alternative is probably not appropriate given the extended periods which many students are on course for. With respect to room costs, the Y.M.C.A. in downtown Vancouver has just renovated its residence, and would make a whole floor available just for Justice Institute trainees, at a rate of \$15.00 per single room. This would include the right to use all "Y" facilities. These rooms have been examined and are considered to be at least as good as those in the Sands. If this option was selected, it would result in a cost savings (using the 83/84 accommodation figure of 6,815 student nights at \$29.00 per night) of a maximum of \$95,410.00. Since some Academies use double room placements the actual cost saving is likely substantially less. This alternative is being seriously considered, but the decision would have to be taken jointly by the Justice Institute and the client Ministries as there would likely be some dissatisfaction with the concept from employees.

CHAPTER 8: PRE-EMPLOYMENT TRAINING

This issue has been the focus of much thought and discussion in the Ministry of Attorney General over the past year, and amongst the Police and Fire Communities. The job classifications looked at were: police officers; firefighters; correctional officers; probation officers; deputy sheriffs. The basic conclusion has been that, in general, it is either not possible, desirable, or cost effective to provide pre-employment training to these groups through programs solely under the jurisdiction of educational institutions and open to the general student population. There are a number of factors which lead to this conclusion:

- i) **Content** - For groups such as police, and to a lesser extent deputy sheriffs and corrections officers, there is a lot of detailed technical and procedural knowledge that only those working as parts of those systems should know. For example, to teach highspeed driving or handgun use to those who are not police officers could actually be dangerous to the police and the public.
- ii) **Credibility** - The nature of the jobs of the recruit groups currently trained at the Justice Institute are such that they must have the implicit trust and confidence of their colleagues. This is only likely to come about if those working in the field know that the recruits have been trained by those in these professions. Thus seconding instructors from police, fire and corrections ensures that the training has credibility because it is provided by those who have recently worked in

the system involved. The Academy approach moreover reinforces the notion of professionalism of those working in a particular area of the justice and public safety system, and essentially give a sense of control to the particular professional group concerned.

iii) **Selection and Hiring** - The number of positions available in the justice and public safety system is both limited and the job skills have limited transferability. An open admissions policy would be unrealistic given both the number of jobs available and the particular requirements for suitability. Indeed the strong emphasis on personal suitability for employees in the justice and public safety system makes some form of assessment by the employer groups essential. It is unfair to put students in a position of paying to take a career program and to let them think they can expect to be employed in that area if such employment opportunities are in fact quite limited.

iv) **Cost** - Student tuition fees do not cover the costs of providing that education in any public institution. In general it appears that tuition fees cover no more than 20% of the actual costs. To have pre-employment training programs which would result in more qualified people than there were jobs for, would actually increase the real costs of training. Moreover, no matter how good any pre-employment training program was, some entry level training would still be necessary, and this would further increase the total costs of training.

A number of community colleges currently provide certificate or diploma programs in criminal justice. These are not functionally oriented training programs - students learn about criminal theory, law, general practices and procedures, philosophic and social issues, human relations, criminal justice, history etc. The main benefit of these programs is that they have given their students one or two years to learn more about the criminal justice field as a career path and have provided them with an opportunity to mature before seeking employment, in those areas. In terms of competence or suitability the graduates of these programs are not perceived as being demonstrably better police officers or correctional officers than those who did not take the program. The majority of graduates do not, in fact, end up working in the justice system, either through choice, lack of available jobs, or unsuitability. The Ministry of Education, in co-operation with the Ministry of Attorney General, should examine these programs to determine their cost and exactly what individual and societal benefits accrue from them.

In conclusion, the Ministry of Attorney General has rejected the feasibility of genuine pre-employment training as a viable way to reduce training costs. The underlying issue, however, would appear to be one of decreasing the costs of training through requiring the users to pay more. This has been considered from a number of perspectives and is discussed in the next section.

Increasing Cost-Recoveries from Users

It has been suggested that the users, in terms of either the individuals or their employers, are not paying a reasonable proportion of the training costs and should contribute a greater amount.

- i) **Municipal Employers' Charges** - An analysis of the municipal employers of police and firefighters reveals that they are not receiving a service free of charge. In the case of Fire personnel, all monies spent on training are collected indirectly from the public (4.1 Million in 83/84) through the percentage paid to the Provincial Government on fire insurance premiums. This money goes directly to consolidated revenue although some of this revenue is specifically allocated for the training of firefighters through the estimates of the Ministry of Attorney General. Some concern has been expressed that only about \$2 million of the money collected is allocated for Fire Services through the Fire Commissioner's office. In addition, most of the instructors used by the Fire Academy work for municipal fire departments, and those instructors do not charge anything for providing this service.

In the case of police, it must be remembered that it is the Province, through the Police Commission, which has determined what the competencies and training requirements are for Police recruits. The municipalities have no choice as to whether or not they will train their personnel, and must pay the full salary for individuals while they are in training. In

addition to paying the salaries of police officers on training courses, the Municipal police forces, and the R.C.M.P., provide advisory services, instructional resource persons, materials and equipment, training program reviews, and many other facilitating services, at no cost. It has been estimated that these services, coupled with the recruits salaries, amount to fully 50% of the total training cost. In other words, the Province and the municipalities are splitting the overall cost almost equally. Indeed, as the costs of training are generally reduced through restraint measures, the municipalities' proportion is, in fact, increasing. This situation is both fair and equitable, and it does not appear to be appropriate to require the municipalities to pay additional fees at this time.

- ii) **Recruit Trainee Status** - One possibility for decreasing the overall costs of training (which includes the trainee salary) is to create the special status of trainee, and to pay a substantially lower salary than for those staff who were fully operational. Such a status could only likely be implemented with the approval of the relevant bargaining units, but if this could be done the cost savings could be substantial. In the case of municipal employees, the total amount saved might be shared between the Municipality and the Provincial Government, through chargeback costs, so that both jurisdictions benefitted.

iii) **Student Fees** - There are some circumstances in which it is possible to charge the training program participants a reasonable fee. This is true primarily for advanced programs, which are discretionary. The course could be offered at a time when the individuals did the training in their own time, and/or a small tuition fee could be charged. It should not be expected that all programs need be free and on the employer's time. Academies and client groups should explore this matter together to try and determine for what programs this format might be appropriate.

When an apprenticeship approach is used, as is being suggested for firefighters, the apprentices have always been expected to pay a small tuition charge for their classroom training. While the sums themselves are not likely to substantially reduce the overall costs of developing and delivering the training, it is a significant statement that all those benefitting from the training are expected to contribute towards the cost.

CHAPTER 9. FACILITIES: ISSUES AND OPTIONS

Introduction

In considering on any facilities options, the primary consideration has to be the extent to which the facilities permit and facilitate the realization of co-ordinated, integrated, effective training programs for the justice and public safety community at a reasonable cost. The cost savings which could be realized through any rearrangement of facilities or structure must be balanced against the potentially damaging effects such changes might have on the overall services the Justice Institute provides.

1. Physical Requirements

The minimum physical facility requirements to operate the Academy training programs are as follows:

- i) Classrooms - 1 theatre style room of at least 150 seats
 - 4 large classrooms (30 persons)
 - 10 small classrooms/seminar rooms (20 persons).

- ii) Indoor Physical Training - 1 large gymnasium (1/2 available at least 50% of the time).

- 1 playing field
 - 1 drill deck
 - open space for simulation training
- iv) Faculty and Administration Office - at least 7,500 sq. ft.
- v) Library and Media production/distribution centre - a minimum of 2,400 sq. ft.
- vii) Residential Accommodation - this is optional, but if it exists a minimum of 32 beds is required.
- viii) Firearms Training - 1 indoor - (this is desirable on site but not essential if there is access to such a facility within a driving distance of 30 minutes.)
- 1 outdoor - (this has to be offsite).
- ix) Burn Site for Fire Services Training - This is desirable on site but not essential if there is access to such a facility within a driving distance of 30 minutes.
- x) Driver Training Range - This is desirable on site but not essential if there is access to such a facility within a driving distance of 30 minutes.
- xi) Parking - a minimum of 300 spaces with at least 1/3 in close proximity to training buildings.
- xii) Security - the nature of the training programs, materials and equipment requires a substantial degree of privacy and security.

2. Non-physical Requirements

There are a number of requirements which while not as 'hard' or specifiable as the physical requirements, are equally critical to enabling the Justice Institute to fulfill its required functions.

- i) Professional Identity - the sense of having a separate identity which reinforces the professional nature of the various justice and public safety groups and which promotes collegial interaction and contact amongst those groups, is an essential feature of a Justice Institute.

- ii) Integrated Space - this need for interaction and contact requires that the space be not only distinct and segregated from non-Institute training or education functions, but also that the various groups are being trained in close proximity, and sharing certain kinds of space facilities. This integration is vital to the overall concept of a Justice Institute.

- iii) Environment - the people who are trained at the Institute are mature professionals and technicians who work in high stress jobs which often involve considerable demands and conflict; it is imperative that the quality of the training environment be conducive to releasing some of this stress by making them want to be there and feeling valued and comfortable.

- iv) Accessibility - the great majority of students and external resource persons come from the core municipalities of Greater Vancouver, the Institute needs to be easily accessible and not

require a substantial period of driving from the airport, ferry terminal, and downtown Vancouver; if it is hard to get to it will increase the time and expense for both students and resource persons; this is also true for the many thousands of people who attend the programs of the Community Programs division.

- v) Proximity to Hotels - the Institute has to be fairly close to both hotels (even if there were a residence there are many occasions when substantial overflow accomodation at hotels, will be required) so that students who are there for extended periods do not feel isolated and sequestered, and do not have to incur substantial transportation expenses, most of which would have to be picked up by the employer.

3. The Alternatives

A number of alternatives with respect to sites and facilities have been suggested. These include relocation to: Douglas College, (New Westminster); Building 11 - the old Nurse's Training School, Riverview Complex, (Coquitlam); former Motor Vehicle Testing Station, (Burnaby, at South end of B.C.I.T.); a new site to be built in either Richmond or Surrey. The remaining option is, of course, to stay at Jericho Hill. These alternatives are discussed below in terms of their advantages and disadvantages, with respect to functionality, practicality and cost. B.C.B.C. has done a cursory study of these alternatives (excluding Douglas College)

strictly from a cost point of view (ie. no consideration of factors other than cost) and this is attached as Submission 2. Douglas College has done a similar study of the option to move there at the request of the Ministry of Education. This has been attached as Submission 1.

It should be noted that the primary factor behind looking at alternative sites is the potential value of the land the Justice Institute is on (B.C.B.C. estimates it as 8 million dollars). It is hard to understand why the Justice Institute has been identified as a possible candidate for relocation while the adjoining School for the Deaf cannot come close to utilizing the facilities it already has on a cost effective basis. Many of the residence rooms and classrooms simply are not used. Indeed, all of the options involving relocation of the Justice Institute require an additional expenditure of \$2,320,000 to relocate the gymnasium and alter other buildings for the School. Moreover, it must be noted that in any move the previous capital investment of \$1,800,000 would be lost, and would have to be subtracted from the potential value of the land.

All the options discussed, with the exception of new self-contained site in Richmond or Surrey, are not likely to accommodate a firing range, burn site or driving track.

i) Integration of Justice Institute into Douglas College, New Westminster

With this option it is not so much a site change that is being considered as it is a termination of the Justice Institute as a separate entity and its absorption and

integration into the Douglas College matrix. The College in its report (see Submission 1) has said it would not consider a Landlord Status arrangement in which the Justice Institute would be housed at the College as a separate entity. Nor does the College want a situation whereby the programs and personnel would be transferred en masse to the College; it is felt that this would lead to excessive duplication, although no elaboration on this point was made.

What Douglas College does want, and this is quite understandable given their status as an independent public institution, is to transfer selected program components and personnel and to integrate them with the Douglas College operation as a whole. There would be no separate identities for Academies or for justice and public safety training as a whole. The disadvantages to this type of arrangement are legion. Briefly these are:

- a) **Cost** - The actual cost probably increase as Douglas College salaries are higher than those of the Justice Institute for all positions, and as they receive a total of four months non-teaching time (two months preparation and two months holiday) as opposed to the current one month given to Justice Institute and seconded faculty. Douglas College has estimated that apart from direct training costs by client groups (for which no figure is given or alluded to), that there would be a charge of \$800,000 in the first year (the same amount, incidentally, being provided for infrastructure in 84/85 funds), along with a \$207,000 one time transfer cost (for switchboard,

moving, partitioning, etc) cost. This does not include any Program Development or Community Program function costs. It appears that the actual cost may well be higher to the Ministries than the current \$1,462,000 (fiscal year 1984/85) cost for non-Academy expenses.

- b) **Loss of Separate Identity** - The whole concept of providing justice and public safety staff with a structure they could identify with, and feel proud of, would be lost. This was one of the major reasons for founding the Justice Institute in the first place. It is doubtful that police and fire services departments would agree to participate in such a new arrangement.

- c) **Loss of Control** - The close and unique relationships between the client Branches or Commissions and their corresponding Academies would be lost, as would the ability of the Institute to function as a wide source of expertise to those Branches and Commissions on program development and delivery for the justice and public safety groups. There would no longer be a Board of Directors who had a unique understanding of the needs of the justice and public safety system components. Douglas College would retain the right to determine curricula, scheduling, etc.

- d) **Loss of Quality** - The absorption of the program development and community program functions into the infrastructure of Douglas College would reduce the quality of programs produced and delivered because those individuals would not have justice system expertise. Moreover, all the contacts built up by the Community Programs Division would be lost as that function would not be transferred but operated from within an existing Douglas College department.
- e) **Loss of Focus** - Justice programs would form only a small part of the total program base of the College and would therefore have to compete for resources, space etc. One of the advantages of the Justice Institute has been the attention and status it has given to justice and public safety training. This move could affect the quality and credibility of the training programs. Moreover the training focus would be subordinate to the educational one, and this would affect quality.
- f) **Training Content** - There is considerable content taught to trainees that is inappropriate for anyone but those groups. This is also true for certain resource materials and equipment. The chances of preserving the confidentiality and security of these is greatly reduced in the Douglas College setting. There would not be a separate, restricted library.
- g) **Trainee Isolation** - The profile of personnel trained by the Justice Institute are totally different to the profile of most other students of the College. The trainees are

learn functional and process skills directly related to their jobs. They will stand out, be isolated and unable to mix with the other students. This will have negative spin offs with respect to their attitude to their training and having to be there.

- h) **Loss of Integration** - The opportunities to integrate training amongst justice and public safety personnel is likely to be much less in this environment as segregated, block space used only by justice and public safety programs cannot be provided.
- i) **Loss of Continuity** - The whole momentum created by the Justice Institute, with the attendant credibility to professionals, community and public would be lost.
- j) **Pre-employment Training** - The Ministries of Attorney General and Health are currently of the view that none of the current training programs provided can be given on a pre-employment basis, yet this is precisely what Douglas College wants to do. (See Chapter 8). The Ministries, moreover, would have no control over content or instructors. This issue was discussed in chapter 7.

In conclusion this option offers only the possibility of a less focused, program in which the whole concept of a specialized entity would be lost at no cost benefit. The Ministry of Attorney General and the Ministry of Health do not believe this is a realistic or viable alternative in terms of quality, effectiveness and cost. There do not appear to be any substantive advantages to offset the disadvantages.

ii) Building II, Riverview Complex

This site suffers from a number of fundamental disadvantages. These include:

- a) **Availability** - The whole discussion of this alternative may be academic as all potential office/administration space and most (60%) of the classroom space is being used by the Ministry of Health for their Central Training Services. The Ministry of Health has stated it has no intention of giving up the building and is even considering moving the Emergency Health Services Academy from the Justice Institute into it. The suggestion by B.C.B.C. that there is other suitable space in the complex for the Justice Institute or for the Central Training Services may be in error.
- b) **Size** - The number of classrooms and their sizes fall well short of the requirements just of the Academies, let alone Community Programs. The same is true for office and administration space, though the use of residence rooms might alleviate part of this problem. There is also a shortfall of about 200 parking spaces.
- c) **Location** - The location is both unattractive and isolated. It does not meet the minimum environmental requirements outlined at the start of this chapter, and would prove to be dysfunctional.

d) **Scattered Facilities** - The training building is on one side of the complex, at considerable distance from the gym and the food services facilities. It is, moreover, not clear to what extent these facilities would be available for Justice Institute use.

In summation, this option provides inadequate space which because of its location, setting and size would make it inadequate even if it were available, which it isn't.

iii) Motor Vehicle Testing Station, 4705 Wayburne, Burnaby

This site is somewhat difficult to evaluate as only a tentative floor plan was rendered by B.C.B.C. Based on this plan and the location a number of observations can be made:

- a) **Cost** - This option is quite an expensive one (\$7,575,000) and maybe even more so if the current space plan proves to be inadequate.

- b) **Location** - the location is excellent in terms of accessibility and proximity to other resources such as the Lower Mainland Regional Detention Centre, Maple Ridge Burnside, Vancouver City Police. The potential to share resources with B.C.I.T. (i.e. pool, gym, residence) adds to the attractiveness of this option. The overall site location is quite attractive.

- c) **Space Plan** - The space plan drawn by B.C.B.C. (see Appendix XI) is probably too small to meet the current classroom activities of the Justice Institute. Some more study is necessary to ensure that the facility will not be inadequate to meet the needs of the Justice Institute right from the start. If it is, this will obviously affect the cost of construction.
- d) **Availability** - It is not clear whether this site is, in fact, available. The site is owned by B.C.B.C. but it is not clear whether the Ministry of Highways is prepared to give up all claim.

In summation, it would appear that there are too many unknowns to make a recommendation about this option. The main question that has to be asked is, given the high cost of this option, whether there is any substantial cost benefit to selecting it as opposed to remaining at Jericho Hill.

iv) Construction of a Totally New Facility in Richmond or Surrey

Since no information at all was given with respect to this option, other than that its project cost by B.C.B.C. is \$11,000,000, not much can be said about it. The initial cost would be capitalized either through the Capital Finance Act or through building occupancy charges.

The only advantages would be to incorporate all needed facilities in one site and to design them for the specific function of the Justice Institute. There would appear to be no apparent advantage to the government given the high cost of this option.

The primary disadvantages are location and accessibility if Surrey is selected, and of course the high cost. Given that this option would require a greater expenditure than to remain at Jericho Hill, it cannot be recommended.

v) Remain at Jericho Hill

The only substantive argument against not remaining at Jericho Hill is the fact that an outdoor firing range, burn site, and driving track are not likely to be possible on-site. This will mean continued commuting to use those facilities, but this would be true for all the options except construction of a totally new campus in Surrey.

In terms of the cost of the only other feasible option, the Burnaby site, there simply does not appear to be any sound financial reason to move the Institute. This is especially true given the fact that a move of the School for the Deaf is not being considered.

By remaining at Jericho Hill the current momentum will be continued, the quality of the programs retained, and the concept of the Institute will remain as a real motivating force in improving the effectiveness of justice and public safety services in B.C.

Indeed the Institute could be made even more cost effective by negotiating with the Ministry of Human Resources

to incorporate their staff training programs (which fall into the area of public safety) into the Justice Institute.

Conclusion

While the substantive data needs much more development, it appears conclusive to the Ministry of Attorney General that the only options which are even feasible are:

a) to remain at Jericho Hill;

or

b) to relocate to the Burnaby site.

On the limited financial data available, however, option b) does not seem to hold out the possibility of resulting in substantial cost savings on either a short or long term basis to the government.

APPENDIX I

"The Justice Institute of British Columbia, as a post-secondary educational institute, provides leadership and co-ordination to support, develop and deliver a wide range of training, professional and educational programs and services for people working within the field of justice and public safety in the community. These programs and services are designed to improve the quality of justice and public safety for all citizens of British Columbia.

I) To develop and provide programs, courses of instruction and services consistent with the identified needs of,

- a) The Corrections Branch of the Ministry of Attorney General
- b) The Court Services Branch of the Ministry of Attorney General
- c) The Emergency Health Services Commission of British Columbia
- d) The Fire Services Commissioner of British Columbia, and
- e) The Police Commission of the Province of British Columbia

II) To develop and provide courses of instruction and services consistent with the identified needs of,

- a) Other components of the Ministry of Attorney General,

- b) Other Ministries of the Government in justice and public safety related areas, and,
- c) Private agencies and community groups engaged in justice or public safety activities.

III) To provide opportunities through continuing education for the community to participate in activities that promote a better understanding of justice and public safety issues.

IV) To develop a co-operative system of co-ordination between the institutes, colleges, universities, public schools and community based organizations.

ISITE TRAINING NEEDS - INSITITUTIC

APPENDIX

	PR. JUNE	JULY SEPT.	OCT. DEC.	JAN. MAR.	TOTAL
	6	1	2	3	12
					5
	4			4	8
	2	2	2	2	8
		6			6
					39
<u>JLT</u>					
	4		3	3	10
					10
	4		3	4	11
	7	6	7	6	26
			6		9
					66
<u>ADULT</u>					
l.					0
er	5		5	6	16
				17	17
or	6	6	7	6	25
			6		16
					<u>74</u>

<u>I JUV.</u>					
ouwer					
Isl.					0
ser					
erior					0
h					
AL					
<u>II JUV.</u>					
ouwer					
Isl.					9
ser					
erior					0
h					
AL					<u>9</u>
<u>IV JUV.</u>					
ouwer					0
Isl.					7
ser		3			3
rior					0
h					0
AL					<u>10</u>

PREREQUISITE TRAINING NEEDS

BASIC MANAGEMENT-CORR TOTAL-2 weeks

<u>INSTITUTIONAL</u>		
Vancouver	1	Lakeview
Van. Isl.	3	*does not include new staff for NEW VIRCC COMPLEX
Fraser	10	
Interior	2	1 Apr/June, 1 Oct/Dec
North	0	
TOTAL	<u>14</u>	

BASIC MANAGEMENT-CORR TOTAL-2 weeks.

