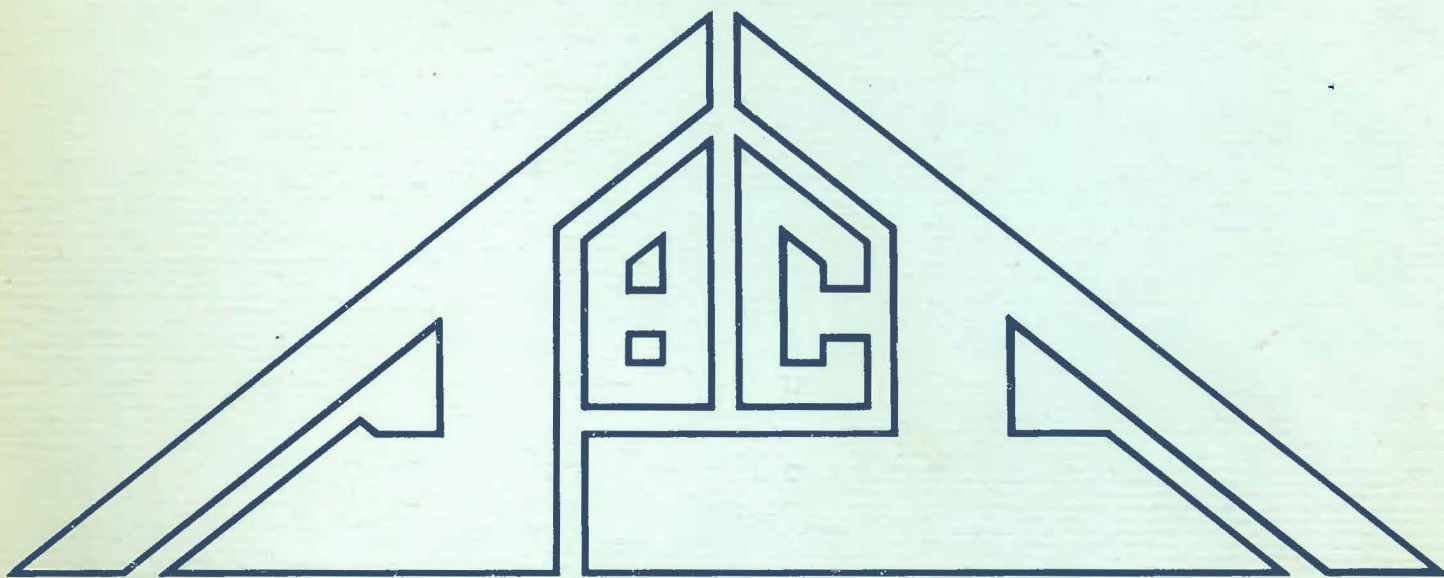


1980 – 85
“A Plan For The Future”