<u>COMMUNITY</u>		
Vancouver	3	
Van. Isl.	1	Week II
Fraser	0	
Interior	0	
North	4	One person office
TOTAL	<u>8</u>	

ADMIN SUPPORT ? TOTAL

Vancouver	1	
Van. Isl.	1	
Fraser	0	
Interior	0	
North	0	
TOTAL	<u>2</u>	

NEEDS ANALYSIS

CRITICAL AND ESSENTIAL - INSTITUTIONAL

TITLE	VANC. IS	VANC	FRASER	INTER.	NORTH	TOTAL
al First Aid	17					17
Aid Sofa	1	58		49	50trday	158
Aid Industrial	16	174 *	24			194
ge Survival 2 day		17hosp	37		10trday	64
		11(SCO)				11 CORR.
		(PO)				
arm Requalification	1/2-1 day per staff	140x1 day per staff	0	40x1 dayper staff	80	CORR.
arm Instructor	(3)	(2)	0	(2)	(2)	9 CORR.
ness Assessor				3		3 ?
tical Squad	(20)	120	0	20	24	184
tical Commander			6	2		8 CORR.
isis Awareness & Intv.	(20)	82	25	15	32	165 CORR.
ress Management			5	2		7 CORR.
ain Saw	14				1	15
.D.P. Basic	1				5	6 CORR.
ef. ive Driving		6				6 CORR.
or Fire					5	5
elf Defense Upgrading					12	12 CORR
Scott Air Pack					30trday	

12 DARE
 Figures in brackets are the numbers required according to standard but not
 submitted by region)

ENRICHMENT - INSTITUTIONAL

Power Writing		1	4	7		12 CORR.
Records Workshop		1				1 CORR.
Instructional Techniques		5				5 CORR.
Mini-Computer/Shift Sch.		1				1
Manpower Management		1SCO				1
Motivating Skills & Intv.			6	3		9 CORR.
Stress Management				2		2 CORR.
Forest Fire	2					2
Youth Management	10		1			11 CORR.
Accident & Incident Inves			1			1
Deal with Hostile Client			9			9 CORR.
Adv. Instit. Tr. Onsite			15			15
Interview Techniques			4			4

(CORR. =CORRECTIONS ACADEMY)

DEVELOPMENTAL - INSTITUTIONAL

RSE TITLE	VANC. IS	VANC.	FRASER	INTER.	NORTH	TOTAL
aging and Resolving onflict				4		4

CRITICAL AND ESSENTIAL - COMMUNITY

onflict Resolution	2				12	15 CORR.
onciliation Skills	2		3			5
ustody and Access	5	4	3			12 CORR.
Basic F.R.A.	2			1		3
Family Violence/Wife Ass.		10	7	6		23 CORR.
Family Violence/Sex Abuse		5				5 CORR.
Y.O.A.	16	20	16	10	44	106
Adolesc. Runaway Reaction		12*				12
Child Abuse/Prostitution		12*				12
arning Disabilities		4				4
er Writing	3		4			7 CORR.
Interviewers' Course	1					1
Develop Community Res.				1		1
Communicating with Child.			1		4	5 CORR.
Families of all cultures				1		1
Family Refresher				2		2 CORR.
Adult Refresher				1		1 CORR.

* DARE

ENRICHMENT - COMMUNITY

COURSE TITLE	VANC. IS	VANC.	FRASER	INTER.	NORTH	TOTAL
Family Violence/Sex Abuse		4			5	9 CORR.
Conflict Resolution	3	4	5	5	1	18 CORR.
Family Dynamics/Child Dev		3				3
Family Legal Services		1	2	1		4
Wife Battering		2		7		9
Violence Between Family		3				3
F.C.C. as Expert Witness	6		8	9	1	24 CORR.
Family Counselling Tech.				5		5
C & A How to Interview Children	4			2		6
Advanced C & A				1		1
Mediation & Conciliation	2	1	1			4
FRA Supreme Court			3			3
Tech in Inv Child & Couns			1			1
Communication with Youth and Children	1	12*				13
Child Sex Abuse	3	15*				18
Adolescent Runaway				1		1
Juv. Female Offender	all					
Alcohol & Drug Dependent Client		6	3	2		11 CORR.
Working with Violent Men		1				1
Dealing with Sex Offender		3	4			7
Old People as Offenders		1				1
Stress - Helping Others				1		1
Emotionally Disturbed Clients (mentally ill)			5	1		6
Prepare Course for Client				1		1
Deal with Hostile Client	1					1 CORR.
Mediation and Probation	2					2
Interview & Motivate Clients	8		1	1		10 CORR.
Preparation of Breaches	12					12 CORR.
Deal with Native Offender					3	3
Chinese & Indian Cultures			1			1
Money Management Skills		12*				12
Budget Development				4		4
Family Budget & Debt Con				2		2

* DARE

ENRICHMENT - COMMUNITY CONTINUED

COURSES	VAN. IS	VANC.	FRASER	INTER.	NORTH	TOTAL
Communication Skills & Team Development		7 SE (adult)				7
Power Writing	4	6		6		16 CORR.
Time Management		6	4	4		14 CORR.
Crisis Management		20				20 CORR.
Stress Identification	1+?	10		3	2	16 CORR.
Criminal Law	1	10	3	9		23 CORR.
Criminal Law Advanced				2		2 CORR.
Organize & Utilize Community Resources		3		8		11 CORR.
Public Speaking		1	5			6
How to Develop & Run Workshops				3		3 CORR.
Leadership and Motivation				1		1 CORR.
Interpersonal Conflict	2					2 CORR.
Public Relations & Media			1			1 CORR.
General Refresher P.O.			5			5 CORR.
General Refresher Adult		1		1		2 CORR.
General Refresher Juv.		2		1		3 CORR.
General Refresher Family	3	1		2	6	12 CORR.
One-person Office	1			4	4	9 CORR.
Parole Co-ordinator				1		1 CORR.
C.S.O. Workshop	1		1	1		3 CORR.
Supervise Contracted Serv			1			1 CORR.
Defensive Driving			1			1
Abnormal Psych. Univ. Lev		1				1
Contract Dev. & Mgmt.				1		1
Tech Change/Intro Computer			2	1		3
Home Studies	1					1
Womens Studies		1				1

DEVELOPMENTAL - COMMUNITY

COURSE TITLE	VAN. ISL	VANC.	FRASER	INTER.	NORTH	TOTAL
Performance Appraisal	1			2		3 COR
Situational Leadership	2					2
Budget/Time Management	1		1			2
Industrial Relations	1		4	1		6
Staff Skills/Selection				1		1
Coaching for Impr. Perf.				1		1
Problem Solving/Desc. Makg				1		1
Basic intro to Computers			5	1		6
Supervision in PSC Envir				1		1
Budget Management II			3			3
Industrial Relations II			1			1
Youth Management .			1			1
Supervision II			1			1
P.O. Basic			2	CSO		2

CRITICAL AND ESSENTIAL - ADMIN SUPPORT

Admin Support Workshop	1	1				2 COR
Recep/Swtbd Communication		1				1
Relating to Public		2				2
Time Management		1				1
Office Mgmt/Tech Change	2	2			5*	9 COR
Basic E.D.P.	2	1	1			4 COR
Performance Evaluation	1	1				1 COR
Budget Management	1	3	3			7
Expenditure Process/Contr		1				1
Power Writing		1	1			2 COR
Y.O.A.			5			5
Family Services			1			1
Principles of Supervision			1			1
Technical Supervisor			1			1

ENRICHMENT - ADMIN SUPPORT

Interview & Communication	1					1
Deal with Hostile Client	2	3		4		9 COR
Supp Stf. Confidence Wkpl		1				1
Female Workers/Criminal J		1				1
Relating to Public		2	2	5		9
Communications		1				1
Assertive Training				1		1
Off.Auto/ Tech Change					13	13 COR
Information Systems	1					1
Computer Intro		6	3			9
Word Processing		2	2	2		6
Wang Word Processing		2				2
Principles/Computer D.E.		2	2			4
Basic E.D.P.		1				1

ENRICHMENT - ADMIN SUPPORT CONTINUED

COURSE TITLE	VAN ISL	VANC.	FRASER	INTER.	NORTH	TOTAL
Admin Support Workshop	2	1				3 COR
Budget Admin.	1					1
Filing Systems	1					1
Leave Management	1					1
Clerical Systems Update	2			1	1	4
Accounting		1				8
Powerwriting				4	4	4 COR
Pitman Refresher				4		3
Time Management	1	1		1		
Budget Management I	1	2				3 COR
Sr. Sec. Workshop		4	1	4		9 PSC
Cler. & Sec. Development		5		2		7
Coaching/Improved Perf.		1				1
Staff Skills/Selection		1		1		2
Labour Relations		1				1
Leadership/Motivate Staff				2		2
Supervision in PS Envirn.			1			1
Admin Sup F.R.A.				2		2
First Aid SOFA	2		1	1		4
Sex Abuse/Family Violence			1			1

DEVELOPMENTAL - ADMIN SUPPORT

Budget Development	1		1			2
Financial Mgmt Program	1					1
Sr. Sec. Workshop	1			2		3
Criminology SFU				1		1
J.I. re Corrections				1		1
Basic Supervision				1		1

CRITICAL AND ESSENTIAL - MANAGEMENT

COURSE TITLE	VAN IS.	VANC.	FRASER	INTER.	NORTH	TOTAL
Budget Devlop./Control	1					1
Advance Budget	2					2
Budget Management I	1	8	4			13 CORR.
Industrial Relations II	1	7	4	1		13 CORR.
Performance Appraisal I	1	7	1	4	30	43 CORR.
Performance Appraisal II	2					2 CORR.
Crisis Intervention	1					1
Tactical Squad Commander	1					1 CORR.
Y.O.A.	7		3		2(DD)	12
Time Management	1					1
Advance Management Tr.	1					1
Basic E.D.P.	1					1
Staff Skills/Selection		1		1		2
Instructional Tech.		2				2
Media Handling					5	5 CORR.
Financial Mgmt/Control Act					4	4
Mgmt during Restraint			1			1
Crisis Management			1			1

ENRICHMENT - MANAGEMENT

Management Training	1					1
Mid Management Skills	1		1			2
Principles/Mid Managers	4					4
Effective Supervision				1		1
Exceptional Managers			1			1
General Refresher			1			1
Executive Dev. Course			1			1
Labour Relations	1					1
Mediation in Labour Rel.	1					1
Employee Appraisals	1					1
Coaching/Improved Perf.		2				2
Staff Skills/Selection		1	2			3
Budget Management	1					1
Financial Management	1			1		2
Expenditure Process/Contr		1				1
Power Writing I			1			1
Tech. Change for Mgrs.		1				1
Computer Intro.		1	1	3		4
Statistical Analysis		1				1
Manpower Management		1				1
Crisis Management				1		1
Advanced Power Writing	2	3				5
Time Management	1		1			2
Advanced Councilling Tech	1					1
Media Awareness		1				1
Survival First Aid		1				1
Creative Conflict Resol.			1			1
Managing and Resolv. Conf			1			1

DEVELOPMENTAL - MANAGEMENT

COURSE TITLE	VAN. IS	VANC.	FRASER	INTER.	NORTH	TOTAL
Time Management	1					1
Budget Develop/Control	1					1
Labour Relations II	4					4
Data Processing	4					4
Performance Appraisal	1					1
Tech Change/Intro Computer			1			1
Advance Management			1			1
Budget Management II			3			3

DEVELOPMENTAL - BASIC MANAGEMENT

Basic Management						
Inst.			10			10 CORR.
Comm.	3	5	8	16	6	38 CORR.
Admin.		1		1		2 CORR.
Budget Management						
Inst.						0
Comm.	2	2	6	7	1	18 CORR.
Admin.	1	2				3 CORR.
Performance Appraisal						
Inst.						0
Comm.		1		3		4 CORR.
Admin.				1		1 CORR.

ACTIVITY DESCRIPTION		ACTUAL	TITLE: COURT SERVICES: PROJECTED STAFF DEVELOPMENT NEEDS, TIMEFRAME AND RESOURCE REQUIREMENTS		Prepared by: Earl J. Smith																																																																						
		PLANNED			Date: 84/02/14 Rev'd.																																																																						
ACTIVITY/MILESTONE	FISCAL YEAR	1983												1984												1985												1986																																					
	CALENDAR YEAR	1983			1984									1985												1986																																																	
NUMBER	DESCRIPTION	RESP.	MONTH	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
				Deputy Sheriff Program																																																																							
	Basic Training Course	Classroom		\$100,000	(Terminated)									\$10,000													\$10,000																																																
	Dev. of New Course & Delivery System	Contractor		\$25,000	\$5,000															Int. Resourced																																																							
				Contractor + 30 Days of Field Resources																																																																							
	Implement New Courses	Supervisor														\$2,000							\$1,000							\$8,000																																													
				Internal Resourced																																																																							
	Train Callboard Auxilliaries	Supervisor Classroom?														\$2,000							\$2,000							\$2,000																																													
				Internal Resourced																																																																							
	Handgun Training	Staff Instr. Police Headquarters		\$20,000	\$25,000															\$30,000													\$35,000																																										
				Internal Resourced																																																																							
	Cross Training	Supervisors			\$1,000																																																																						
				Supervisors																																																																							
Reporting Services																																																																											
	Court Recorder Course Development	Contractor		\$15,000																																																																							
				+ 10 Field Staff days																																																																							
	Court Recorder Course Implementation	Supervisors														\$500							\$500							\$500																																													
				Internal Resourced																																																																							
Management																																																																											
	Management Dev.	Contractors		\$20,000	\$30,000															\$100,000													\$30,000																																										

ESSENTIAL TRAINING
February, 1964

TRAINING ELEMENT	TARGET GROUP	REQUIREMENT	METHOD OF PROVIDING
Examiner Basic	Clerk 6, 5	Over the past few years Examiners have specialized in examination of titles or survey area and within Title Examination have specialized in certain types of application. It has been decided that examiners must now become more generalists rather than specialists. Requirement during the next two years is to ensure all Clerk 6, 5 attain working knowledge in all areas of title examination and be able to handle 80% of the survey issues.	Individual assessment of training needs. On the job training in areas of deficiency, aided by training manual being developed. Deputy Registrar responsible for training staff.
Examiner Trainee	Clerk 4	Land Titles is unable to hire title examiners - training must be provided in-house to gain expertise required. Examiner Trainee is a developmental position. Program must enable candidate with little knowledge to become a fully qualified Examiner in a specific time period.	On the job training aided by training manual and practice examples. Deputy Registrar responsible for training trainee.

ESSENTIAL TRAINING
February, 1984

TRAINING ELEMENT	TARGET GROUP	REQUIREMENT	METHOD OF PROVIDING
Land Title Clerk - Basic	Clerk 3, 2, 1	Program to enable clerical staff to perform any clerical duty within Land Titles. At present, staff are in specialized functions.	On the job training and rotation. Training Manual. Central Services Manager responsible for staff training.
Computer Introduction	All Staff	Introduction of automated land title system. A 'hands on' training program has been developed along with a user manual.	15 hour training program - in-house. User Manual. Provincial Computer Co-ordinator and team responsible for training.
	Clerk 6,5,4	Present staff have not been required to have any typing skills to do job. Examiners, with computerization, will now draft and update titles by computer. Keyboard familiarization is essential for efficient use of computer. Job functions of title typist is taken over by examiners.	Subsidize staff to take keyboard training at night.

ESSENTIAL TRAINING
February, 1984

TRAINING ELEMENT	TARGET GROUP	REQUIREMENT	METHOD OF PROVIDING
	New Staff	On going computer training for new staff that enter Land Titles.	Training session provided in-house by Computer Co-ordinator.
Management Development	Registrars Deputy Registrars Central Service Managers	With the implementation of the new organization structure in the Spring of 1984 all management must fully comprehend the management expectation of them on the job. A five day course will highlight team building, productivity improvement, staff motivation, performance appraisal and overcoming resistance to change.	Formal 5 day training session (2 sessions are necessary to train all managers).

DESIRABLE TRAINING
February, 1984

TRAINING ELEMENT	TARGET GROUP	REQUIREMENT	METHOD OF PROVIDING
Legal Enhancement	Registrar Deputy Rgistrars Clerk 6,5,4,	To increase knowledge in areas of real estate law, such as real property, wills, estates.	Tuition subsidy for Continuing Legal Education and selected law school courses. In-house lectures from legal profession.
Survey Enhancement	Registrars Deputy Registrars Clerk 6,5	To increase knowledge in areas of survey expertise.	Tuition subsidy for survey related courses. In-house lectures from Surveyor General and B.C.L.S.
Management Enhancement	Registrar Deputy Registrar Central Serv. Manager	To improve management techniques. Given that the new management structure being introduced will require extensive team work, there will be a need to provide additional training in specific areas after the general training program.	Public Service Commission courses. Tuition subsidy.

DESIRABLE TRAINING
February, 1984

TRAINING ELEMENT	TARGET GROUP	REQUIREMENT	METHOD OF PROVIDING
Financial Management	Registrar Deputy Registrar Central Serv. Manager Financial Off. Admin. & Support Clk.	In 1984/85 Land Titles will move toward becoming a self-financing operation. Financial skills in accounting, forecasting and revenue reconciliation will become critical.	Public Service Commission courses in the areas of financial management. Tuition subsidy for professional accounting courses such as auditing, financial system development and financial statement preparation.
Personnel Management	Deputy Registrar Central Serv. Manager Financial Off. Admin. & Support Clk.	Within new organization, it is expected that a number of managers will be in a management position for the first time. It would be of great benefit to have specialized training set up in this area.	In-house lectures, seminars by area specialists such as - Personnel Office - Payroll - Leave Management - Grievance Proceeding/ Labour/Union procedures

JUSTICE INSTITUTE OF BRITISH COLUMBIA

FIRE ACADEMY

REQUIRED NEED

<u>COURSE</u>	<u>NO. OF COURSES</u>
Instructional Techniques (Paid) 10 Days	2
Instructional Techniques (Vol.) 10 Days	2
Fire Officer I 10 Days	27
Industrial Fire Protection I 5 Days	2
Industrial Fire Protection II 5 Days	2
Industrial Fire Protection III 5 Days	1
Industrial Fire Protection IV 5 Days	1
Industrial Fire Protection V 5 Days	1
Fire Prevention I 5 Days	3
Fire Prevention II 5 Days	3
Fire Investigator I 5 Days	3
Fire Investigator II 10 Days	3
Volunteer Officer I 5 Days	32
Volunteer Officer II 5 Days	25
Volunteer Officer III	20
<u>Weekend - Volunteer</u>	
Field - Basic (2 1/2 Days)	6
Field - Module "A" (2 1/2 Days)	12
Field - Module "B" (2 1/2 Days)	12
Hazardous Materials Seminar 3 Days	5

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JUSTICE INSTITUTE OF BRITISH COLUMBIA

FIRE ACADEMY

IMMEDIATE NEED

1984-85

<u>COURSE</u>	<u>NO. OF COURSES</u>
Instructional Techniques 10 Days	2
Instructional Techniques (Vol.) 10 Days	2
Fire Officer Block I 10 Days	4
Fire Officer Block II 5 Days	2
Industrial Fire Protection 5 Days	2
Fire Prevention 5 Days	4
Fire Investigator I 5 Days	1
Fire Investigator II 10 Days	1
Volunteer Officer 5 Days	8
Field 2 1/2 Days	23
Local Assistant to the Fire Commissioner 5 Days	4
Seminars (5 courses for Hazardous Materials) 3 Days	10
	<hr/>
	63
	<hr/>

APPENDIX VII

CRIMINOLOGY/CRIMINAL JUSTICE/PUBLIC SAFETY PROGRAMS IN THE UNIVERSITIES AND COLLEGES

Criminal Justice Training in British Columbia is offered by Simon Fraser University, as well as several colleges throughout the Province. A brief description of the programs is shown below.

1) SIMON FRASER UNIVERSITY

Simon Fraser University offers courses leading to a Bachelor of Arts Degree to students interested in a comprehensive, interdisciplinary approach to criminology.

The purposes of this program are:

"The study of criminology attempts the unification of all aspects of crime by an interdisciplinary and integrative approach. The curriculum is designed to assist students to acquire an in-depth understanding of the complexities of criminal, delinquent, and deviant behavior and of societal reaction to crime and deviance. Students concurrently acquire a theoretical and practical knowledge of the criminal justice system and its components, and gain insights into the philosophy, sociology, and present state of criminal law".

2) **CAMOSUN COLLEGE - VICTORIA**

The college offers a four semester (two year) Criminology Diploma program which is transferable to Simon Fraser University and to the Universities of Regina and Ottawa.

3) **COLLEGE OF NEW CALEDONIA - PRINCE GEORGE**

This certificate program is designed to provide pre-employment training as well as upgrading opportunities for those people already in the field. In addition, the program provides transfer credits to Simon Fraser University. The student takes courses offered by the College of New Caledonia as well as Simon Fraser University courses offered through that University's Direct Independent Study Courses (DISC) program.

4) **DOUGLAS COLLEGE - NEW WESTMINSTER**

Douglas College has two related justice programs. One is a career-oriented program in Criminal Justice while the other is a university transfer program in criminology (some courses are common to both programs).

a) **Career Program**

The college offers a one year certificate and a two year diploma in Criminal Justice - Law Enforcement as well as similar certificates and diplomas in the Corrections field.

b) **A Diploma of Associate in Criminology**

The program has transfer credits to the Simon Fraser University program. This program would no doubt be transferred to other universities as required.

5) FRASER VALLEY COLLEGE

A two year Diploma in Criminology is offered with transfer credits to the program at Simon Fraser University.

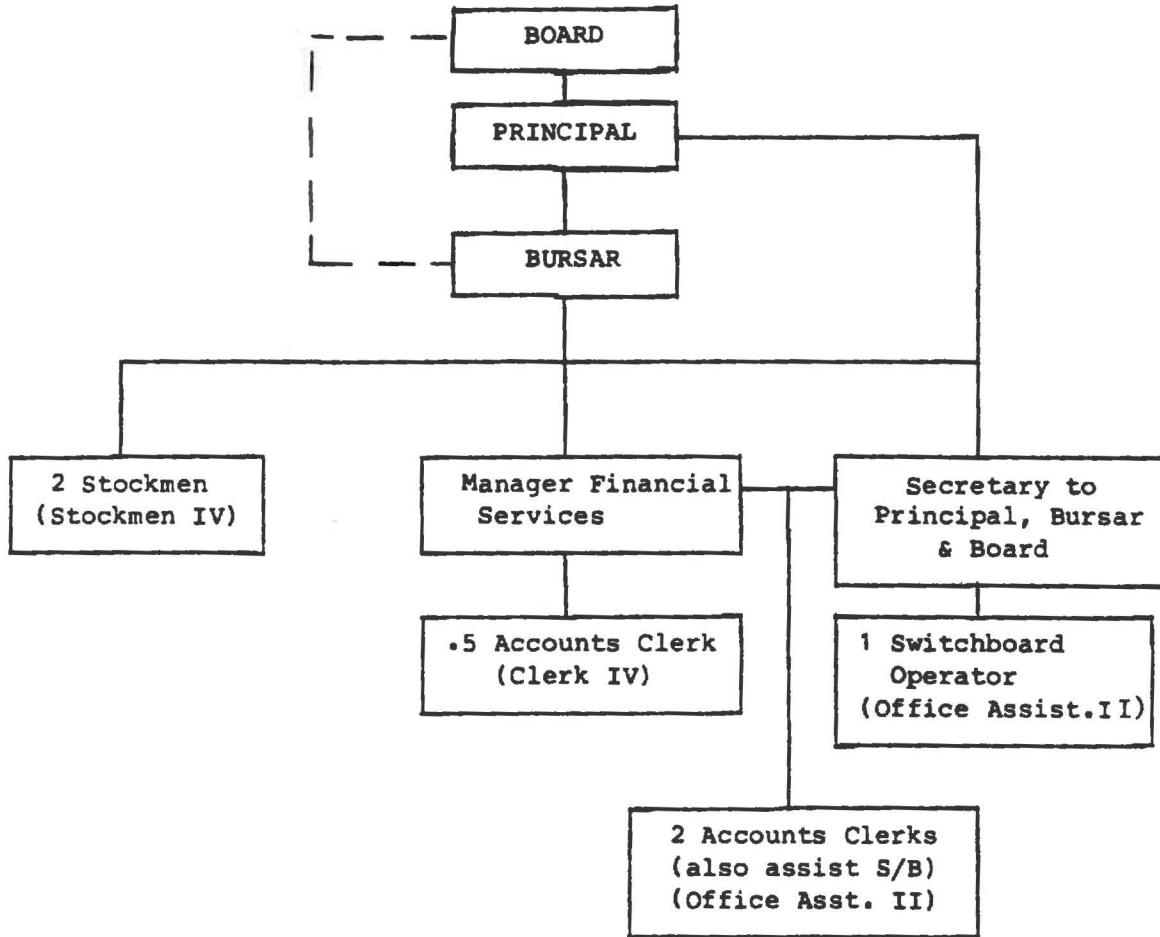
6) KWANTLEN COLLEGE

The format of the offering is similar in design to that of Douglas College. Please see the description offered there.

7) VANCOUVER COMMUNITY COLLEGE (LANGARA)

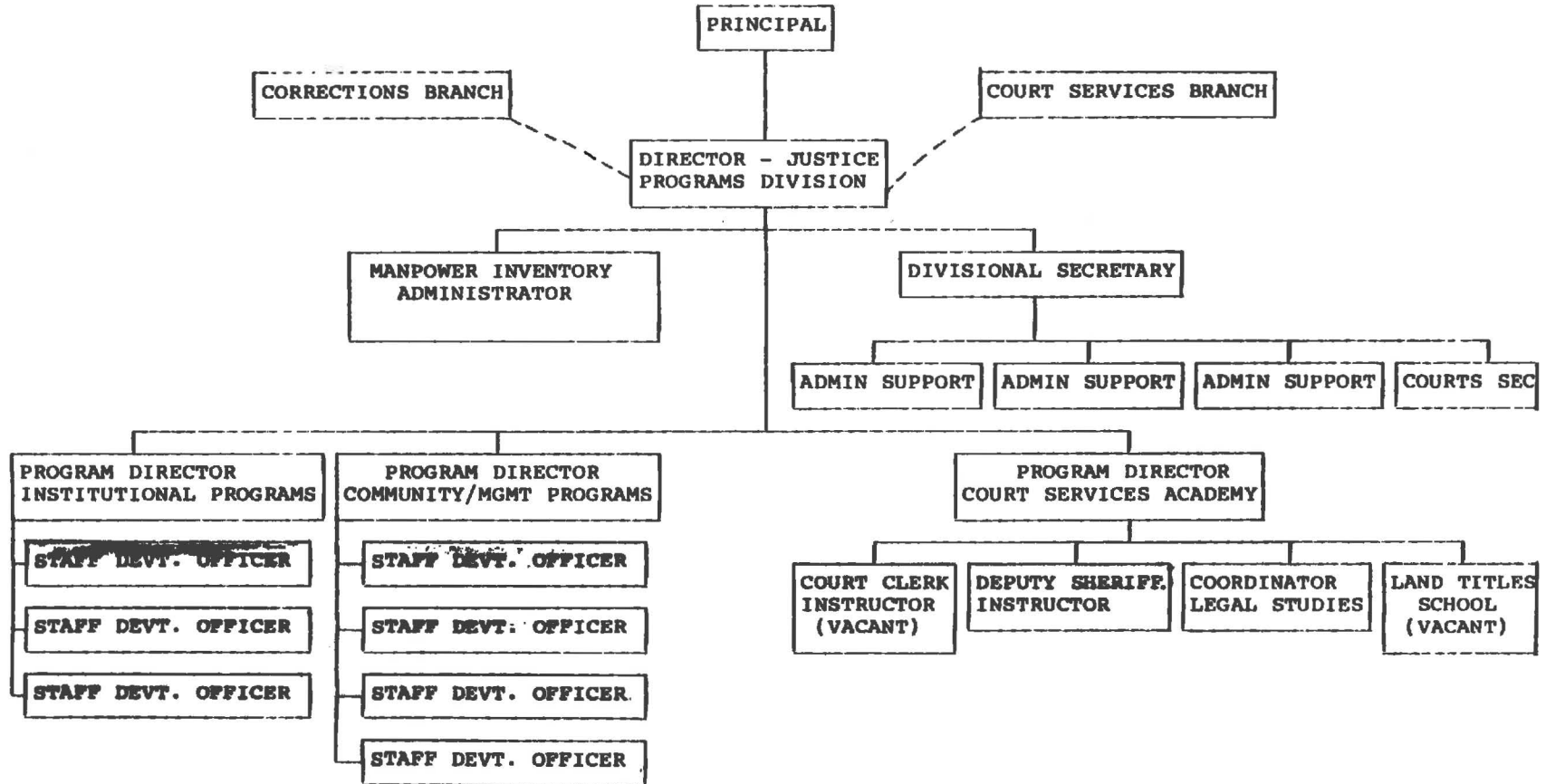
- a) Vancouver Vocation College offers a five term (20 month continuous) certificate program in Court Reporting. The program trains in the skills and duties of verbatim machine shorthand for court reporting. The program gives a basic knowledge of the Canadian judicial system with special emphasis on British Columbia court procedures and functions.
- b) Criminal Justice Program - A four term diploma program designed to provide specialized and general education courses for those intending to proceed to a career in police service, correction service, industrial security, and protective services organizations.
- c) Security Officer Training (Vancouver Vocational Institute) - This 90 hour certificate program is intended for people who plan employment in the security industry. The program emphasizes the practical aspects of security officer training.

**JUSTICE INSTITUTE OF B.C.
ORGANIZATION CHART
FINANCE AND ADMINISTRATION DIVISION**



TOTAL F.T.E.'S 9.5

ORGANIZATION CHART - JUSTICE PROGRAMS DIVISION

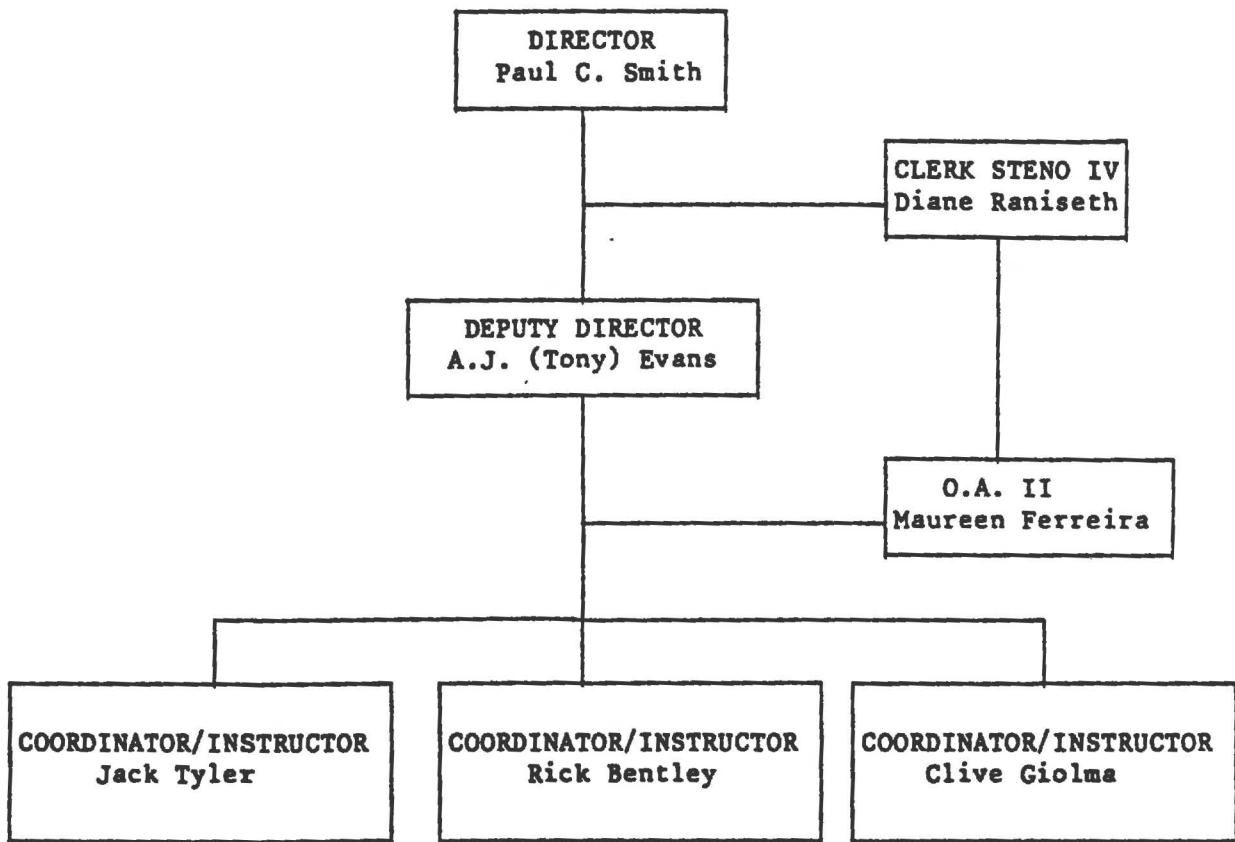


*SHADED BOXES INDICATE SECONDED POSITIONS/MINISTRY EMPLOYEES

JUSTICE INSTITUTE OF BRITISH COLUMBIA

FIRE ACADEMY

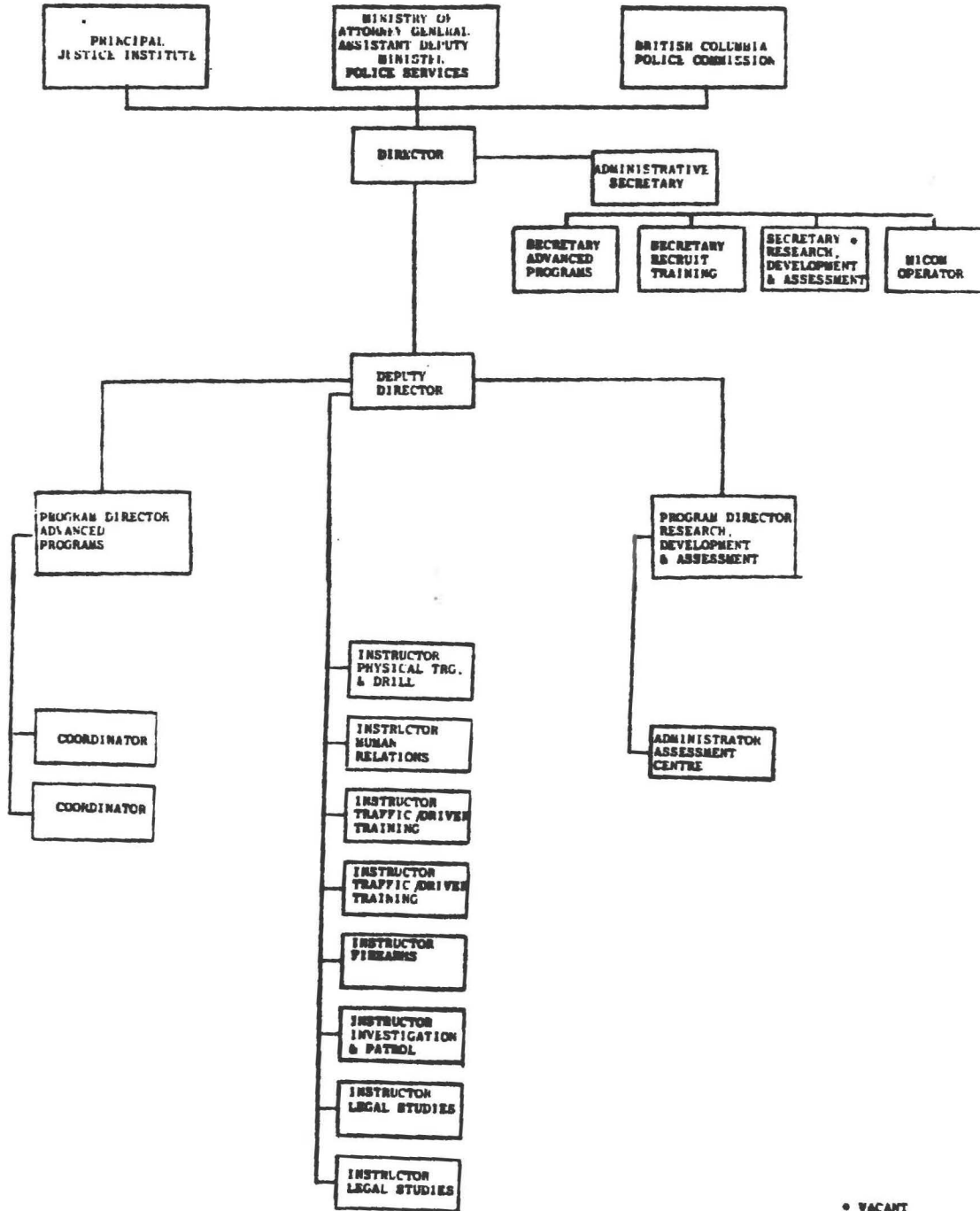
ORGANIZATIONAL CHART



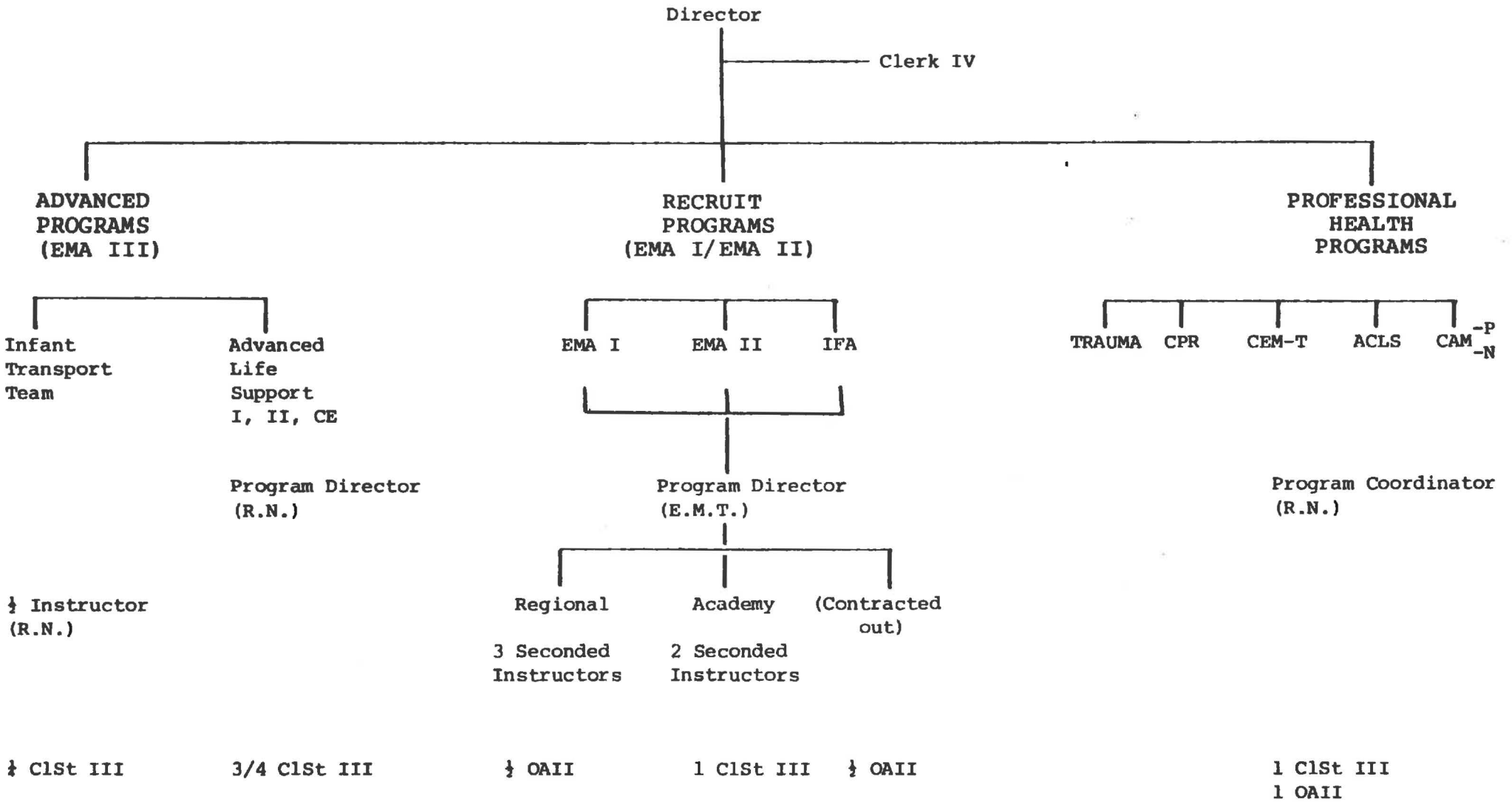
JUSTICE INSTITUTE OF BRITISH COLUMBIA

POLICE ACADEMY

ORGANIZATIONAL CHART



EMERGENCY HEALTH SERVICES ACADEMY



* 1/2 Clst III - paid by JIBC while waiting for transfer into EHSC payroll.

Positions funded By Operating Budget

5 Professional Staff

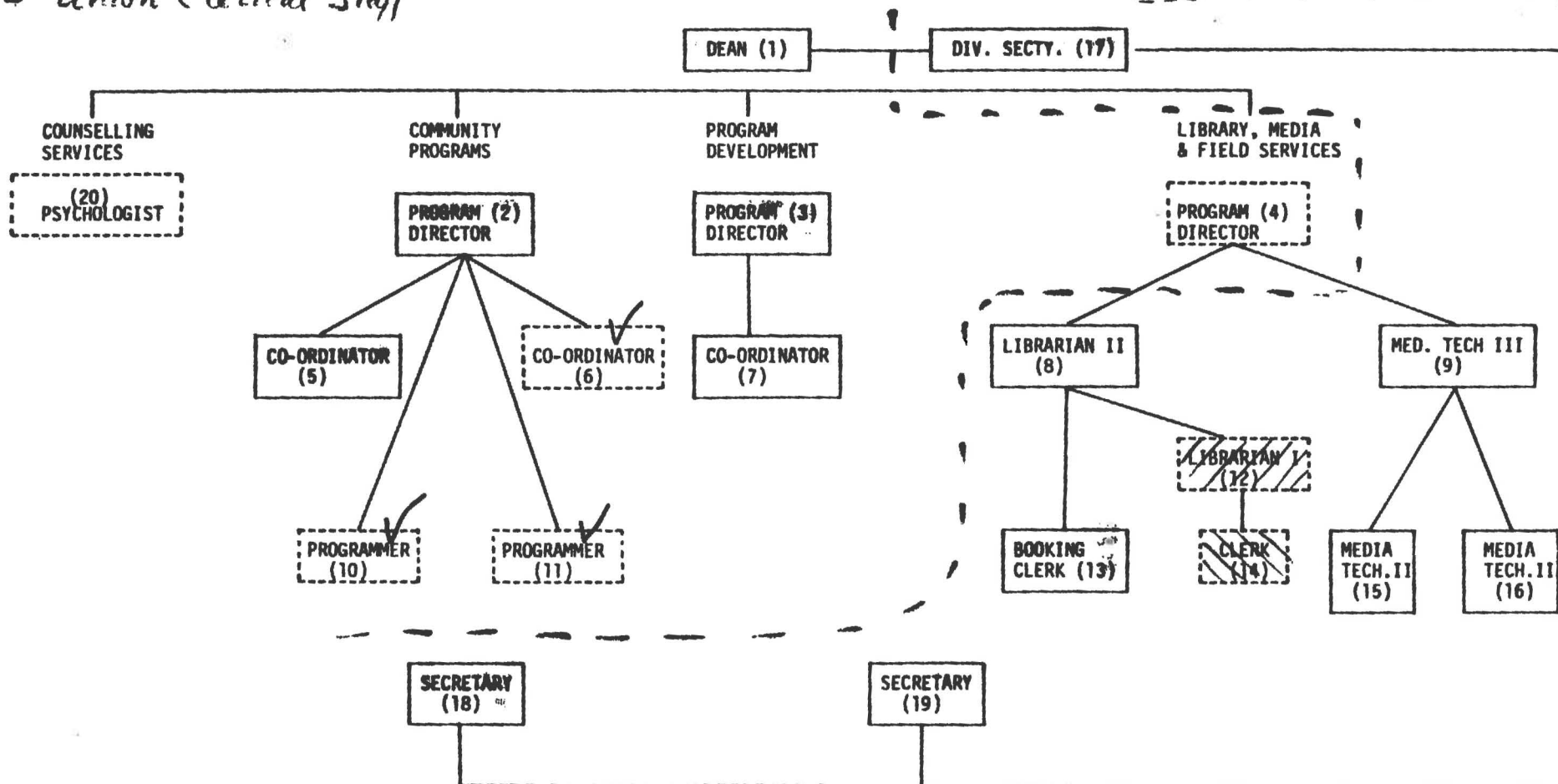
4 Union Support Staff

4 Union Clerical Staff

EDUCATIONAL SERVICES ORGANIZATIONAL CHART

APRIL 1, 1984

✓ 3 Professional Staff
 // 1 Union Support Staff
 // 1 Union Clerical Staff



POSITIONS FUNDED BY OPERATING BUDGET

- (1) Dean
- (2) Prog. Dir. Community Programs
- (3) Prog. Dir. Program Development
- (5) Co-ord. Community Programs Outreach
- (7) Co-ord. Program Development
- (8) JIBC Librarian

- (9) Media Technician (Productions)
- (13) Library Booking Clerk
- (15) Media Technician (Productions)
- (16) Media Technician (Inst. Supplies)
- (17) Divisional Secretary
- (18) Secretary Community Programs
- (19) Secretary Prog. Dev. & Library

POSITIONS FUNDED BY OTHER SOURCES

- (20) Psychologist - funded by contract exchange
- (4) Prog. Dir. Library, Media, Field Services
Responsibility taken by Dean Ed. Ser.
- (6) Co-ord. Community Programs Public Programs
Funded through fee for service programs
- (10) Women's Access Programmer - Funded by Min. of Ed. Grant
- (11) Crime Prevention & YOA Prog. - funded by Sol. Gen.
- (12) Field Services Librarian - funded by academic chargebacks
- (14) Field Services Clerk - funded by academic charge



MEMORANDUM

File

From: Dean Winram

Date: 3 May, 1983

Subject: Student Residence

D R A F T

Our File: _____

Your File: _____

1) Capital Costs:

Building (see notes hereunder)

	<u>2 Rooms / 1 Bathroom</u>	<u>1 Room / Separate Bathroom</u>
Building	\$680,000	\$850,000
Furnishings	58,000	58,000
Architect's fee at 7%	48,000	60,000
Contingencies	24,000	32,000
	<u>\$800,000</u>	<u>\$1,000,000</u>
	=====	=====

Notes:

a) Shared Bathroom

6,500 sq. ft. for rooms and stairs

1,500 sq. ft. for kitchenette/laundry

8,000 sq. ft

=====

b) Separate Bathroom

8,500 sq. ft. for rooms and stairs

1,500 sq. ft. for kitchenette/laundry

10,000 sq. ft.