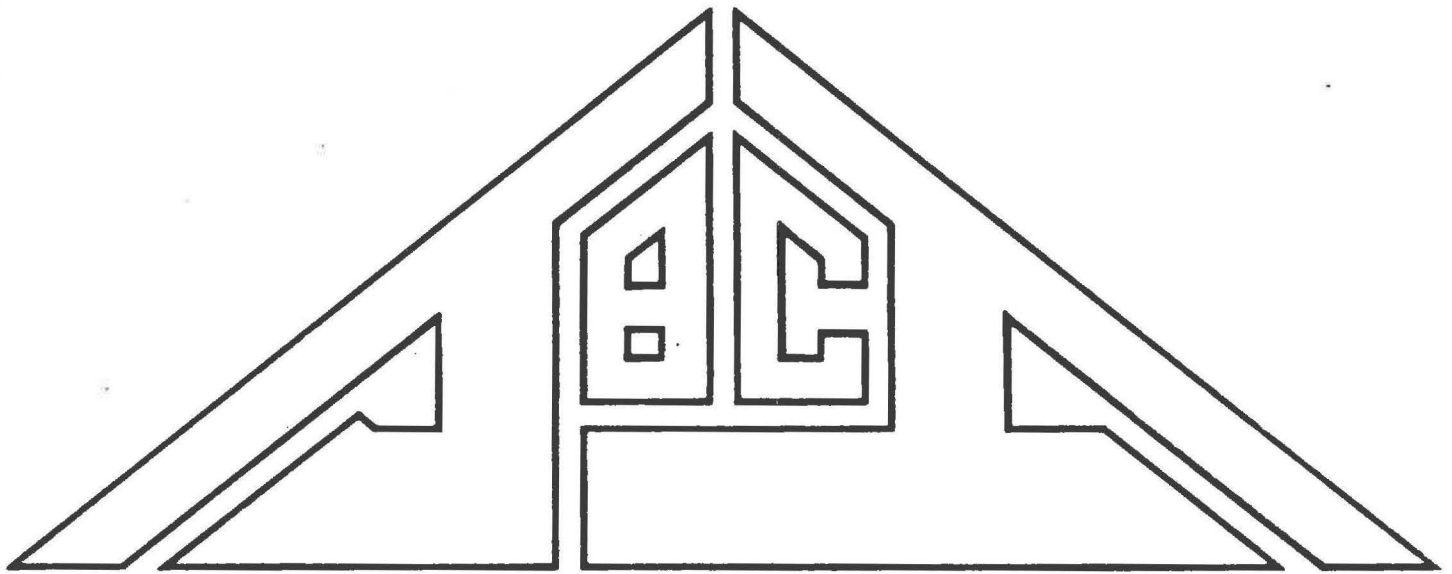


**Justice Institute
Of
British Columbia**

4180 West 4th Avenue, Vancouver, B.C. V6R 4J5

(604) 228-9771

1980 – 85
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PREAMBLE

The Justice Institute's most striking feature is its novelty. Begin with the fact that its role is unique within the Canadian scene, add in its youth, consider its many masters, recall its origins, and the picture emerges of an energetic young organization that is searching after its real identity while attempting to service an important training need at the same time.

Although the Institute's history reveals a course of open counsel and cooperation, some dynamics arising from its formative years remain in need of resolution. In this regard, the Institute is like any other organization where the forces that led to its inception continue to exert their influence in molding its character. However, the movement in pursuit of identity has not been entirely self-governing and the shifts in political climate that have helped to shape the Institute must be considered when attempting to determine its preferred future.

It would be much more convenient from the planner's point of view if the Justice Institute was a mature organization whose relationships were fixed, whose administrative structure was firmly settled, and whose mandate was refined to the point of exactness. But this is not the case and the purpose of the Institute's first educational five - year plan must be to suggest solutions to long-standing problems as its first priority. Accordingly, the description which follows resembles a management study more than a conventional planning analysis. Rather than offering detailed predictions concerning future growth and a workplan that can be followed to bring them to fruition, the Plan For The Future outlines the conditions that must be satisfied if growth itself is to be made possible.

As a final introductory comment, the authors wish to express their thanks to the Institute's Principal and his staff, as well as to the many individuals within the Ministry of Education, the Ministry of Attorney-General, the Emergency Health Services Commission, the B.C. Police Commission and the Fire Services Commission, who provided assistance, opinions and advice in the preparation of this report.

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7 April 1980

SUMMARY OF THE RECOMMENDATIONSIT IS RECOMMENDED:

- I. That the Mandate of the Justice Institute of British Columbia be re-drafted to reflect more clearly the Institute's purpose, function and area of responsibility.
- II. That the principle of direct employment for all educational staff be endorsed and that a reasonable time-frame be established to allow for the hiring of new employees or to effect the transfer of client agency personnel to the Institute.
- III. That the Justice Institute employ the majority of its training staff on a rotating secondment basis; that the Institute be regarded as the employer of all personnel on secondment status; and that the Institute be given responsibility for payroll administration.
- IV. That the Institute assume the primary responsibility in the planning, design and delivery of all instructional programs offered from its campus.
- V. That all client agencies be encouraged to provide the Institute with their manpower planning policies, performance standards, and evaluation requirements as a condition of their participating in Institute-wide programs.
- VI. That the Institute provide access to legally-binding procedures which allow client agencies to intervene should the standards expressed in the Institute / Agency contract not be met.
- VII. That a standing committee be established to oversee the details of the working relationship between the Institute and each client agency.
- VIII. That an integrated management structure be established to reflect more accurately the mandate of the Institute.