=====

Construction costs based on architect's estimate of \$85.00 per sq. ft.

c) The feasibility of shared bathrooms vs. separate bathrooms has been explored in a very tentative sense with Cliff Andstein of the B.C.G.E.U. who indicated that he would consult with others on this subject and advise me in due course - at this time (28 April, 1983) no response has been received. However, when the subject of a student residence was broached a few years ago with various Unions, the concept of shared bathroom facilities was acceptable on the basis of single occupancy in each room - the whole question of residence design will be put through a User's Group of which the various Unions representing J.I. students will be represented.

2) Projected Operating Costs (assume shared bathroom model)

Amortization of mortgage - 12 3/4 % on \$800,000 - current three year mortgage rate (25 year amortization)	\$104,200
Housekeeping ^(a) (assume 1.5 housekeepers at \$15,000 per year to handle bedmaking, room cleanup, etc. for 32 units)	\$ 22,500
Heat, light, water, garbage	\$ 10,000
Laundry	\$ 4,600
Furniture replacement, repair	\$ 5,000
Building maintenance and repairs	\$ 1,000
Insurance	\$ 500
Caretaker ^(b) (live-in rent free)- provision allows for cash payment	\$ 12,000
Miscellaneous supplies, cleaning items, etc.	\$ 1,000
TOTAL	<u>\$160,800</u>

Notes:

a) this is probably a "high side" estimate; indeed it is possible that housekeeping could be paid for on a piecework basis given the fluctuating nature of residency occupancy.

b) this position, much the same as in conventional apt. buildings, would provide janitorial service to common areas, general supervisory activities, and general site supervision

- 3) Clerical Work Associated With the Residence (in/out bookings for Student Occupancy) - could likely be handled by existing staff using word processor department.
- 4) Development of "What If" Scenario

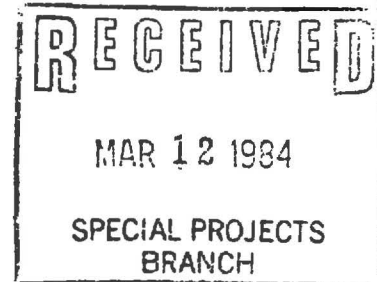
Brain.

Travel / Meals / Housing for 82-83
actual - \$ 658,651.⁰⁰



February 14th, 1984

Mr. Blaine McIntosh,
Co-ordinator,
Business and Office Training,
Post Secondary Department,
Ministry of Education,
Parliament Buildings,
Victoria, B.C.
V8V 2M4



Dear Mr. McIntosh,

Enclosed is the staff report that you requested regarding the possibility of all or some components of the Justice Institute programs transferring to Douglas College.

I must emphasize that this analysis is preliminary. It is based on information we have received from the Justice Institute. In spite of their most co-operative attitude, we are not able to provide definitive material at this time.

This analysis should be viewed as a first step. Further specific discussions must be held, in our opinion, with the contracting Ministries, before any final dispositions can be recommended. We will be happy to answer specific questions.

Your active participation in the development of this staff analysis is most appreciated. Your role was a critical one in allowing us to meet your request.

Yours sincerely,

A handwritten signature in black ink that reads 'William L. Day'. The signature is written in a cursive style with a large, sweeping 'D' at the end.
William L. Day
President

WLD:jrh
Enclosure

A PRELIMINARY STUDY OF THE IMPLICATIONS OF THE
TRANSFER OF JUSTICE INSTITUTE PROGRAMS TO DOUGLAS COLLEGE

In undertaking this requested staff analysis, inherent in our assumptions is the proviso that such activities will not result in any detriment to programs at Douglas College and its planned future.

The College task force charged with this responsibility has considered three alternate scenarios for Douglas College's participation vis-a-vis Justice Institute programs and personnel:

1. Landlord Status - whereby Justice Institute programs and personnel would occupy space at Douglas College as a separate and distinct entity.
2. Transfer of Responsibility - whereby Douglas College would undertake the responsibility for the present programs and personnel of the Justice Institute.
3. Transfer of Selected Components of Justice Institute Programs and Personnel - whereby Douglas College would assume responsibility for approximately two thirds of the existing operation.

There is no imperative at this time that we consider a final selection of programs. However, other imperatives such as the source(s) of funding and overall government expenditure will impinge on the final decision regarding Justice Institute programs and their organizational form.

A PRELIMINARY STUDY OF THE IMPLICATIONS OF THE
TRANSFER OF JUSTICE INSTITUTE PROGRAMS TO DOUGLAS COLLEGE

After considering the "landlord/tenant" scenario, we reject the notion. Our considered opinion is that without some measure of integration, potential cost savings to the province and the viability of Douglas College would be jeopardized. This position is consistent with past stances of the College regarding similar "landlord" proposals.

In considering the "Transfer of responsibility" alternative, the task force identified a major potential problem. A wholesale transfer of free standing programs from the Justice Institute would result in excessive duplication which would be detrimental to both Douglas and Justice Institute programs, and distinctly lessen the possibility of establishing economies of scale.

The task force considered the "transfer of selected program components and personnel" as the most reasonable alternative. For example, police, court services, fire, corrections and emergency health, could exist under the operational umbrella of Douglas College. Curriculum integration over time would be a reciprocal process, conditioned by funding sources and contractual arrangements. There exists a clear opportunity to provide many of the specific training courses in a continuing education format without creating additional administrative structures and subsequent incremental expenditures. Additionally, this option of integration would allow for the examination of the delivery of programs at alternative times in the college year, perhaps late spring and early summer. It further

PRELIMINARY STUDY OF THE IMPLICATIONS OF THE TRANSFER
OF JUSTICE INSTITUTE PROGRAMS TO DOUGLAS COLLEGE

enables the exploration of pre-employment training for selected programs. Consideration might be given to the provision of the components of programs by other colleges. The question of specialized space cannot be addressed until selected programs are known. The problem of physical plant availability and utilization is obvious. The existing configuration of space and its utilization in no way entertains the establishment of a large number of new distinct program areas without extensive alterations to a recently completed facility. We estimate that up to fourteen administrative offices, twenty-one general office spaces and eighteen shared faculty offices would be required. This would be possible. However, programs transferring would have to integrate with a shared timetable of space use.

In considering the financial ramifications to Douglas College if the transfer of selected program components and personnel alternative is chosen, the following preliminary estimates would apply. These estimates are based on the total present Justice Institute complement of programs, since those ultimately selected are not known.

Functions 1, 5 and 6 will be in direct relation to the contract requirements of the Ministries of the Attorney General and Health, etc. In terms of functions 7, 8, 9 and 10, an additional \$800,000 would be required (perhaps included in contract costs), plus one-time only funding for capital and moving expenses of \$207,000.

A PRELIMINARY STUDY OF THE IMPLICATIONS OF THE TRANSFER
OF JUSTICE INSTITUTE PROGRAMS TO DOUGLAS COLLEGE

Function 7	(Library and A/V)	\$195,000*
Function 8	(Admissions/Counselling)	132,000*
Function 9	(Administration/Services)	180,000
Function 10	(Facilities)	195,000
Printing Costs (over all functions 1 - 10)		80,000
Debt Services (leases)		18,000
		<u>800,000</u>

Other Costs (one time only):

Operating (moving expenses)	35,000
Capital: - additional PBX equipment	87,000
- office partitioning	85,000
	<u>207,000</u>

* Currently, unique functions are required to service Attorney General and Health Ministries. These sums may, therefore, be changed to reflect only marginal costs to Douglas.

Inherent in the preliminary estimate is the relocation of existing furniture, equipment and Library/A.V. to Douglas College from the Justice Institute. The question remains of all expenditures being negotiated as part of the Function 1, 5 and 6 contracts.

THE JUSTICE INSTITUTE (Attorney General)
ACCOMMODATION OPTIONS

1984 03 20

Prepared by:

W. Robertson, Client Services
R. Spear, Project Management
A. Stott, Space Management

PCS84/SM/H1

RECOMMENDATIONS

In view of the significant economics that would be realized, it is recommended that the Ministry of the Attorney General evaluate the political implications of relocating the Justice Institute from the existing Jericho Hill site. The least cost alternative envisages a future location for the facility in a surplus institutional building, possibly at Riverview. Discussions with the Ministry of Health should be undertaken to determine the availability of particular buildings.

The viability of the suggested relocation to Riverview is totally dependent upon the Province's ability to obtain market value in a sale of approximately one half of the existing 15.5 ha (38 acre) Jericho Hill site now occupied by the Justice Institute. In view of the Ministry of Education's firm requirement for continuation of the School for the Deaf at the Jericho Hill location, the suggested alternative proposes reconstruction of the gymnasium and cafeteria on the half of the property that would be retained for this purpose. The cost ramifications of this minor reconstruction would require further discussion between the Corporation and the Ministries of the Attorney General and Education.

2. INTRODUCTION

This study has been undertaken to demonstrate, under the assumption that a separate facility for the Justice Institute program in its current size continues to be required, the possible facility options available to the Ministry. The capital costs shown are of broad, order of magnitude accuracy and are intended to be used as a guide to identifying the most economical solution to the Province under this assumption. Further study would be required to provide firm construction estimates and land acquisition or disposal values. In the event that the Justice Institute occupies current Corporate space that could not be subdivided because of its location within a complex, and hence sold, a rent would have to be determined based on the cost of comparable accommodation and charged to the Justice Institute.

It should also be noted that one of the alternatives studied, Nurses Home #11 of Riverview, currently forms part of the Ministry of Health's inventory and consequently, the rent for these premises is being paid by the Ministry. Any plans for an alternate use, therefore, would be contrary to the Ministry's present plans and would therefore require agreement from the Ministry. In addition, there are other vacant facilities in the Essondale Complex which have not been investigated but which may offer suitable alternatives.

2. INTRODUCTION (cont'd)

This study specifically excludes alternatives which contemplate the relocation of the School for the Deaf, in view of the Ministry of Education's firm plan to remain at the Jericho Hill site. In the event that the Ministry of the Attorney General decides to pursue actively an alternate location for the Justice Institute, a separate discussion on the possibility of a sale of the total site with the Corporation and the Ministry of Health would be worthwhile.

Finally, no attempt has been made to verify or seek alternatives to any of the functions, and therefore program requirements of both the School for the Deaf and the Justice Institute. In other words, existing functions have simply been duplicated in proposed alternatives rather than their utility being questioned. For example, alternate means of providing food services and recreational facilities for the Justice Institute have not been investigated.

3. BACKGROUND

The property at 4125 W. 8th Avenue, Vancouver (Jericho Hill) was, until 1979, occupied solely by the School for the Deaf and Blind. Since 1979, the Justice Institute has occupied approximately half the property. In accordance with Ministry of Education policy, plans were formulated to subdivide the property in two portions, so that the Justice Institute, which has college status, would be able to take title to the property it occupies.

The entire property, comprising 15.5 ha and several buildings, is valued in excess of \$16 million. The Justice Institute, appears not to have a functional requirement for this particular site, which has amenities such as outstanding views and proximity to a beach. The current development of the property is substantially below its best economic use.

In July of 1983, the Ministry of Education asked the Corporation to withhold the planned transfer of approximately half of the property to the Justice Institute. The Ministry of Attorney General, which is now responsible for the Justice Institute is currently looking at various options relating to the delivery of services by the Justice Institute. As part of these plans, the Attorney General has requested B.C.B.C. to examine accommodation options for the Institute.

The Justice Institute provides training for police, paramedics, firefighters, corrections officers, sheriffs and court registry staff, from basic to advanced levels. It also provides evening classes to the community in justice-related topics. Approximately 85% of the students last year were from the lower mainland.

3. BACKGROUND (cont'd)

A summary of the program and accommodation requirements of the Institute and the School, and details concerning the property at 4125 W. 8th, are included as appendices to this report.

4. ACCOMMODATION OPTIONS

Four basic accommodation options have been formulated, the estimated costs of which have been determined based on Order of Magnitude.

- A. Relocate the Justice Institute to the former Motor Vehicle Testing Station at 4705 Wayburne, Burnaby.
- B. Relocate the Justice Institute to the Riverview complex.
- C. Relocate the Justice Institute to new Premises in Surrey or Richmond.
- D. Retain the Justice Institute at Jericho Hill.
- A. Relocate the Justice Institute to 4705 Wayburne, Burnaby

A.1 Description

Under this alternative, the new accommodation for the Justice Institute would be the former Motor Vehicle Inspection Station property at 4705 Wayburne, Burnaby. This location is adjacent to the B.C.I.T. campus on Willingdon Avenue.

The existing inspection station buildings would be substantially altered and added to, to suit the Institute's requirements. Residential accommodation nearby would also be provided.

The Justice Institute's current portion of the property at 4125 W. 8th, Vancouver would be sold once the Institute had vacated it. This sale would require a subdivision, and provision of replacement cafeteria and gymnasium facilities for the School for the Deaf. Also, since the School would be remaining at 4125 W. 8th, the improvements already identified as required at that site for the School's other buildings would be carried out as part of this alternative.

4. ACCOMMODATION OPTIONS

A.2 Advantages

Disposal of surplus property at 4125 W. 8th, approximately valued at \$8 million.

Provision of a location to the Justice Institute with total travel time for students similar to that now experienced at Jericho.

Provision to the Justice Institute of a location adjacent to the academic infrastructure of the Willingdon Complex, thus encouraging joint use of facilities.

Property adjacent to 4705 Wayburne, now owned by I.C.B.C., could provide for future expansion of the Justice Institute if necessary.

A.3 Estimated Costs

The following are the estimated capital costs associated with the projects to be carried out and the assets to be allocated under this alternative.

<u>ITEM</u>	<u>CAPITAL COST (\$)</u>
Construction at 4125 W. 8th	
- Upgrading Existing Buildings including provision of Cafeteria	\$ 1,820,000
- Replacement of Gym	\$ 500,000
Property to be Occupied by the Justice Institute at 4705 Wayburne	\$ 3,000,000
Construction at 4705 Wayburne	\$ 1,755,000
Provision of Dormitories	\$ 500,000
TOTAL	\$ 7,575,000

B. Justice Institute to 500 Lougheed, Coquitlam.

B.1 Description

The new accommodation for the Justice Institute could be the former Nurses Home 11 at 500 Lougheed, Coquitlam, or other suitable buildings within the Riverview complex.

The buildings used would be altered as required to suit the Institute's requirements. Residential accommodation would be provided on site.

4. ACCOMMODATION OPTIONS

B. Justice Institute to 500 Lougheed, Coquitlam.

B.1 Description (cont'd)

The Justice Institute's current portion of the property at 4125 W. 8th, Vancouver would be sold once the Institute had vacated it. This sale would require a subdivision, and provision of replacement cafeteria and gymnasium facilities for the School for the Deaf. Also, since the school would be remaining at 4125 W. 8th, the improvements already identified as required at that site for the School's other buildings would be carried out as part of this alternative.

B.2 Advantages

Disposal of surplus property at 4125 W. 8th, approximately valued at \$8 million.

Provision to the Justice Institute of a location in the Lower Mainland.

Provision to the Justice Institute of a location already within B.C.B.C.'s portfolio, which it would be difficult to dispose of separately from the rest of the complex in which it is found.

B.3 Estimated Costs

The following are the estimated capital costs associated with the projects to be carried out and the assets to be allocated under this alternative.

<u>ITEM</u>	<u>CAPITAL COST (\$)</u>
Construction at 4125 W. 8th	
- Upgrading Existing Buildings including provision of Cafeteria	\$ 1,820,000
- Replacement of Gym	\$ 500,000
Property to be Occupied by the Justice Institute at 500 Coquitlam	\$ 600,000
Construction at 500 Coquitlam	\$ 780,000
TOTAL	<u>\$ 3,700,000</u>

4. ACCOMMODATION OPTIONS

C. Justice Institute to Acquire Premises in Surrey or Richmond

C.1 Description

The new accommodation for the Justice Institute would be in premises acquired or constructed by B.C.B.C. in Surrey or Richmond.

The Justice Institute's current portion of the property at 4125 W. 8th, Vancouver would be sold once the Institute had vacated it. This sale would require a subdivision, and provision of replacement cafeteria and gymnasium facilities for the School for the Deaf. Also, since the School would be remaining at 4125 W. 8th, the improvements already identified as required at that site for the School's other buildings would be carried out as part of this alternative.

C.2 Advantages

Disposal of surplus property at 4125 W. 8th, approximately valued at \$8 million.

Provision of a location to the Justice Institute with total travel time for students similar to that now experienced at Jericho.

C.3 Estimated Costs

The following are the estimated capital costs associated with the projects to be carried out and the assets to be allocated under this alternative.

<u>ITEM</u>	<u>CAPITAL COST (\$)</u>
Construction at 4125 W. 8th	
- Upgrading Existing Buildings including provision of cafeteria	\$ 1,820,000
- Replacement of Gym	\$ 500,000
Property to be Occupied by the Justice Institute in Surrey/Richmond	\$ 1,600,000
Construction in Surrey/Richmond	<u>\$ 7,150,000</u>
TOTAL	<u><u>\$11,070,000</u></u>

ACCOMMODATION OPTIONS

D. Justice Institute Remains at Jericho Hill

D.1 Description

The Justice Institute would remain, under this alternative, at 4125 W. 8th. The property would be subdivided, to allow the Justice Institute to take ownership of its portion.

For this alternative to be comparable to the others, costs have been included for the upgrading of facilities for both the Justice Institute and the School for the Deaf.

D.2 Advantages

1. Disruption of the operations of both establishments would be minimized, through retention of current locations.
2. Negative political reaction to the pursuit of more economic uses for the land now occupied by the Justice Institute would be avoided.

D.3 Estimated Costs

The following are the estimated capital costs associated with the projects to be carried out and the assets to be allocated under this alternative.

<u>ITEM</u>	<u>CAPITAL COST (\$)</u>
Property to be occupied by the Justice Institute at 4125W. 8th	\$ 8,000,000
Upgrading Existing Buildings	<u>\$ 1,695,000</u>
 TOTAL	 <u>\$ 9,695,000</u>

5. COMPARISON OF ALTERNATIVES

Table 1 summarizes the capital costs of the accommodation options. This table shows that retention of the Justice Institute at 4125 West 8th is one of the more expensive alternatives for government. Although relocating these establishments would cause undesirable disruption to them, the result would be accommodation of their operations in more appropriately designed and laid-out facilities than at present, at a considerably smaller net investment. At a time when both establishments require upgrading to their current facilities, such a move certainly bears consideration.

5. COMPARISON OF ALTERNATIVES (cont'd)

Under the most favourable alternative, B, there would be a net saving of capital by Government of some \$6.7 million over the current situation.

Alternatives A and B involve relocating the Justice Institute to other properties held by B.C.B.C. which are currently vacant. In the case of 4705 Wayburne, it would be possible for the Corporation to either sell or redeploy the property if it were not so used. However, the building at 500 Lougheed proposed for use is in the centre of a large holding, and could not readily be separated for sale. It is therefore particularly desirable to use this property, either for the Justice Institute or for the training school currently planned by the Ministry of Health, as otherwise it is likely to remain vacant for some time.

The alternatives in Options A, B, and C all involve the spending of \$2.3 million on works at 4125 W. 8th. These include replacing facilities which already exist on the site but which will be part of the property sold owing to their location, and upgrading currently obsolete facilities. This capital expenditure would be saved if the facility were relocated, and forms part of the economic advantage of options A or B.