- IX. That two Vice-Principal positions be established to oversee and to coordinate the Institute's educational services and the Institute's financial administration.
- X. That an Institute Council be established to develop Institute policy and to provide an identifiable executive structure which offers equal representation to all client agencies.
- XI. That the Institute develop a reliable and efficient data gathering and information system.
- XII. That an Executive Coordinating Committee be established to promote an effective working relationship between the Institute and its major clients respecting matters of overall policy and the details of contractual agreements.
- XIII. That the funding models governing both the Ministry of Education's contributions and the fee-for-service payments from contracting agencies be reformed.
- XIV. That the Institute place greater emphasis upon providing programs which encourage community access.
- XV. That a standard contract be prepared to apply with equal force to all of the Institute's major clients; that the contract detail the responsibilities each party is expected to fulfill; and that the contract provide an arbitration clause for resolving disputes.
- XVI. That the Ministry of Education assume a leadership role by initiating the procedures necessary to prepare a Master Agreement between the Ministry, the Institute and the client agencies.
- XVII. That the Institute increase its commitment to provide instructional programs for the benefit of middle and senior management personnel within the justice and public safety systems.

TABLE OF CONTENTS

	<u>Page</u>
PREAMBLE	i
SUMMARY OF THE RECOMMENDATIONS	ii
PART I: THE HISTORY	
A. The Birth of An Idea	1
B. The Transition	3
C. A Change in Name and A Change in Mandate	7
D. The Time of Retreat	9
E. The Final Act	11
F. Reflections of History	15
G. The Administrative Reaction	19
PART II: THE JUSTICE INSTITUTE TODAY	
A. An Overview	
1) Introduction	21
2) Legislation	21
a) The Colleges and Provincial Institutes Act	21
b) The Police Act	22
c) The Fire Services Act	22
d) The Emergency Health Services Act	23
3) Boards and Governing Bodies	
a) The Justice Institute Board	23
b) The Academic Council	23
c) The Management Advisory Council	25
d) The Provincial Coordinating Committee on Justice Education	25
4) Affiliations and Contracted Agreements	
a) The Council of College and Provincial Institute Principals	26
b) The Memorandum of Agreement Between the the Ministry of Attorney-General and the Justice Institute of British Columbia	26
c) Other Contract Services	28
5) Administrative Organization	29
6) Mission Statement and Functions	31

	<u>Page</u>
B. The Justice Institute's Educational Divisions	
1) Introduction	32
2) The B.C. Police Academy	32
3) The Fire Services Academy	34
4) Corrections Staff Development	35
5) The Educational Services Division	37
a) Community Programs	39
b) Program Development	40
c) Instructional Services	40
i) The Resource Centre	41
ii) The Media Centre	42
iii) The Materials Production Unit	42
d) Courts Services Training	42
e) The Counselling Service	44
f) The Emergency Health Services Academy	44
C. Facilities	
1) Introduction	46
2) Future Needs	46
PART III: STATISTICAL REVIEW AND PROJECTIONS	
A. Introduction	48
B. The Justice Institute's Provincial Service Population	49
C. A Profile of the Current Student Population With the Institute's Major Client Agencies	51
D. Student Participation Rates and Student Population Growth Predictions	52
E. Admissions, Program Mix, Program Locations and Cooperation Within the Post-Secondary System	
1) Admissions	57
2) The Ratio Between Advanced and Basic Instruction	57
3) Program Locations	57
4) Cooperation With Other Post-Secondary Institutions	58
PART IV: JUSTICE AND PUBLIC SAFETY EDUCATION AND TRAINING: A STATEMENT OF PRINCIPLES	
A. Introduction	61