CAPITAL COSTS OF ACCOMMODATION OPTIONS (1984 \$)

Options \ Property	A.	B.	C.	D.
	Move to 4705 Wayburne	Move to 500 Lougheed	Move to Surrey/Richmond	Remain at 4125 W. 8th
4125 W. 8th				
-Justice Institute				
-Property				8,000,000
-Construction				590,000
-Deaf School				
-Construction				
-Upgrade	1,820,000	1,820,000	1,820,000	1,105,000
-New Gym	500,000	500,000	500,000	
500 Lougheed				
-Property		600,000		
-Construction		780,000		
4705 Wayburne				
-Property	3,000,000			
-Construction	1,755,000			
-Dormitories	500,000			
Acquisition				
-Land			1,600,000	
-Construction			7,150,000	
Total Capital	7,575,000	3,700,000	11,070,000	9,695,000
Increment over Lowest Cost	3,875,000	0	7,370,000	5,995,000

JUSTICE INSTITUTE PROGRAM/OPTION COMPARISON SUMMARY

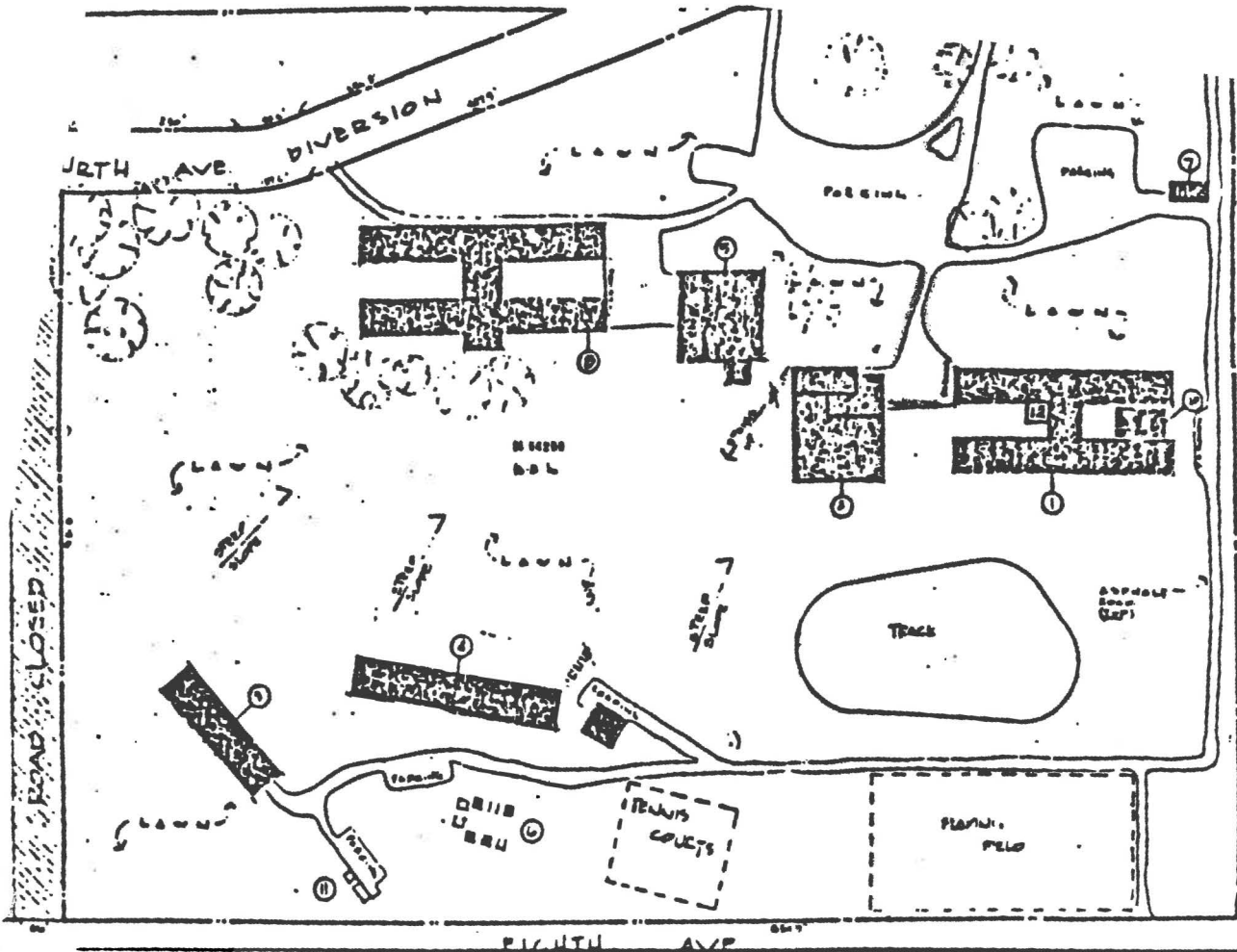
Program Requirements	Description	Units	Number	Area (m2/unit)	Options	1.	2.	3.
					Area (m2 usable)	Area (m2 rentable)	Area (m2 rentable)	Area (m2 rentable)
					4705	500	Surrey/	
					Mayburne	Lougheed	Richmond	
1. Administration and Service								
1.1. Kitchen and Cafeteria	Seats	100	2.5	250	240	250		a
1.2. Staff, Open Area	Employees	60	10.0	600	250	550		s
1.3. Staff, Enclosed Area	Employees	50	12.0	600	270	640		
2. Teaching and Training								
Indoor								
2.1. Classrooms (25 students)	Rooms	6			480			r
2.2. Classrooms (15 students)	Rooms	6		500	140	820		e
2.3. Indoor Training Room		1	200.0	200	250	320		d
2.4. Weight Lifting Room		1	80.0	80	90	50		
2.5. Lockers and Showers		1	50.0	50	70	250		
2.6. Lecture Hall	Seats	160	1.5	240	250	300		
2.7. Fire Arms Range	Stations	16	39.0	624	0	90		
2.7. Library		1	100.0	100	90	90		
2.8. Media Centre		1	100.0	100	90			
Outdoor								
2.9. Drill Deck		1	1000.0	1,000	1,000	1,000		
2.10. Playing Field and Track		1	6400.0	6,400	BCIT	6,400		
2.11. Outdoor Firing Range		1	#####	#####	####	####		####
2.12. Open Space for Simulation		1	2000.0	2,000	?	?		
2.13. Burn Site for Fire Training		1	#####	#####	####	####		####
2.14. Parking	Vehicles	300	25.0	7,500	7,500	7,500		
2.15. Driver Training Range		1	#####	#####	####	####		####
2.16. Swimming Pool		1	#####	#####	YDC	W'lands		####
3. Residential								
3.1. Sleeping Accommodation	Beds	40	20.0	800	800	900		
Total of Space in Buildings								
Total Area (m2 usable)				4,144				
Mark-up, usable to rentable, @ 30%				1,243				
Total Area (m2 rentable)				5,387	3,040	4,260	5,387	

indicates a requirement to be met off-site

SCHOOL FOR THE DEAF ACCOMMODATION REQUIREMENTS SUMMARY

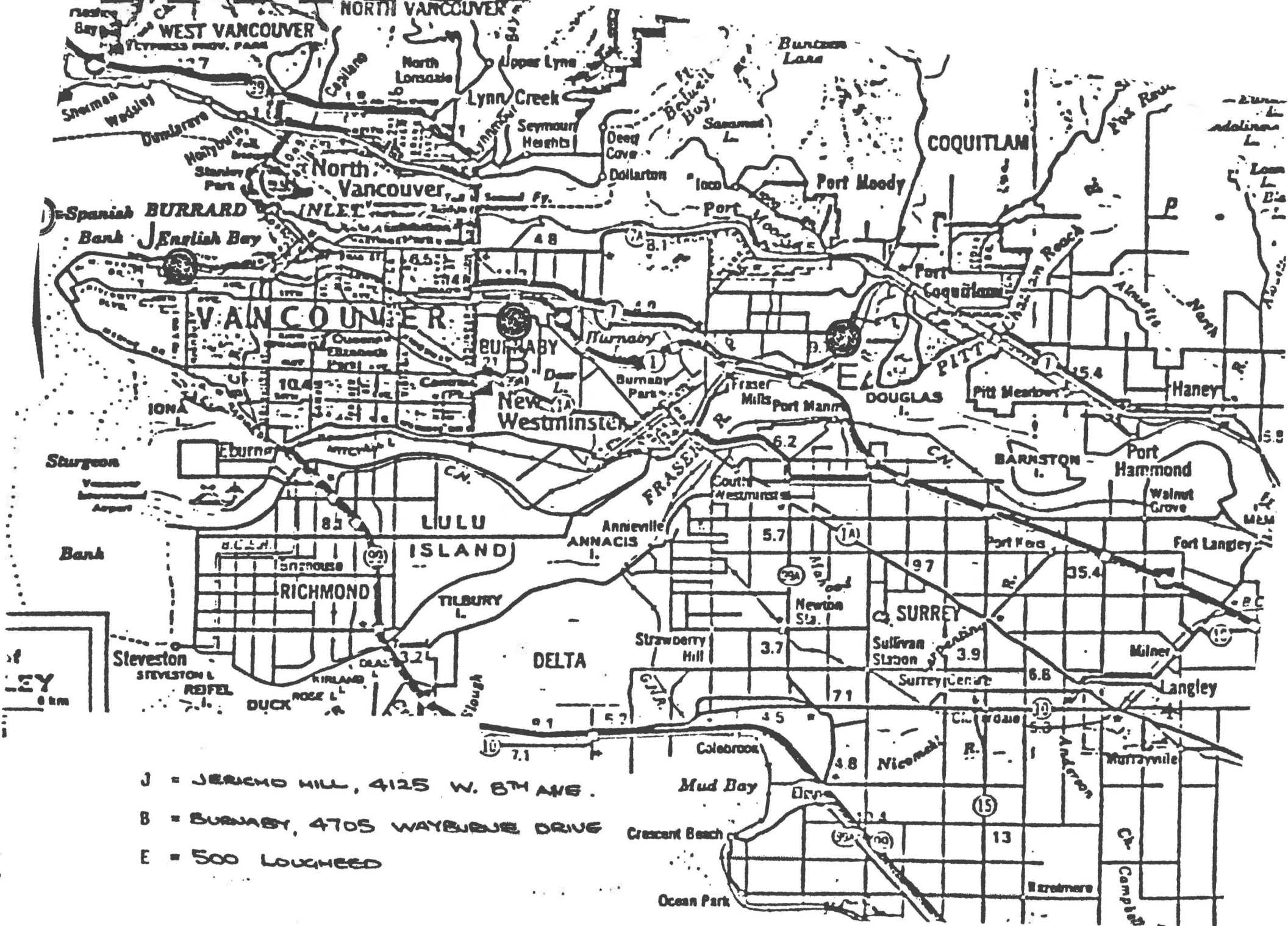
Program Requirements

Description	Area (m2 rentable)
1. Administration and Service	
1.1. Food Services	340
1.2. Staff	2,000
1.3. Health Services	200
2. Teaching and Training	
2.1. Classrooms (170 students)	3,000
2.2. Gynasium	560
3. Residential	
3.1. Living Accommodation	1,400
Total	7,500

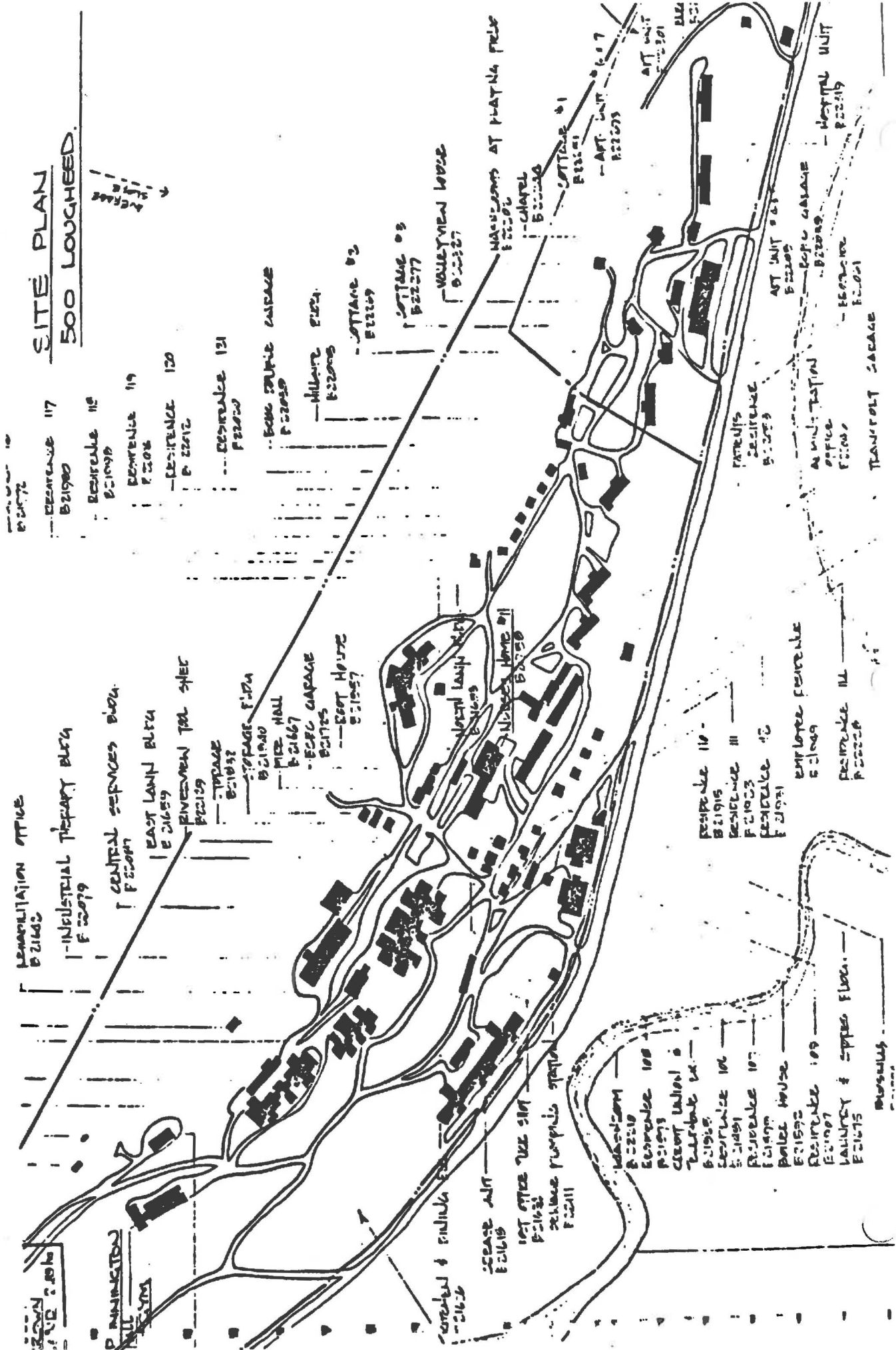


4125 W. 8th Avenue

Bldg. No.	Building Name	Area	Occupant
1	Blake Hall	3628 m ² and 340 m ² basement	Justice Institute
2	Recreation Unit	2213 m ²	Justice Institute (shared)
3	Tyler Building	1692 m ² and 846 m ² basement	School for the Deaf
4	McDonald Hall	3884 m ² and 2105 m ² basement	School for the Deaf
5	Cafeteria & Infirmary	1552 m ² and 1478 m ² basement	Justice Institute (shared)
6	Greenhouses	69 m ²	School for the Deaf
7	Former Heating Plant	144 m ²	Justice Institute
8	Lawrence Hall	2866 m ² and 456 m ² basement	Justice Institute
9	Equipment Shed		Justice Institute
10	Covered assembly area	312 m ²	Justice Institute
12	Auditorium	287 m ²	Justice Institute



SITE PLAN
500 LOUGHEED.



REGULATION OFFICE
B2162

INDUSTRIAL THERAPY BLDG
F2279

CENTRAL SERVICES BLDG.
F2107

EAST LAMB BLDG
B2159

RIVERSIDE TOOL SHED
F2129

STORAGE BLDG
B2190

PIER HALL
B2167

ECCO GARAGE
B2187

ECCO HOUSE
B2187

VALLEYVIEW HOUSE
B2227

MANAGEMENTS AT PLATING FLDG
B2227

CHapel
B2227

OFFICE BLDG
B2227

ART UNIT
B2227

HOSPITAL UNIT
B2227

TRANSPORT GARAGE
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EMPLOYEE SERVICES
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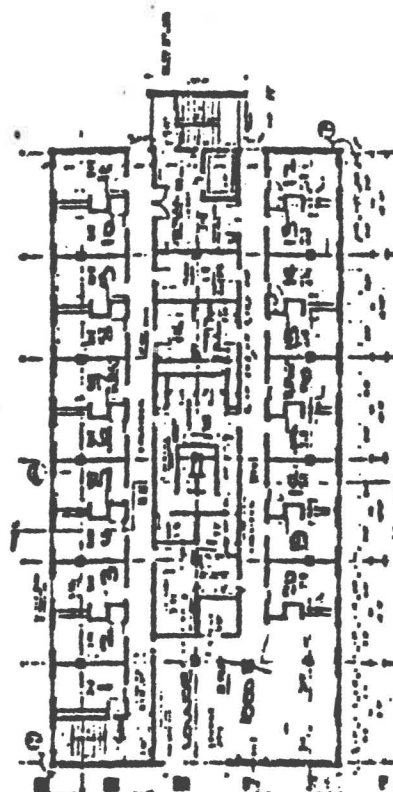
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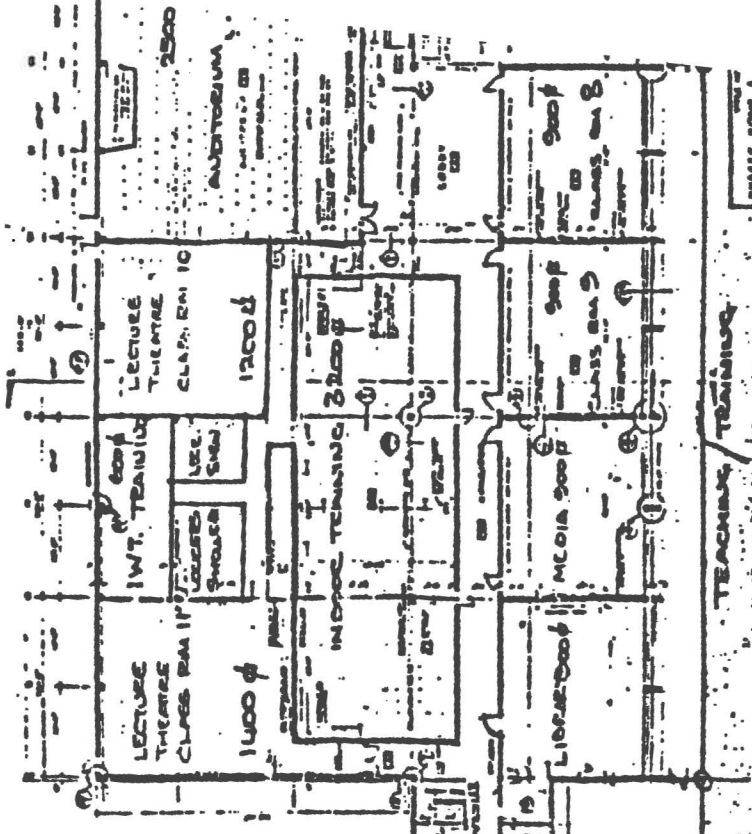
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1000 3rd FLOOR PRIVATE SLEEPING ROOMS 40 ROOMS



TEACHING / TRAINING

ADMIN OFFICES

RECEPTION / FOOD SERVICES

GROUND FLOOR PLAN 500 WORKERS

GENERAL INFORMATION		SCALE	
DATE	DESIGNER	SCALE	DATE
PROJECT	CHECKER	1:100	1950
CLIENT	APPROVED	1:200	
LOCATION		1:500	

2) **CAMOSUN COLLEGE - VICTORIA**

The college offers a four semester (two year) Criminology Diploma program which is transferable to Simon Fraser University and to the Universities of Regina and Ottawa.

3) **COLLEGE OF NEW CALEDONIA - PRINCE GEORGE**

This certificate program is designed to provide pre-employment training as well as upgrading opportunities for those people already in the field. In addition, the program provides transfer credits to Simon Fraser University. The student takes courses offered by the College of New Caledonia as well as Simon Fraser University courses offered through that University's Direct Independent Study Courses (DISC) program.

4) **DOUGLAS COLLEGE - NEW WESTMINSTER**

Douglas College has two related justice programs. One is a career-oriented program in Criminal Justice while the other is a university transfer program in criminology (some courses are common to both programs).

a) **Career Program**

The college offers a one year certificate and a two year diploma in Criminal Justice - Law Enforcement as well as similar certificates and diplomas in the Corrections field.

b) **A Diploma of Associate in Criminology**

The program has transfer credits to the Simon Fraser University program. This program would no doubt be transferred to other universities as required.

5) FRASER VALLEY COLLEGE

A two year Diploma in Criminology is offered with transfer credits to the program at Simon Fraser University.

6) KWANTLEN COLLEGE

The format of the offering is similar in design to that of Douglas College. Please see the description offered there.

7) VANCOUVER COMMUNITY COLLEGE (LANGARA)

- a) Vancouver Vocation College offers a five term (20 month continuous) certificate program in Court Reporting. The program trains in the skills and duties of verbatim machine shorthand for court reporting. The program gives a basic knowledge of the Canadian judicial system with special emphasis on British Columbia court procedures and functions.
- b) Criminal Justice Program - A four term diploma program designed to provide specialized and general education courses for those intending to proceed to a career in police service, correction service, industrial security, and protective services organizations.
- c) Security Officer Training (Vancouver Vocational Institute) - This 90 hour certificate program is intended for people who plan employment in the security industry. The program emphasizes the practical aspects of security officer training.



MEMORANDUM

File From: Dean WinramDate: 3 May, 1983Subject: Student ResidenceD R A F T

Our File: _____

Your File: _____

1) Capital Costs:Building (see notes hereunder)2 Rooms / 1 Bathroom1 Room / Separate Bathroom

Building \$680,000

\$850,000

Furnishings 58,000

58,000

Architect's 48,000
fee at 7%

60,000

Contingencies 24,000

32,000

\$800,000
=====\$1,000,000
=====Notes:a) Shared Bathroom

6,500 sq. ft. for rooms and stairs

1,500 sq. ft. for kitchenette/laundry8,000 sq. ft.
=====b) Separate Bathroom

8,500 sq. ft. for rooms and stairs

1,500 sq. ft. for kitchenette/laundry10,000 sq. ft.
=====

Construction costs based on architect's estimate of \$85.00 per sq. ft.

The feasibility of shared bathrooms vs. separate batherooms has been explored in a very tentative sense with Cliff Andstein of the B.C.G.E.U. who indicated that he would consult with others on this subject and advise me in due course - at this time (28 April, 1983) no response has been received. However, when the subject of a student residence was broached a few years ago with various Unions, the concept of shared bathroom facilities was acceptable on the basis of single occupancy in each room - the whole question of residence design will be put through a User's Group of which the various Unions representing J.I. students will be represented.

2) Projected Operating Costs (assume shared bathroom model)

Amortization of mortgage - 12 3/4 % on \$800,000 - current three year mortgage rate (25 year amortization)	\$104,200
Housekeeping ^(a) (assume 1.5 housekeepers at \$15,000 per year to handle bedmaking, room cleanup, etc. for 32 units)	\$ 22,500
Heat, light, water, garbage	\$ 10,000
Laundry	\$ 4,600
Furniture replacement, repair	\$ 5,000
Building maintenance and repairs	\$ 1,000
Insurance	\$ 500
Caretaker ^(b) (live-in rent free)- provision allows for cash payment	\$ 12,000
Miscellaneous supplies, cleaning items, etc.	\$ 1,000
TOTAL	<u>\$160,800</u>

Notes:

- a) this is probably a "high side" estimate; indeed it is possible that housekeeping could be paid for on a piecework basis given the fluctuating nature of residency occupancy.
- b) this position, much the same as in conventional apt. buildings, would provide janitorial service to common areas, general supervisory duties, and general site supervision

3) Clerical Work Associated With the Residence (in/out bookings for Student Occupancy) - could likely be handled by existing staff using word processor department.

4) Development of "What If" Scenario

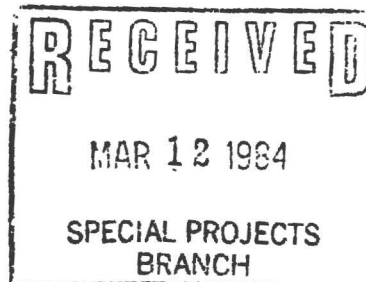
Brain.

Travel / Meals / Housing for 82-83
actual - \$ 658,651.⁰⁰



February 14th, 1984

Mr. Blaine McIntosh,
Co-ordinator,
Business and Office Training,
Post Secondary Department,
Ministry of Education,
Parliament Buildings,
Victoria, B.C.
V8V 2M4



Dear Mr. McIntosh,

Enclosed is the staff report that you requested regarding the possibility of all or some components of the Justice Institute programs transferring to Douglas College.

I must emphasize that this analysis is preliminary. It is based on information we have received from the Justice Institute. In spite of their most co-operative attitude, we are not able to provide definitive material at this time.

This analysis should be viewed as a first step. Further specific discussions must be held, in our opinion, with the contracting Ministries, before any final dispositions can be recommended. We will be happy to answer specific questions.

Your active participation in the development of this staff analysis is most appreciated. Your role was a critical one in allowing us to meet your request.

Yours sincerely,

A handwritten signature in cursive script that reads 'William L. Day'.

William L. Day
President

WLD:jrh
Enclosure

A PRELIMINARY STUDY OF THE IMPLICATIONS OF THE
TRANSFER OF JUSTICE INSTITUTE PROGRAMS TO DOUGLAS COLLEGE

In undertaking this requested staff analysis, inherent in our assumptions is the proviso that such activities will not result in any detriment to programs at Douglas College and its planned future.