	<u>Page</u>
B. Assumptions	
1) Training and Education are Distinct Yet Complimentary Activities	61
2) The Character of Justice and Public Safety Systems Must be Understood Before Training Issues Can be Addressed	62
3) The Identity of an Institution Offering Justice and Public Safety Instruction Should be Greater Than the Sum of its Services	64
4) The Value of Justice and Public Safety Training is Greater Where the Experience of Learning Goes Beyond Task-Specific Instruction	66
5) Educators Should Educate; Managers Should Manage	68
6) Manpower Development Policy, Defined Standards and Performance Evaluations Help Guarantee Client Agency Control Over Training Program Quality	69
a) Manpower Development Policy	70
b) Needs Analysis	71
c) Standards	71
d) Performance Monitoring	71
e) The Manager's Authority to Intervene	72
7) Curriculum Content and Program Design are at the Heart of an Educational Enterprise	73
8) Campus Environment Has a Determining Influence on Program Quality and Instruction Costs	74
9) A Training Institution Requires an Integrated Administrative Structure in Order to Support Integrated Instruction	75
10) The Manner in Which Training Funds are Developed and Administered Affects Program Delivery	77
11) Community Participation in Justice and Public Safety Instruction Should be Encouraged	79
 PART V: REQUIREMENTS FOR ACTION	
A. Introduction	81
B. The Requirement to Re-examine the Justice Institute's Mandate	81
C. The Requirement to Develop Training and Educational Services as Distinct Yet Complimentary Activities	83

	<u>Page</u>
D. The Requirement to Separate Manpower Policy Responsibilities from Program Delivery Responsibilities	85
E. The Requirement to Re-organize the Administrative Structure of the Justice Institute	87
F. The Requirement to Re-organize the Justice Institute's Financial Relationships	90
G. The Requirement to Emphasize Service to the Community	94
H. The Requirement to Re-define Agreements Between the Justice Institute and its Major Clients	96
I. The Requirement for the Ministry of Education to Become More Closely Involved With the Activities of the Justice Institute	97
J. Miscellaneous Requirements	97
PART VI: RECOMMENDATIONS	98
APPENDICES: I A Description of Justice Institute Programs	
II A Description of Community Program Projects	
III Employment Qualifications for Those in Training at the Justice Institute of British Columbia	
FOOTNOTES	

PART I: THE HISTORY

A. THE BIRTH OF THE IDEA

The initial concept of a learning centre dedicated to justice-related issues gained prominence within the Attorney-General's Ministry as early as 1974. In one sense the motives behind the first planning discussions were wholly practical and were given impetus by the need to find accommodation for the B.C. Police College following proclamation of the Police Act.

Under the Act's authority the British Columbia Police Commission was established and given stewardship over the Province's newly acquired responsibility to provide training services for police constables and recruits attached to municipal law enforcement agencies. In searching out a site to house the Police College attention fell upon the old Dawson School in downtown Vancouver. The size of the facility led to speculation that it could accommodate other training and education programmes and the preliminary investigation of a Justice Education Centre began.

Lending force to the concept, a belief was current within the Attorney-General's Ministry that all training and education programmes associated with the criminal justice system would benefit from the coordination and integration of their delivery. It was further believed that a Justice Education Centre would not only provide a reasonable means of reducing duplication between the in-house training services maintained by the Ministry's branches, but also would give the Attorney-General a measure of influence over justice training programmes offered by other educational institutions.

While practical interests presented the planners with a firm base to work from, their discussions were coloured by two assumptions then enjoying currency. The first of these, expressed in the language of the day, concerned the "cross-systems implications" stemming from any change within the criminal justice administration. Attempts were being made to reduce fragmentation and to remove the traditional barriers that were seen to isolate Police, Legal Services, Courts and Corrections from each other. Accordingly, centralized training seemed an ideal strategy to erode entrenched attitudes and to engineer greater cooperation across the Ministry.