The College task force charged with this responsibility has considered three alternate scenarios for Douglas College's participation vis-a-vis Justice Institute programs and personnel:

1. Landlord Status - whereby Justice Institute programs and personnel would occupy space at Douglas College as a separate and distinct entity.
2. Transfer of Responsibility - whereby Douglas College would undertake the responsibility for the present programs and personnel of the Justice Institute.
3. Transfer of Selected Components of Justice Institute Programs and Personnel - whereby Douglas College would assume responsibility for approximately two thirds of the existing operation.

There is no imperative at this time that we consider a final selection of programs. However, other imperatives such as the source(s) of funding and overall government expenditure will impinge on the final decision regarding Justice Institute programs and their organizational form.

A PRELIMINARY STUDY OF THE IMPLICATIONS OF THE
TRANSFER OF JUSTICE INSTITUTE PROGRAMS TO DOUGLAS COLLEGE

After considering the "landlord/tenant" scenario, we reject the notion. Our considered opinion is that without some measure of integration, potential cost savings to the province and the viability of Douglas College would be jeopardized. This position is consistent with past stances of the College regarding similar "landlord" proposals.

In considering the "Transfer of responsibility" alternative, the task force identified a major potential problem. A wholesale transfer of free standing programs from the Justice Institute would result in excessive duplication which would be detrimental to both Douglas and Justice Institute programs, and distinctly lessen the possibility of establishing economies of scale.

The task force considered the "transfer of selected program components and personnel" as the most reasonable alternative. For example, police, court services, fire, corrections and emergency health, could exist under the operational umbrella of Douglas College. Curriculum integration over time would be a reciprocal process, conditioned by funding sources and contractual arrangements. There exists a clear opportunity to provide many of the specific training courses in a continuing education format without creating additional administrative structures and subsequent incremental expenditures. Additionally, this option of integration would allow for the examination of the delivery of programs at alternative times in the college year, perhaps late spring and early summer. It further

PRELIMINARY STUDY OF THE IMPLICATIONS OF THE TRANSFER
OF JUSTICE INSTITUTE PROGRAMS TO DOUGLAS COLLEGE

enables the exploration of pre-employment training for selected programs. Consideration might be given to the provision of the components of programs by other colleges. The question of specialized space cannot be addressed until selected programs are known. The problem of physical plant availability and utilization is obvious. The existing configuration of space and its utilization in no way entertains the establishment of a large number of new distinct program areas without extensive alterations to a recently completed facility. We estimate that up to fourteen administrative offices, twenty-one general office spaces and eighteen shared faculty offices would be required. This would be possible. However, programs transferring would have to integrate with a shared timetable of space use.

In considering the financial ramifications to Douglas College if the transfer of selected program components and personnel alternative is chosen, the following preliminary estimates would apply. These estimates are based on the total present Justice Institute complement of programs, since those ultimately selected are not known.

Functions 1, 5 and 6 will be in direct relation to the contract requirements of the Ministries of the Attorney General and Health, etc. In terms of functions 7, 8, 9 and 10, an additional \$800,000 would be required (perhaps included in contract costs), plus one-time only funding for capital and moving expenses of \$207,000.

PRELIMINARY STUDY OF THE IMPLICATIONS OF THE TRANSFER
JUSTICE INSTITUTE PROGRAMS TO DOUGLAS COLLEGE

Function 7	(Library and A/V)	\$195,000*
Function 8	(Admissions/Counselling)	132,000*
Function 9	(Administration/Services)	180,000
Function 10	(Facilities)	195,000
Printing Costs	(over all functions 1 - 10)	80,000
Debt Services	(leases)	<u>18,000</u>
		\$800,000

Other Costs (one time only):

Operating (moving expenses)	35,000
Capital: - additional PBX equipment	87,000
- office partitioning	<u>85,000</u>
	\$207,000

* Currently, unique functions are required to service Attorney General and Health Ministries. These sums may, therefore, be changed to reflect only marginal costs to Douglas.

Inherent in the preliminary estimate is the relocation of existing furniture, equipment and Library/A.V. to Douglas College from the Justice Institute. The question remains of all expenditures being negotiated as part of the Function 1, 5 and 6 contracts.

THE JUSTICE INSTITUTE (Attorney General)
ACCOMMODATION OPTIONS

1984 03 20

Prepared by:

W. Robertson, Client Services
R. Spear, Project Management
A. Stott, Space Management

PCS84/SM/H1

RECOMMENDATIONS

In view of the significant economics that would be realized, it is recommended that the Ministry of the Attorney General evaluate the political implications of relocating the Justice Institute from the existing Jericho Hill site. The least cost alternative envisages a future location for the facility in a surplus institutional building, possibly at Riverview. Discussions with the Ministry of Health should be undertaken to determine the availability of particular buildings.

The viability of the suggested relocation to Riverview is totally dependent upon the Province's ability to obtain market value in a sale of approximately one half of the existing 15.5 ha (38 acre) Jericho Hill site now occupied by the Justice Institute. In view of the Ministry of Education's firm requirement for continuation of the School for the Deaf at the Jericho Hill location, the suggested alternative proposes reconstruction of the gymnasium and cafeteria on the half of the property that would be retained for this purpose. The cost ramifications of this minor reconstruction would require further discussion between the Corporation and the Ministries of the Attorney General and Education.

2. INTRODUCTION

This study has been undertaken to demonstrate, under the assumption that a separate facility for the Justice Institute program in its current size continues to be required, the possible facility options available to the Ministry. The capital costs shown are of broad, order of magnitude accuracy and are intended to be used as a guide to identifying the most economical solution to the Province under this assumption. Further study would be required to provide firm construction estimates and land acquisition or disposal values. In the event that the Justice Institute occupies current Corporate space that could not be subdivided because of its location within a complex, and hence sold, a rent would have to be determined based on the cost of comparable accommodation and charged to the Justice Institute.

It should also be noted that one of the alternatives studied, Nurses Home #11 of Riverview, currently forms part of the Ministry of Health's inventory and consequently, the rent for these premises is being paid by the Ministry. Any plans for an alternate use, therefore, would be contrary to the Ministry's present plans and would therefore require agreement from the Ministry. In addition, there are other vacant facilities in the Essondale Complex which have not been investigated but which may offer suitable alternatives.

2. INTRODUCTION (cont'd)

This study specifically excludes alternatives which contemplate the relocation of the School for the Deaf, in view of the Ministry of Education's firm plan to remain at the Jericho Hill site. In the event that the Ministry of the Attorney General decides to pursue actively an alternate location for the Justice Institute, a separate discussion on the possibility of a sale of the total site with the Corporation and the Ministry of Health would be worthwhile.

Finally, no attempt has been made to verify or seek alternatives to any of the functions, and therefore program requirements of both the School for the Deaf and the Justice Institute. In other words, existing functions have simply been duplicated in proposed alternatives rather than their utility being questioned. For example, alternate means of providing food services and recreational facilities for the Justice Institute have not been investigated.

3. BACKGROUND

The property at 4125 W. 8th Avenue, Vancouver (Jericho Hill) was, until 1979, occupied solely by the School for the Deaf and Blind. Since 1979, the Justice Institute has occupied approximately half the property. In accordance with Ministry of Education policy, plans were formulated to subdivide the property in two portions, so that the Justice Institute, which has college status, would be able to take title to the property it occupies.

The entire property, comprising 15.5 ha and several buildings, is valued in excess of \$16 million. The Justice Institute, appears not to have a functional requirement for this particular site, which has amenities such as outstanding views and proximity to a beach. The current development of the property is substantially below its best economic use.

In July of 1983, the Ministry of Education asked the Corporation to withhold the planned transfer of approximately half of the property to the Justice Institute. The Ministry of Attorney General, which is now responsible for the Justice Institute is currently looking at various options relating to the delivery of services by the Justice Institute. As part of these plans, the Attorney General has requested B.C.B.C. to examine accommodation options for the Institute.

The Justice Institute provides training for police, paramedics, firefighters, corrections officers, sheriffs and court registry staff, from basic to advanced levels. It also provides evening classes to the community in justice-related topics. Approximately 85% of the students last year were from the lower mainland.

3. BACKGROUND (cont'd)

A summary of the program and accommodation requirements of the Institute and the School, and details concerning the property at 4125 W. 8th, are included as appendices to this report.

4. ACCOMMODATION OPTIONS

Four basic accommodation options have been formulated, the estimated costs of which have been determined based on Order of Magnitude.

- A. Relocate the Justice Institute to the former Motor Vehicle Testing Station at 4705 Wayburne, Burnaby.
- B. Relocate the Justice Institute to the Riverview complex.
- C. Relocate the Justice Institute to new Premises in Surrey or Richmond.
- D. Retain the Justice Institute at Jericho Hill.
- A. Relocate the Justice Institute to 4705 Wayburne, Burnaby

A.1 Description

Under this alternative, the new accommodation for the Justice Institute would be the former Motor Vehicle Inspection Station property at 4705 Wayburne, Burnaby. This location is adjacent to the B.C.I.T. campus on Willingdon Avenue.

The existing inspection station buildings would be substantially altered and added to, to suit the Institute's requirements. Residential accommodation nearby would also be provided.

The Justice Institute's current portion of the property at 4125 W. 8th, Vancouver would be sold once the Institute had vacated it. This sale would require a subdivision, and provision of replacement cafeteria and gymnasium facilities for the School for the Deaf. Also, since the School would be remaining at 4125 W. 8th, the improvements already identified as required at that site for the School's other buildings would be carried out as part of this alternative.

4. ACCOMMODATION OPTIONS

A.2 Advantages

Disposal of surplus property at 4125 W. 8th, approximately valued at \$8 million.

Provision of a location to the Justice Institute with total travel time for students similar to that now experienced at Jericho.

Provision to the Justice Institute of a location adjacent to the academic infrastructure of the Willingdon Complex, thus encouraging joint use of facilities.

Property adjacent to 4705 Wayburne, now owned by I.C.B.C., could provide for future expansion of the Justice Institute if necessary.

A.3 Estimated Costs

The following are the estimated capital costs associated with the projects to be carried out and the assets to be allocated under this alternative.

<u>ITEM</u>	<u>CAPITAL COST (\$)</u>
Construction at 4125 W. 8th	
- Upgrading Existing Buildings including provision of Cafeteria	\$ 1,820,000
- Replacement of Gym	\$ 500,000
Property to be Occupied by the Justice Institute at 4705 Wayburne	\$ 3,000,000
Construction at 4705 Wayburne	\$ 1,755,000
Provision of Dormitories	\$ 500,000
TOTAL	<u>\$ 7,575,000</u>

B. Justice Institute to 500 Lougheed, Coquitlam.

B.1 Description

The new accommodation for the Justice Institute could be the former Nurses Home 11 at 500 Lougheed, Coquitlam, or other suitable buildings within the Riverview complex.

The buildings used would be altered as required to suit the Institute's requirements. Residential accommodation would be provided on site.

ACCOMMODATION OPTIONS

B. Justice Institute to 500 Lougheed, Coquitlam.

B.1 Description (cont'd)

The Justice Institute's current portion of the property at 4125 W. 8th, Vancouver would be sold once the Institute had vacated it. This sale would require a subdivision, and provision of replacement cafeteria and gymnasium facilities for the School for the Deaf. Also, since the school would be remaining at 4125 W. 8th, the improvements already identified as required at that site for the School's other buildings would be carried out as part of this alternative.

B.2 Advantages

Disposal of surplus property at 4125 W. 8th, approximately valued at \$8 million.

Provision to the Justice Institute of a location in the Lower Mainland.

Provision to the Justice Institute of a location already within B.C.B.C.'s portfolio, which it would be difficult to dispose of separately from the rest of the complex in which it is found.

B.3 Estimated Costs

The following are the estimated capital costs associated with the projects to be carried out and the assets to be allocated under this alternative.

<u>ITEM</u>	<u>CAPITAL COST (\$)</u>
Construction at 4125 W. 8th	
- Upgrading Existing Buildings including provision of Cafeteria	\$ 1,820,000
- Replacement of Gym	\$ 500,000
Property to be Occupied by the Justice Institute at 500 Coquitlam	\$ 600,000
Construction at 500 Coquitlam	\$ 780,000
TOTAL	<u>\$ 3,700,000</u>

4. ACCOMMODATION OPTIONS

C. Justice Institute to Acquire Premises in Surrey or Richmond

C.1 Description

The new accommodation for the Justice Institute would be in premises acquired or constructed by B.C.B.C. in Surrey or Richmond.

The Justice Institute's current portion of the property at 4125 W. 8th, Vancouver would be sold once the Institute had vacated it. This sale would require a subdivision, and provision of replacement cafeteria and gymnasium facilities for the School for the Deaf. Also, since the School would be remaining at 4125 W. 8th, the improvements already identified as required at that site for the School's other buildings would be carried out as part of this alternative.

C.2 Advantages

Disposal of surplus property at 4125 W. 8th, approximately valued at \$8 million.

Provision of a location to the Justice Institute with total travel time for students similar to that now experienced at Jericho.

C.3 Estimated Costs

The following are the estimated capital costs associated with the projects to be carried out and the assets to be allocated under this alternative.

<u>ITEM</u>	<u>CAPITAL COST (\$)</u>
Construction at 4125 W. 8th	
- Upgrading Existing Buildings including provision of cafeteria	\$ 1,820,000
- Replacement of Gym	\$ 500,000
Property to be Occupied by the Justice Institute in Surrey/Richmond	\$ 1,600,000
Construction in Surrey/Richmond	<u>\$ 7,150,000</u>
TOTAL	<u><u>\$11,070,000</u></u>

4. ACCOMMODATION OPTIONS

D. Justice Institute Remains at Jericho Hill

D.1 Description

The Justice Institute would remain, under this alternative, at 4125 W. 8th. The property would be subdivided, to allow the Justice Institute to take ownership of its portion.

For this alternative to be comparable to the others, costs have been included for the upgrading of facilities for both the Justice Institute and the School for the Deaf.

D.2 Advantages

1. Disruption of the operations of both establishments would be minimized, through retention of current locations.
2. Negative political reaction to the pursuit of more economic uses for the land now occupied by the Justice Institute would be avoided.

D.3 Estimated Costs

The following are the estimated capital costs associated with the projects to be carried out and the assets to be allocated under this alternative.

<u>ITEM</u>	<u>CAPITAL COST (\$)</u>
Property to be occupied by the Justice Institute at 4125W. 8th	\$ 8,000,000
Upgrading Existing Buildings	<u>\$ 1,695,000</u>
 TOTAL	 <u>\$ 9,695,000</u>

5. COMPARISON OF ALTERNATIVES

Table 1 summarizes the capital costs of the accommodation options. This table shows that retention of the Justice Institute at 4125 West 8th is one of the more expensive alternatives for government. Although relocating these establishments would cause undesirable disruption to them, the result would be accommodation of their operations in more appropriately designed and laid-out facilities than at present, at a considerably smaller net investment. At a time when both establishments require upgrading to their current facilities, such a move certainly bears consideration.

5. COMPARISON OF ALTERNATIVES (cont'd)

Under the most favourable alternative, B, there would be a net saving of capital by Government of some \$6.7 million over the current situation.

Alternatives A and B involve relocating the Justice Institute to other properties held by B.C.B.C. which are currently vacant. In the case of 4705 Wayburne, it would be possible for the Corporation to either sell or redeploy the property if it were not so used. However, the building at 500 Loughheed proposed for use is in the centre of a large holding, and could not readily be separated for sale. It is therefore particularly desirable to use this property, either for the Justice Institute or for the training school currently planned by the Ministry of Health, as otherwise it is likely to remain vacant for some time.

The alternatives in Options A, B, and C all involve the spending of \$2.3 million on works at 4125 W. 8th. These include replacing facilities which already exist on the site but which will be part of the property sold owing to their location, and upgrading currently obsolete facilities. This capital expenditure would be saved if the facility were relocated, and forms part of the economic advantage of options A or B.

CAPITAL COSTS OF ACCOMMODATION OPTIONS (1984 \$)

Options \ Property	A. Move to 4705 Wayburne	B. Move to 500 Loughhead	C. Move to Surrey/Richmond	D. Remain at 4125 W. 8th
4125 W. 8th				
-Justice Institute				
-Property				8,000,000
-Construction				590,000
-Deaf School				
-Construction				
-Upgrade	1,820,000	1,820,000	1,820,000	1,105,000
-New Gym	500,000	500,000	500,000	
500 Loughhead				
-Property		600,000		
-Construction		780,000		
4705 Wayburne				
-Property	3,000,000			
-Construction	1,755,000			
-Dormitories	500,000			
Acquisition				
-Land			1,600,000	
-Construction			7,150,000	
Total Capital	7,575,000	3,700,000	11,070,000	9,695,000
Increment over Lowest Cost	3,875,000	0	7,370,000	5,995,000

JUSTICE INSTITUTE PROGRAM/OPTION COMPARISON SUMMARY

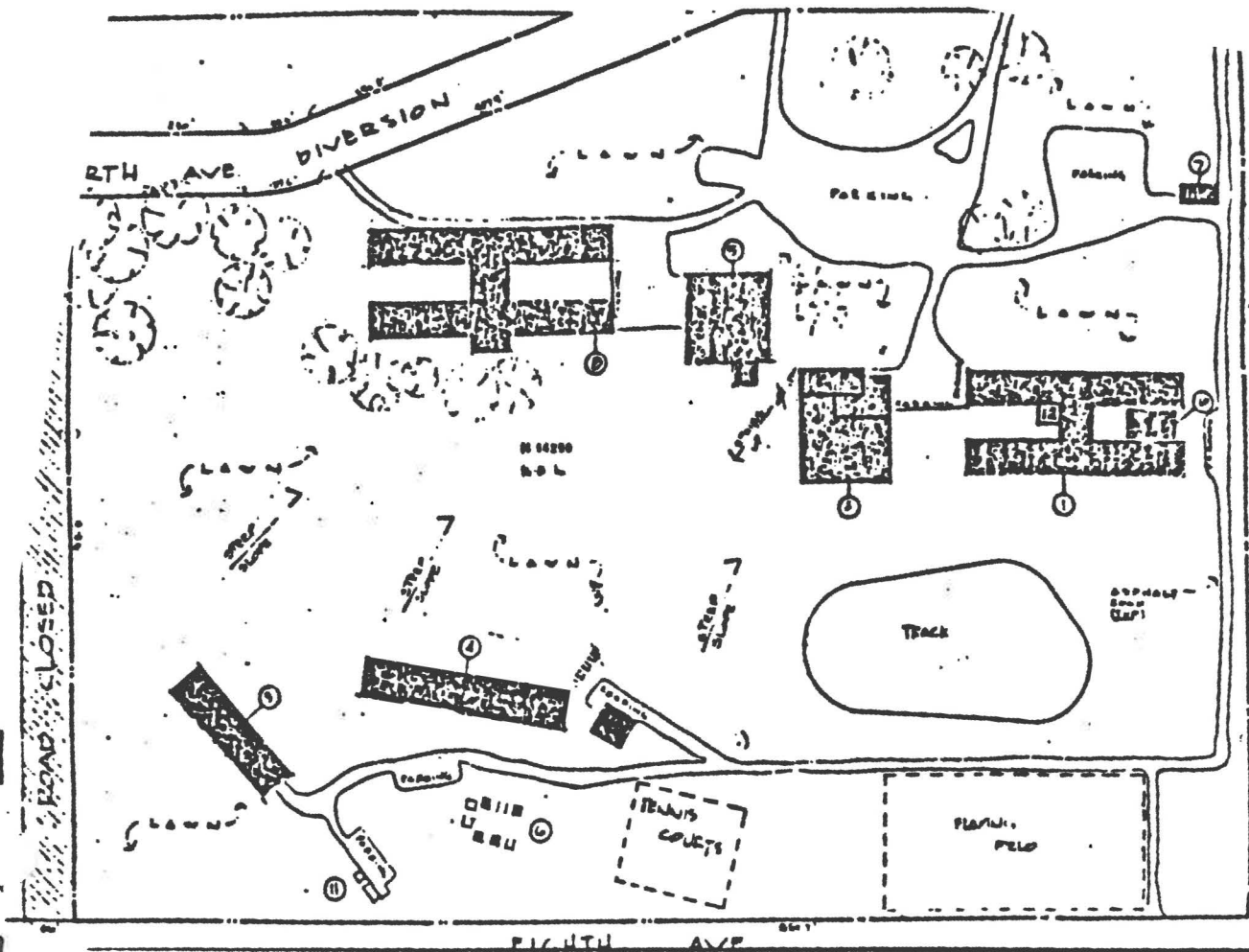
Program Requirements	Description	Units	Number	Area (m2/unit)	Options	1.	2.	3.
					Area (m2 usable)	Area (m2 rentable)	Area (m2 rentable)	Area (m2 rentable)
					4705	500	Surrey/	
					Wayburne	Lougheed	Richmond	
1. Administration and Service								
	1.1. Kitchen and Cafeteria	Seats	100	2.5	250	240	250	a
	1.2. Staff, Open Area	Employees	60	10.0	600	250	550	s
	1.3. Staff, Enclosed Area	Employees	50	12.0	600	270	640	
2. Teaching and Training								
	Indoor							
	2.1. Classrooms (25 students)	Rooms	6			480		r
	2.2. Classrooms (15 students)	Rooms	6		500	160	820	e
	2.3. Indoor Training Room		1	200.0	200	250	320	d
	2.4. Weight Lifting Room		1	80.0	80	90	50	
	2.5. Lockers and Showers		1	50.0	50	70	250	
	2.6. Lecture Hall	Seats	160	1.5	240	250	300	
	2.7. Fire Arms Range	Stations	16	39.0	624	0	90	
	2.7. Library		1	100.0	100	90	90	
	2.8. Media Centre		1	100.0	100	90		
	Outdoor							
	2.9. Drill Deck		1	1000.0	1,000	1,000	1,000	
	2.10. Playing Field and Track		1	6400.0	6,400	BCIT	6,400	
	2.11. Outdoor Firing Range		1	#####	#####	####	####	####
	2.12. Open Space for Simulation		1	2000.0	2,000	?	?	
	2.13. Burn Site for Fire Training		1	#####	#####	####	####	####
	2.14. Parking	Vehicles	300	25.0	7,500	7,500	7,500	
	2.15. Driver Training Range		1	#####	#####	####	####	####
	2.16. Swimming Pool		1	#####	#####	YBC	W'lands	####
3. Residential								
	3.1. Sleeping Accommodation	Beds	40	20.0	800	800	900	
Total of Space in Buildings								
Total Area (m2 usable)					4,144			
Mark-up, usable to rentable, @ 30%					1,243			
Total Area (m2 rentable)					5,387	3,040	4,260	5,387