A second assumption affecting the early planning stage pertained to the nature of planning itself. Because it is generally held that day-to-day "priority shock" within any organization's operational divisions disturbs a deliberate and objective planning enterprise, the Justice Education Centre was considered an appropriate place to locate the Attorney-General's manpower planning and development capacity. By doing so, the manpower planners could maintain some insulation from daily operational demands and keep in good standing with conventional planning practices.

Moreover it seemed reasonable to place a manpower planning unit under the same roof as the training groups so long as the Justice Education Centre was expected to be an adjunct of the Attorney-General's Ministry, over which the Ministry could exercise uninhibited control. The manpower planners could liaise directly with the training staff and would be in an excellent position to recommend policy regarding common training and personnel development objectives to their executive.

It is significant that the first discussions saw utility in the Justice Education Centre idea only in so far as it was an immediate creature of the Attorney-General's Ministry; that its area of interest rested specifically in the criminal justice system; and that it sat well in the general atmosphere of change favoured at the time. Far from being affected by legislated constraints set down by the Ministry of Education, it was seen as a vehicle to influence other educational establishments in a manner rewarding to the Attorney-General.

B. THE TRANSITION

When it became known that the Dawson School was unavailable, a hiatus occurred in the planning. Given the B.C. Police Commission's opinion that further delay in establishing the Police College would be detrimental to the quality of municipal law enforcement, the College commenced operations in temporary facilities during March 1975, after entering into a two year lease arrangement with the Department of National Defense at the Seaforth Armouries.

While the decision to proceed independently dampened the prospect of consolidating training resources, the College's ability to provide an effective service remained uncertain. Operating from a fragmented campus, police training activities were scattered between the Vancouver location, the Boundary Bay Airport in Delta and the Coast Marksman Range in Burnaby. Combined with the limitation set forth in the lease, the College's inadequate facilities forced the planners once again to begin the search for a permanent site and the Justice Education Centre idea was given new vitality.

During the same period, other training branches of the Ministry continued to experience considerable strain on their resources. Corrections Staff Development Branch depended upon a mixed assortment of facilities in Burnaby, Marpole and Chilliwack. Similarly, Courts Services operated pre-employment vocational training courses for Court Reporters at the B.C. Institute of Technology and Sheriff's training programmes at the Willingdon School. Throughout 1975, all the training groups felt a need to acquire new instructional aids including simulation space, media labs, physical education areas, residential accommodations and food services.

Led once more by the planning foresight within the B.C. Police Commission, the Attorney-General's Ministry resumed its enquiry into a shared facility and by April 1976 a report¹ was tabled with the Ministry's Executive Committee outlining the dimensions a Justice Education Centre should encompass. The document expressed some fundamental changes to preceding versions and reflected a new wind blowing through the bureaucracy; as a catchword, "reform" had been replaced by "financial restraint" and "cost-effectiveness". Although the principle

users continued to be identified as Police, Legal Services, Courts and Corrections and while the "cross-systems" theme was maintained, the primary argument in favour of a joint facility had altered. The guiding rationale now became the Justice Education Centre's assumed capacity to provide the most cost-effective use of resources.

Unlike earlier attempts to define the proposed institution, the revised planning strategy emphasized the Ministry's manpower development needs and the Centre's ability to serve as a broker in coordinating justice education programs throughout the Province. By using the Centre in this manner, programing in the universities and colleges could be influenced to parallel the career training requirements of the justice system. What once was implied, now was stated explicitly.

Equally important, the Centre's projected function no longer was restricted to amalgamating the Attorney-General's training branches. Where originally the service area had been the criminal justice system, the new discussion paper addressed the training needs of the justice system in its entirety. The concept had become much broader and set out to capture public education in a general sense by identifying community-based organizations and municipal libraries among its potential clients.

Translated into organizational terms, the shift in clientele cannot be over emphasized. At one stroke, the Justice Education Centre moved beyond its principle users within the Ministry to a universal population while failing to suggest either a definition of the larger community it intended to serve or commenting on the administrative mechanisms necessary to manage two different sets of clients. As an added complication, the proposed movement toward public education crossed into the legislated domain of other agencies such as the Legal Services Commission - an invasion which remains unclarified to this day.