indicates a requirement to be met off-site

SCHOOL FOR THE DEAF ACCOMMODATION REQUIREMENTS SUMMARY

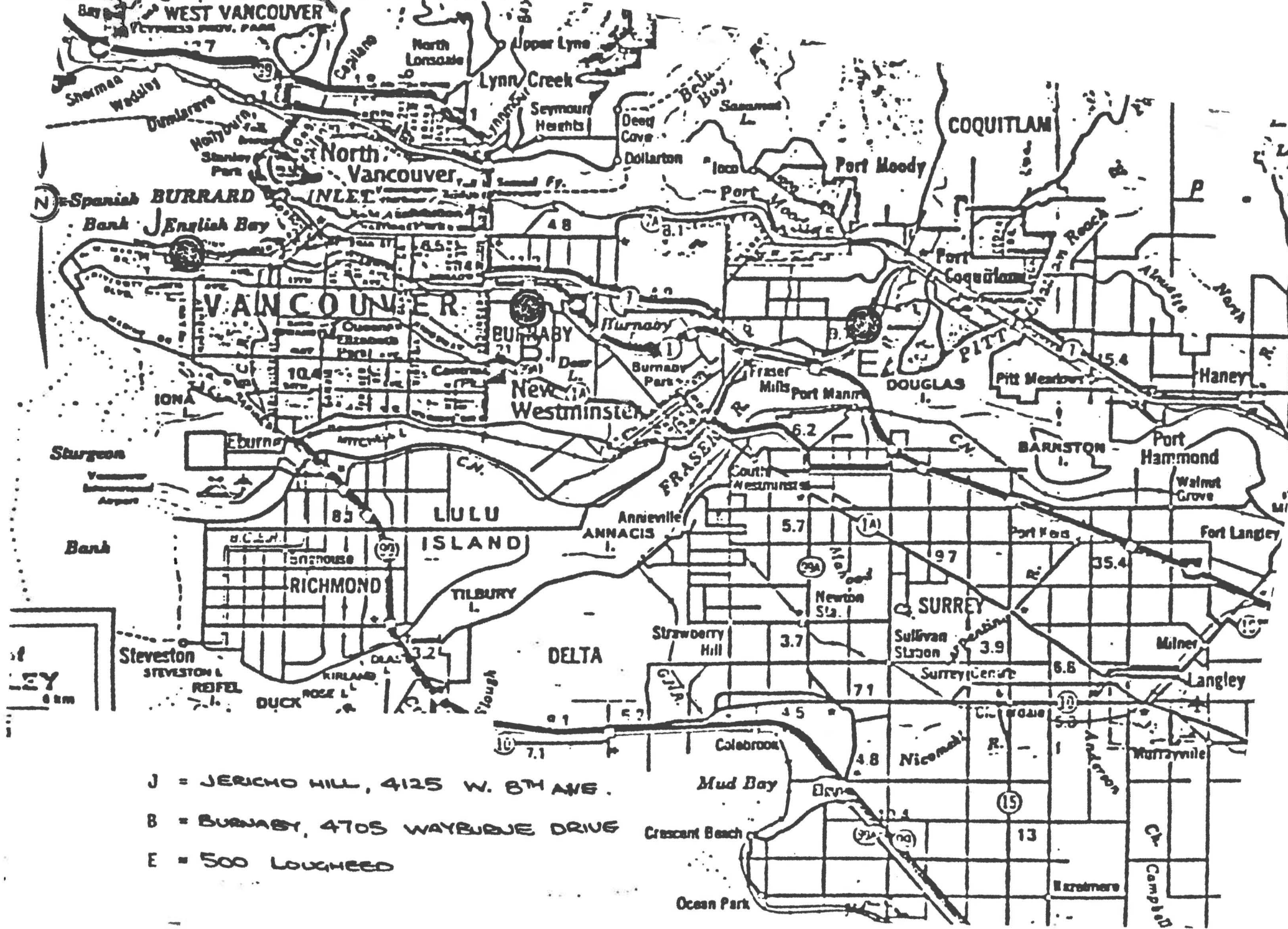
Program Requirements

Description	Area (m2) (rentable)
1. Administration and Service	
1.1. Food Services	340
1.2. Staff	2,000
1.3. Health Services	200
2. Teaching and Training	
2.1. Classrooms (170 students)	3,000
2.2. Gynasium	560
3. Residential	
3.1. Living Accommodation	1,400
Total	7,500

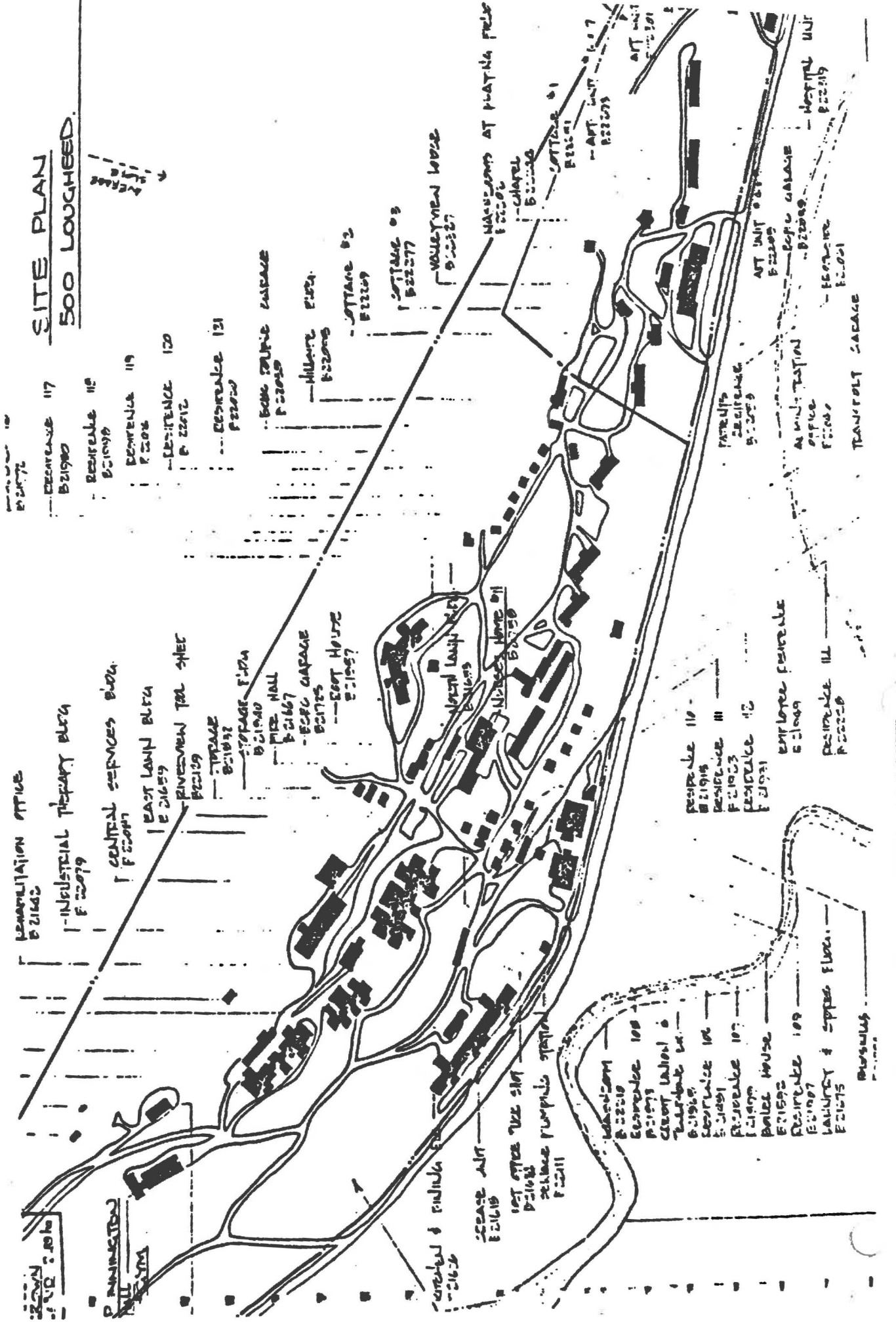


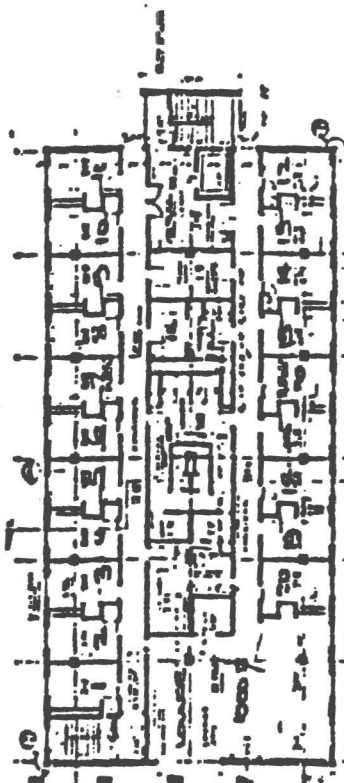
4125 W. 8th Avenue

Bldg. No.	Building Name	Area	Occupant
1	Blake Hall	3628 m ² and 340 m ² basement	Justice Institute
2	Recreation Unit	2213 m ²	Justice Institute (shared)
3	Tyler Building	1692 m ² and 846 m ² basement	School for the Deaf
4	McDonald Hall	3884 m ² and 2105 m ² basement	School for the Deaf
5	Cafeteria & Infirmary	1552 m ² and 1478 m ² basement	Justice Institute (shared)
6	Greenhouses	69 m ²	School for the Deaf
7	Former Heating Plant	144 m ²	Justice Institute
8	Lawrence Hall	2866 m ² and 456 m ² basement	Justice Institute
9	Equipment Shed		Justice Institute
10	Covered assembly area	312 m ²	Justice Institute
12	Auditorium	287 m ²	Justice Institute

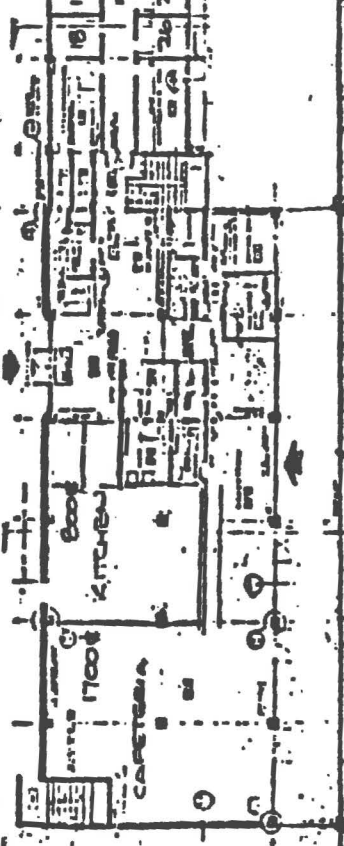


SITE PLAN 500 LOUGHEED.



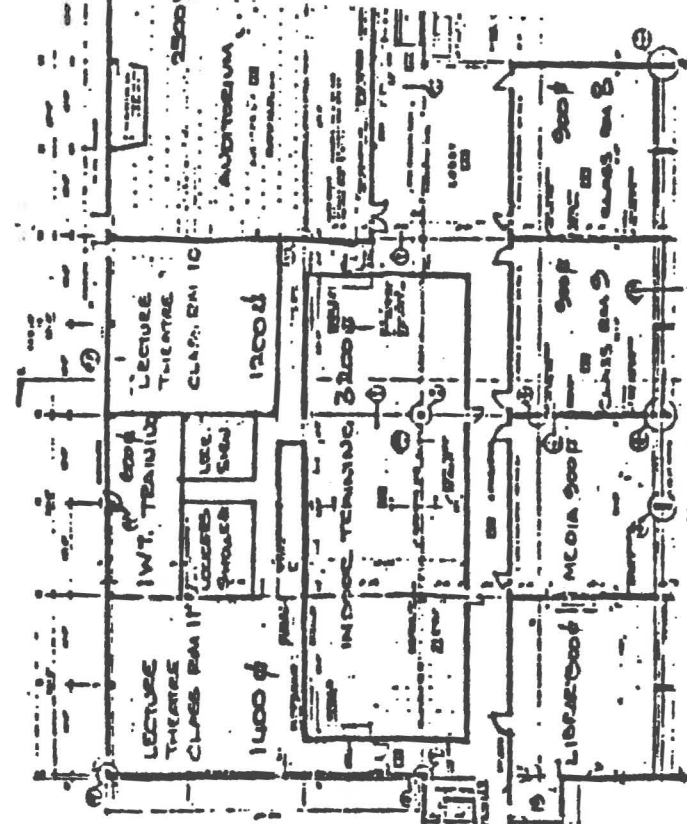


5th FLOOR PRIVATE SLEEPING ROOMS 40 ROOMS



RECEPTION / FOOD SERVICES

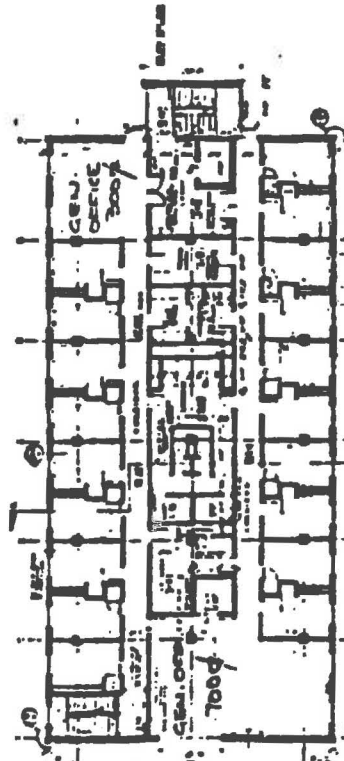
ADMIN. OFFICES



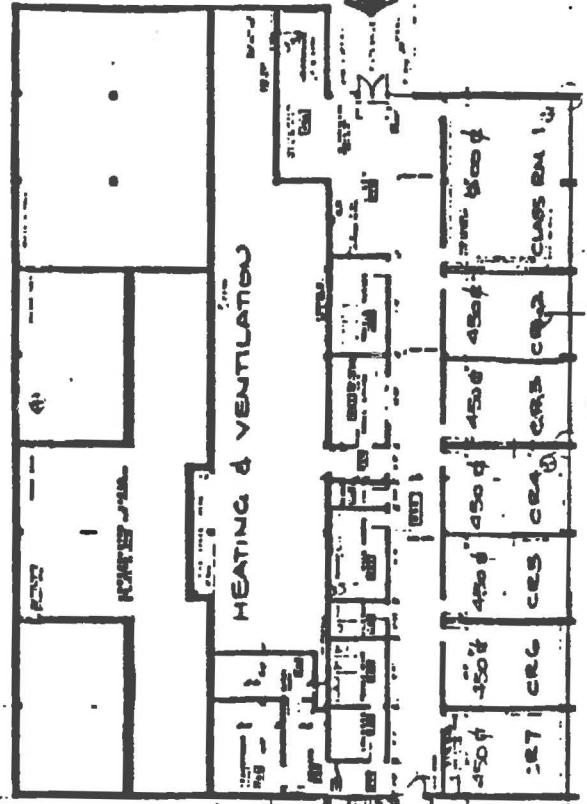
TEACHING / TRAINING

GROUND FLOOR PLAN 500 LOUWREED

NO. OF ROOMS	NO. OF STUDENTS	NO. OF TEACHERS
10	100	10
20	200	20
30	300	30
40	400	40
50	500	50
60	600	60
70	700	70
80	800	80
90	900	90
100	1000	100

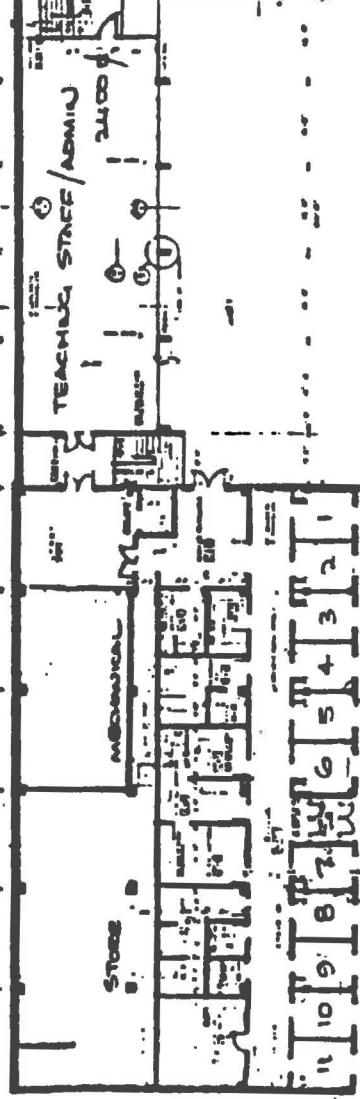


TYPICAL 1ST FLOOR ADMIN/TEACHERS OFFICES



HEATING & VENTILATION

TEACHING STAFF/ADMIN



BASEMENT FLOOR PLAN 500 LOYMEED

PROJECT INFORMATION		DATE	
PROJECT NO.	500 LOYMEED	DATE	
PROJECT NAME	BASEMENT FLOOR PLAN	DATE	
PROJECT LOCATION		DATE	
PROJECT OWNER		DATE	
PROJECT ARCHITECT		DATE	
PROJECT ENGINEER		DATE	
PROJECT CONTRACTOR		DATE	
PROJECT SUBMITTER		DATE	
PROJECT REVIEWER		DATE	
PROJECT APPROVER		DATE	

4705 WAYBURN

BC.BC.
2.90 Ac.
REGIONAL OFFICE

P.V.I.
32.942 Ac.

I.C.B.C.
3.90 Ac.

B.C.B.C. MOTOR VEHICLE TESTING STN.
5.601 Ac.

B.C.I.T.
06.58 Ac.

BC.BC.
4.27 Ac.

BC.BC.
3.18 Ac.
HWYS. YARD

BC.BC.
34.8 Ac.
RESIDENTIAL CARE / YOUTH DEVELOP.

D.P.I.
95.38 Ac.

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BY BUILDING & RELATED CODES

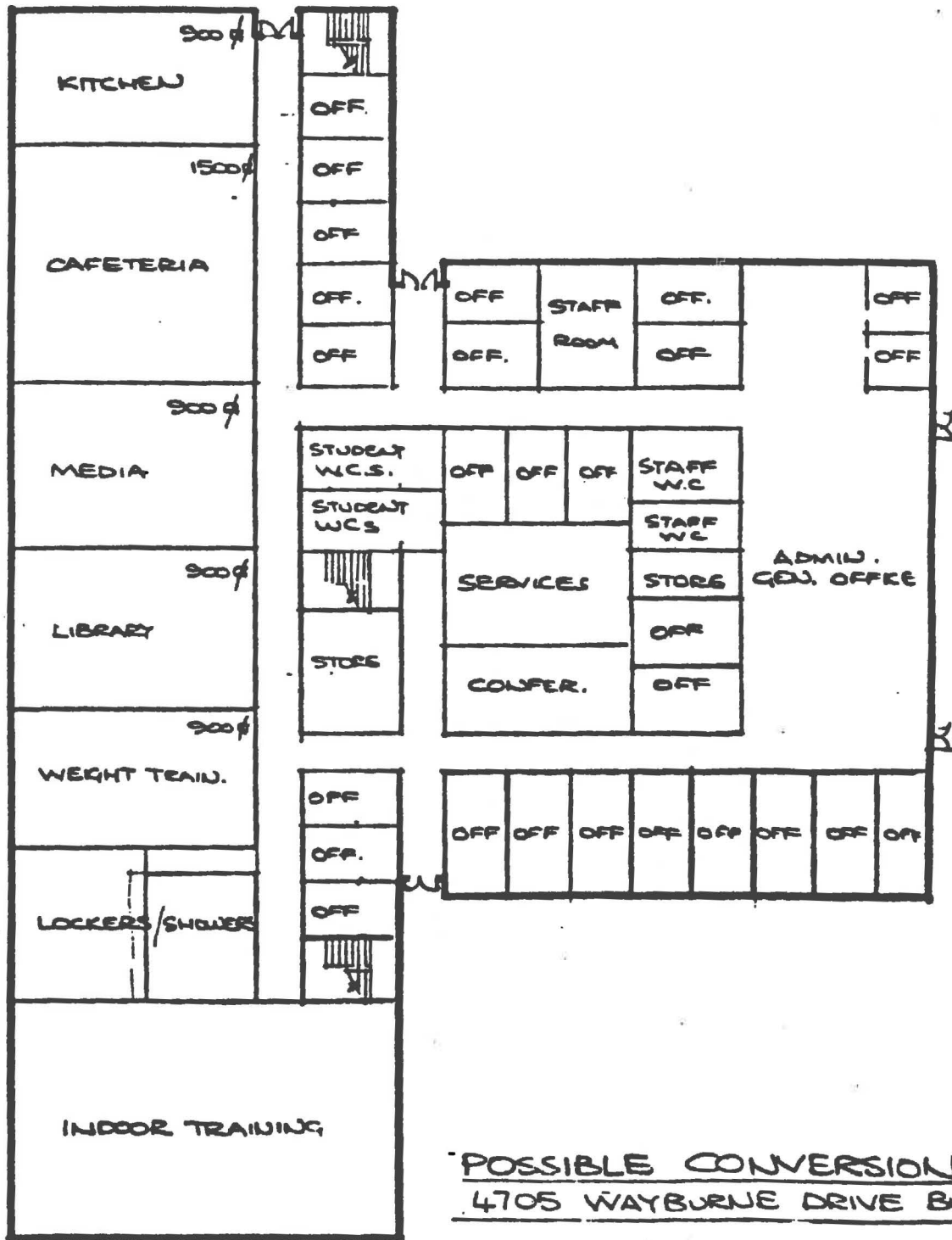
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- RESIDENTIAL CARE CENTRES**
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BC.BC.
D.P.I.
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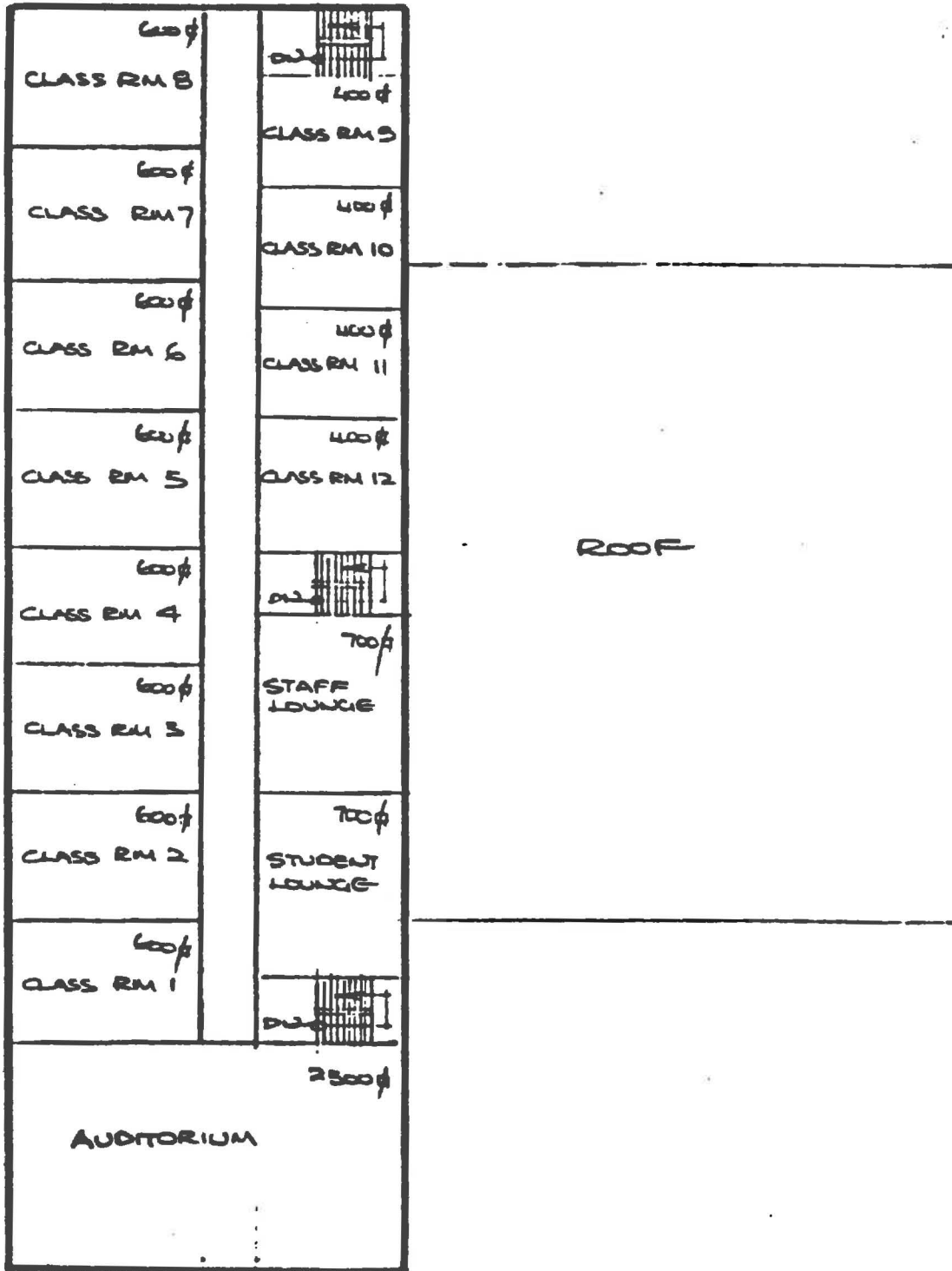
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POSSIBLE CONVERSION
4705 WAYBURNE DRIVE BURNABY

FIRST FLOOR PLAN

R.S. 84.02.20



SECOND FLOOR PLAN.

RS. 84-02-20

POSITION PAPER RE ALTERNATIVES FOR THE
JUSTICE INSTITUTE OF B.C.

The decision of Cabinet to discontinue the existence of the Justice Institute and transfer the existing Academies to Douglas College has been predicated on the argument that it will save the Ministry of Education and therefore, the Provincial Treasury, \$2,100,000.00 in fiscal 1984-85, and reduce public expenditures on justice and public safety training in future years by an equivalent amount.

The following documentation has been prepared to challenge the accuracy of this proposition, raise significant issues that may not have been considered prior to the decision and propose a number of alternatives for consideration that more realistically meet the restraint objectives of Government.

1. THE ECONOMIC ISSUES:

- A. The termination of the Justice Institute on 31 March, 1984 will involve considerable expense that will be borne within fiscal 1984-85. These are detailed in Appendix 1 and total \$825,000.

- B. When the Justice Institute was established in 1978, it was a specific restraint initiative of the Provincial Government. Prior to that time, Government responsibilities for justice and public safety training were fragmented into a number of in-house training centres that duplicated resources and under-utilized manpower. The initial mandate of the Institute was to integrate these autonomous training centres into a coordinated, cost-efficient and effective central agency. While this objective has been achieved for the Ministry of Attorney-General and the Ministry of Health, the potential to expand the effective-

ness of the model to encompass the manpower training responsibilities of other Ministries of Government has not been pursued. Specifically, the training needs of the Ministry of Human Resources and the Public Service Commission can be accommodated within the existing infrastructure of the Institute with the potential of considerably increasing the cost-effectiveness of the training obligations of Government.

Since 1978, the Provincial Government has expended \$1,851,190 to develop the campus at Jericho Hill, to accommodate the training requirements of Police, Courts, Corrections, Land Titles, Fire and Ambulance personnel. If the Institute is terminated, this investment may well be lost. In addition, a considerable sum will be required to relocate and develop alternate training facilities for the core Academies that will continue, presumably at Douglas College. Appendix II provides a detailed breakdown of the public funds expended.

If the campus and support services at Jericho Hill are abandoned, a sizeable expenditure will be required at Douglas College to accommodate the specialized training needs of the existing Academies. If these support services are not provided, it is conceivable that ministries of Government may withdraw their training Academies and re-establish them within the Public Service. This potential to fragment Government training responsibilities into a variety of training centres within the Public Service will eventually lead, once again, to duplication, the under-utilization of personnel, the growth of independent bureaucracies and subsequently, higher costs to Government. The avoidance of this scenario is exactly why the Justice Institute was established in 1978. While the Ministry of Education may escape

its present obligation to fund the infrastructure of the Institute, the long term costs to other ministries of Government will be substantially increased.

In addition, the Jericho Hill campus will remain a financial obligation to Government since the food services building, campus, gymnasium and pool are shared with the Jericho Hill School for the Deaf and will continue to be required. The annual cost of maintaining the Jericho campus is \$488,000. This is included in the proposed saving of \$2,100,000.

- C. Over the past five years, the Institute has, through its infrastructure, provided justice and public safety training to other Governments, ministries of Government and private agencies that has resulted in the generation of income that has decreased public expenditure in the existing Academies. This ability of the Institute to generate income from private and other public sources and to subsidize Government training initiatives will be lost if the Institute ceases to exist. During fiscal 1982-83, the Institute generated \$250,000.00 that was utilized to decrease training costs to the Ministries of Attorney-General and Health in fiscal 1983-84.

2. THE TRAINING AND EDUCATIONAL ISSUES:

- A. Appendix III details the approved provincial and local programs - Academic, Career Technical and Vocational of the Ministry of Education. This list represents programs that are funded totally, or in part, through provincial grants to the colleges and institutes of the Province.

It is attached here to demonstrate the type and nature of programming that has been approved for support from provincial revenues. The intention is not to judge the merits of some of the approved programs, but to raise the comparative question concerning Police, Fire, Corrections, Ambulance and Court Services training and some that appear on the list as provincial priorities. (Welding, Food Services, Cooking, Barbering, Hairdressing, Music Therapy) Are these more important and deserving of continued provincial support for specialized facilities and operating grants during a period of restraint than justice and public safety programs?

- B. A number of the larger colleges in the Lower Mainland have hundreds of students enrolled in Criminal Justice programs. The expectations of these students for employment upon graduation is most grim, yet they continue to pursue educational objectives that will not materialize in employment for all. Since the Justice Institute has a primary interface with all the potential justice and public safety employers in the Province, the transfer of these programs to the Institute would substantially reduce intake and match training with job opportunities. By so doing, considerable savings could accrue to the Ministry of Education by not educating and training individuals for positions that do not and will not exist in the future. The potential for real economies in this area is substantial and could be achieved without any addition to the infrastructure of the Institute.

Since the Justice Institute acquires most of its faculty through the secondment model, there are no restrictions

on teaching loads or class size. This translates into being able to do more for less. In addition, the model allows for increasing or decreasing staff on a project basis and is far more flexible than having a large, permanently employed staff.

The termination of the Justice Institute does not compliment the restraint objectives of Government. While it may on the surface appear to save the Ministry of Education the cost of providing the infrastructure and services of the Institute, the long term implications will increase training costs to other ministries of Government, establish the potential for increases in the size of the Public Service (more staff development and training personnel), and create opportunities for the duplication and ineffective use of resources.

On the other hand, by maintaining the Justice Institute and allowing it to mature into the roles identified above, it can continue to play a major supporting role in the achievement of the restraint objectives of Government in which long term, real and lasting economies will be realized.

By providing a central facility to meet the training objectives of three major Ministries of Government (Attorney-General, Health, Human Resources) and the Public Service Commission, further staffing reductions may be possible within the Government service. By rationalizing all the Criminal Justice programs now operating within the Lower Mainland with the potential job market, substantial training cost reductions could accrue to the Ministry of Education. In addition, the opportunity to generate income from sources other than provincial revenues will continue to allow the Institute to reduce the cost of training to its primary clients - the Ministries of the Provincial Government.

SUMMARY OF ALTERNATIVES

1. Close the Justice Institute and transfer the existing Academies to Douglas College.

Major Implications: (a) Once all close out costs are discharged, there may be a saving of approximately \$1,000,000 in fiscal 1984-85;

(b) Lack of adequate facilities at Douglas College may lead to fragmentation of the Academy structure and result in duplication of resources and eventually increased costs to Government;

(c) The capital investment in the Jericho campus may be lost (\$1,851,190);

(d) Additional continuing costs to maintain an under-utilized campus for the Jericho Hill School for the Deaf will be required (\$277,000);

(e) The potential to generate income from other sources will be lost (\$250,000 in fiscal 1982-83);

(f) Incremental costs to Douglas College will be required to accommodate specialized facilities requirements, instructional support, program development, library services, media services and general administration.

2. Maintain the Justice Institute as a post secondary institution under the College and Institute Act within the Ministry of Education and expand the mandate to encompass the training requirements and obligations of Government within the Human Resources Ministry and office of the Provincial Secretary.

Major Implications: (a) No increase in the basic support for the infrastructure and service component from the Ministry of Education (\$2,100,000);

(b) Long term cost efficiencies by

meeting Government training and re-training obligations within a coordinated, central, and specific purpose institution;

(c) Maximizes the use of the existing space at Jericho Hill and optimizes the capital investment to date (\$1,851,190);

(d) Maintains the potential of the Institute to generate income from other sources to subsidize the training obligations of the Ministries of Government (Attorney-General, Health, Human Resources and Provincial Secretary) (\$250,000 - 1982/83).

3. Maintain the Justice Institute as a post secondary institution under the College and Institute Act by transferring responsibility to the Ministry of Attorney-General and modifying the mandate to encompass primarily the training obligations of the Attorney-General (Appendix IV).

Major Implications: (a) Decreases the basic support for the infrastructure and services of the Institute from \$2,100,000 to \$1,500,000;

(b) Provides long term cost effectiveness in achieving the training obligations of the Ministry of Attorney-General;

(c) Maintains the potential of the Institute to generate income from other sources to subsidize the training obligations of the Attorney-General (i.e. Ministry of Health, Ministry of Human Resources, Private Security, Legal Services Commission and other justice related agencies;

(d) Maximizes the use of the existing space at Jericho Hill and optimizes the capital investment.

GBK/gm

84-01-09

COSTS TO THE MINISTRY OF EDUCATION IN
FISCAL 1984-85 IF THE JUSTICE INSTITUTE
IS TERMINATED

1. Severance payments to employees (Collective Agreements - terms and conditions of employment)	\$538,000
2. Operation and Maintenance of Buildings	
<u>Assuming:</u> (a) Blake and Lawrence Halls are closed;	\$277,000
(b) Gymnasium and Cafeteria buildings continue to be maintained for the sole use of the Jericho Hill School for the Deaf.	
Note: While the buildings are shared by the Justice Institute and Jericho Hill School for the Deaf, all operating costs are contained with the Justice Institute budget.)	
3. Other: Staff for paying accounts, attending to asset disposition, completing financial statements, etc., 1983-84 audit fee	\$ 10,000
 TOTAL CLOSE OUT COST TO MINISTRY OF EDUCATION.....	 <u><u>\$825,000</u></u>

Note: This analysis does not include any incremental costs to Douglas College associated with the moving of the Academies. If the Institute is closed the cost of instructional support for the Academies for physical facilities, program development, library, media services, general administration, purchasing, budgeting, accounting and personnel must be found in some other budget area.

GBK/gm

JUSTICE INSTITUTE OF BRITISH COLUMBIAPUBLIC FUNDS EXPENDED 1978-83 TO DEVELOP THE JERICHO HILL
CAMPUS FOR JUSTICE AND PUBLIC SAFETY TRAINING1. Phase I

Auditorium and Improvements in Blake Hall

Improvements	\$ 523,296	
Professional Fees	58,269	\$ 581,565

In addition, the interest on a debenture has cost Victoria to date		\$ 186,236	\$ 767,801
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2. Phase IIRenovations to Blake and Lawrence Halls
including landscaping and parking

Blake Hall	\$ 262,622	
Lawrence Hall	\$ 310,183	
Parking and Roadway	\$ 204,698	
Landscaping	\$ 28,366	
Professional Fees	\$ 62,784	\$ 868,653

In addition, the interest on a debenture has cost Victoria to date		\$ 140,696	\$1,009,349
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3. Firearms Building

Professional Fees		\$ 1,968
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4. Gymnasium

Professional Fees		\$ 22,120
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5. Fire Services (Lottery Fund)

Van and Equipment	\$ 36,269	
Word Processor	\$ 13,683	\$ 49,952

TOTAL			<u>\$1,851,190</u>
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JUSTICE INSTITUTE OF BRITISH COLUMBIA
PUBLIC FUNDS EXPENDED FOR FURNITURE AND EQUIPMENT

	<u>Ministry of Education</u>	<u>*Other</u>	<u>Total</u>
1978/79	\$92,567	\$108,706	\$201,273
1979/80	61,157	174,534	235,691
1980/81	43,522	111,689	155,211
1981/82	46,224	71,118	117,342
1982/83	51,846	67,961	119,807
TOTALS	<u>\$295,316</u>	<u>\$534,008</u>	<u>\$829,324</u>

* Ministries of Attorney-General and Health

APPENDIX III
PROVINCIAL AND LOCAL PROGRAMS

ACADEMIC, CAREER/TECHNICAL AND VOCATIONAL

December 21, 1983

<u>PDC</u>	<u>PROGRAM</u>	<u>TYPE</u>	<u>PRIORITY</u>
1100	Horticultural Core	VO	L
1110	Horticulture	CT	L
1111	Biological Science	CT	P
1121	Agriculture	VO	L
1131	Animal Health Technology	CT	L
1141	Practical Horticulture	VO	L
1151	Farrier	VO	L
1152	Aquaculture	VO	P
1210	Forest Resources Tech.	CT	P
1212	Wildland Recreation	CT	P
1213	Forest Crewperson	VO	P
1222	Chokerman	VO	L
1241	Forest Products Tech.	CT	P
1243	Sawfit/File	VO	P
1261	Log Scaler	VO	L
1311	Natural Gas & Petrol. Tech.	CT	P
1312	Mining Tech.	CT	P
1313	Chemical Science	CT	P
1321	Mineral Exploration	VO	P
1333	Diamond Driller	VO	L
1410	Fisheries Tech.	CT	L
1420	Skipper/Watchkeeper	VO	P
1421	Nautical	VO	P
1440	M.E.D.	VO	P
1442	Marine Firefighting	VO	P
1511	Aviation	CT	P
1921	Driver Training	VO	L
1922	Taxi Driver	VO	P
2000	TRAC	VO	P
2100	Applied Technology	VO	L
2111	Civil and Struct. Eng.	CT	P

ACADEMIC/TECHNICAL AND VOCATIONAL

<u>FDC</u>	<u>PROGRAM</u>	<u>TYPE</u>	<u>PRIORITY</u>
2112	Survey Tech.	CT	P
2121	Drafting	VO	P
2122	Computer Aided Drafting	CT	P
2131	Marine Engineering	VO	P
2132	Power Engineering	VO	P
2133	Engineering Process	VO	P
f 2141	Wastewater Manage.	VO	P
2143	Energy Tech.	CT	P
2210	Electronics	CT	P
2221	Electron. Technician	VO	P
2222	Radio/TV	VO	L
2230	Computer Electronics	VO	P
2231	Computer Maintenance	VO	P
2241	Indus. Instr.	VO	P
2251	Electrical	VO	P
2253	Elec. Motor	VO	L
2254	Comp. Electron.	VO	P
2311	Mechanical Engineering	CT	P
2321	Autobody	VO	P
2322	Auto Mech.	VO	P
2323	Diesel Mech.	VO	P
2324	Gen. Mech.	VO	P
2325	Heavy Duty Mech.	VO	P
2327	Air Brakes	VO	L
f 2328	Tire Repair	VO	L
2341	Millwright	VO	P
2351	Appliance Repair	VO	L
2353	Marine Engine	VO	P
2356	Business Systems Repair	VO	L
2358	Refrigeration	VO	L
2359	Small Engine	VO	L
2371	Aircraft Mechanic	VO	P
2373	Aircraft Sheet Metal	VO	P

ACADEMIC/TECHNICAL AND VOCATIONAL

<u>PDC</u>	<u>PROGRAM</u>	<u>TYPE</u>	<u>PRIORITY</u>
2411	Welding	VO	P
2421	Machinist	VO	P
2431	Boilermaker	VO	P
2432	Ironworker	VO	P
2433	Steel Fab.	VO	P
2510	Construction	CT	P
2531	Benchwork/Join	VO	P
2532	Carpentry	VO	P
2541	Plumb/Steam	VO	P
2542	Gas Fitter	VO	L
2543	Sprinkler	VO	P
2551	Masonry	VO	P
2553	Drywall	VO	P
2554	Floor	VO	P
2555	Glazier	VO	P
2557	Paint/Dec.	VO	P
2558	Roofer	VO	P
2559	Sheet Met.	VO	P
3120	Accounting	CT	L
3130	Business Administration	CT	L
3131	Administrative Management	VO	L
3132	Operations Management	CT	L
3141	Personnel Management	VO	L
3152	Urban Plan Tech.	CT	L
3160	Marketing	CT	L
3161	Marketing	VO	L
3170	Financial Management	CT	L
3171	Realty Appraisal	CT	L
3190	Recreation Facility Management	CT	L
3191	Partsman	VO	L
3195	Retail Sales	VO	L
3210	Business Office Training	VO	P
3221	Accounting	VO	L

ACADEMIC/TECHNICAL AND VOCATIONAL

<u>PDC</u>	<u>PROGRAM</u>	<u>TYPE</u>	<u>PRIORITY</u>
3223	Teller	VO	L
3233	Medical Office Training	VO	L
3234	Medical Records	VO	L
3242	Legal Steno	VO	L
3251	Word Processing	VO	L
3252	Keypunch Entry	VO	L
3310	Communications (Media)	CT	L
3311	Journalism	CT	L
3312	Broadcast	CT	P
3313	Video Text	VO	L
3314	Video Equipment Technician	VO	L
3315	Broadcast Engineer	CT	L
3330	Photography	CT	L
3332	Photography	VO	L
3340	Communication Arts	CT	L
3341	Print Production	VO	P
3342	Commercial Graphic Art	VO	L
3410	Hotel Administration	CT	L
3420	Hospitality	VO	L
3422	Hospitality	VO	L
3424	Travel	VO	L
3425	Waiter/Waitress	VO	L
3426	Bartender	VO	L
3441	Food Services	CT	P
3442	Cooking	VO	P
3443	Chinese Cooking	VO	L
3444	Baking	VO	P
3445	Meat Processing	VO	P
3461	Barbering	VO	P
3462	Hairdressing	VO	P
3481	Building Service Worker	VO	L
3484	Power Sewing	VO	L
3485	Shoe Repair	VO	L
3486	Upholstery	VO	L
3510	Computer Systems	CT	P
3521	Computer	VO	L
4111	Criminal Justice	CT	L
4114	Court Reporter	CT	P

ACADEMIC/TECHNICAL AND VOCATIONAL

<u>PDC</u>	<u>PROGRAM</u>	<u>TYPE</u>	<u>PRIORITY</u>
4115	Legal Assistant	CT	P
4131	Fire Science	CT	L
4140	Social Service Worker	CT	P
4141	Human Service Worker	VO	L
4144	Child Care Aide	VO	L
4145	Mental Retardation Worker	VO	L
4160	Recreation	CT	L
4161	Recreation	VO	L
4210	RN Nursing	CT	P
4220	Psychiatric Nursing	CT	P
4230	Post Basic Nursing	VO	P
4231	Post Dipl. Nursing	CT	P
4241	RN Refresher	VO	P
4243	RN/RPN Access	CT	P
4250	Practical Nurse	VO	P
4260	Long Term Care	VO	P
4280	Homemaker	VO	L
4281	Nanny Training	VO	L
4310	Music Therapy	CT	P
4313	Therapy Recreation	VO	P
4314	Prosthetics and Orthotics	CT	P
4321	Dental Assistant	VO	P
4324	Dental Tech./Mech.	VO	P
4330	Cardio Pulmonary Prof.	CT	P
4331	Nuclear Medicine	CT	P
4332	Medical Radiography	CT	P
4333	Med. Lab. Tech.	CT	P
4334	Respiratory Tech.	CT	P
4335	Sonography	CT	P
4336	Biomed. Electronics	CT	P
4341	Pharmacy Assistant	VO	L
4351	Health Record Tech.	CT	P
4352	Health Record Admin.	CT	P
4353	Industrial First Aid	VO	L
4355	Hospital Unit Assistant	VO	P
4357	Occupational Health	CT	P
4363	Environmental Health	CT	P

ACADEMIC/TECHNICAL AND VOCATIONAL

<u>PDC</u>	<u>PROGRAM</u>	<u>TYPE</u>	<u>PRIORITY</u>
4411	Early Childhood Education	CT	P
4413	Teacher Assistant	VO	L
4430	Library Technician	CT	L
5110	Visual Arts	CT	L
5111	Art in Merchandising	CT	L
5115	Graphic Design	VO	L
5121	Theatre Arts	CT	L
5124	Music	CT	L
5125	Musical Instrument Repair	VO	L
5171	Crafts	VO	L
5550	Applied Science Tech.	CT	L
5561	Science Lab Tech.	CT	L
5610	Writing Diploma	CT	L
5620	Communications	CT	L
5700	University Transfer	UT	L
6100	College Preparatory	CP	L
6111	E.L.T.	AB	P
6121	BTSD	AB	L
6122	Pre-Tech. Training	AB	L
6123	BEST/BJRT	AB	L
6131	Orientation	AB	L
6133	Employment Assessment	AB	L
6140	Programs for Handicapped	AB	P
9800	Part-time Vocational	VO	L
90	"Unspecified Programs"	CT	L

FEASIBILITY ANALYSIS OF JUSTICE INSTITUTE
OPERATING ALTERNATIVE NUMBER 2

Cost in fiscal 1984-85 if Justice Institute continues to operate under the Ministry of Attorney-General

1.1 Revised 1984-85 Net Budget

<u>Function</u>	
(1) Program Development Community Programs Educational Services Administration	\$243,000
(7) Library/Media Centre	\$268,000
(8) Student Support	0
(9) Administrative Support	\$589,000
(10) Facilities Support	\$362,000
NET COST	<u><u>\$1,462,000</u></u>