Two further departures from the first planning discussions became apparent by the Spring of 1976.² The first concerned a stated desire for the Justice Education Centre to assume coordinating responsibility over the Ministry's research activities; a duty compatible with the belief that the Centre would

remain under the Ministry's authority. The second issue was more complex and expressed caution about the nature of affiliation between the Centre and the Ministry of Education.

It is interesting that the question of affiliation arose out of the continuing problem confronting the planners whenever the issue of securing a suitable location was approached. Short of a major facilities building program, unlikely in a time of restraint, the magnitude of the physical requirements for justice training made it difficult to select a single educational institution capable of housing such an undertaking.

As an alternative, thought was given to developing a "multi-site campus" and to entering into affiliations with other educational institutions already active in the field. But to do so called up the problem of control once again. If the Attorney-General's Ministry was to exercise authority over justice training, an agreement would have to be reached which would grant the Attorney-General powers over course content, the employment and supervision of academic staff, programme scheduling, student selection and any certificates granted as a consequence of successful course completion. In addition, it was argued that the Ministry's training groups should be represented on the management Boards of any educational establishment where they might be situated, while also continuing to operate within their own branch management structures.³

Although the "multi-site campus" was soon to be dismissed as too unwieldy, the attempt to discover a management formula that would satisfy the Attorney-General's wish to control programing shed light upon the lack of homogeneity within the Ministry's training service itself. Prerequisite to establishing a structure that could relate to a cross-section of post-secondary institutions, the planners first had to determine how the trainers representing Police, Legal Services, Courts and Corrections could relate to each other.

The question of their inter-relationship was confused by the independence each group traditionally exercised and by the diversity of their reporting procedures. Police training, for example, fell within the legislated jurisdiction of the B.C. Police Commission while Corrections training operated solely within its

branch of the Ministry and Courts training largely discharged its duties through separate agreements with B.C.I.T. and Vancouver City College.

The organization necessary to produce a unified front when negotiating with other participants in the post-secondary field also revealed a degree of territoriality between the training groups which the eclectic approach to training originally had been designed to irradicate. Some feared that amalgamation and integration "might jeopardize the unique features and identity of individual program"⁴, forgetting that the first arguments in favour of an integrated training facility set out to accomplish precisely that end. While statements of this kind were allowed partially to submerge in the planning activity which followed, one criticism surfaced that remains unresolved:⁵ a Justice Education Centre contains the potential to isolate training from the operational branches of the Attorney-General's Ministry unless the relationship between ministerial policy, manpower planning and training programs is bound by a clear and well-publicized agreement.

C. A CHANGE IN NAME AND A CHANGE IN MANDATE

Notwithstanding the debate internal to the Ministry, progress continued. Moved by the need to enter into discussions with the Ministry of Education regarding the "multi-site campus", the Attorney-General's Policy Executive, in April 1976, designated the Director of the Police College as their negotiator. By June, two important changes happened as the planning pace quickened.

The first change concerns the appearance of a new name. After a brief period where the Justice Education Centre was referred to as the Justice Training Centre, the title Justice Institute was chosen to reflect the organization's desired personality. While the alteration in title seems unimportant, it should not pass unnoticed for several reasons.

As opposed to a college, which is recognized to have regional responsibility for providing comprehensive program services, an institute has service responsibility in areas of specialization. An institute serves a defined category of knowledge rather than a set geographic area. In this respect the title "institute" becomes significant in relation to the second change which occurred in June 1976; the addition of a new dimension to the Centre's proposed mandate. On top of its other functions, the Justice Institute was expected

".... to provide central resources for the exploration of conflicting ideologies, fragmented planning, role ambiguity and the planning for future delivery of justice services within the Province."⁶

Once the bureaucratic language in which the statement was written has been translated, it appears that the new area of specialization the institute intended to serve reached far beyond the principle users identified originally and beyond the community organizations suggested previously. Again, the lack of definition attached to the expanded community-of-interest compounded the future organizational problems previously discussed.

As a final comment, the change from Justice Education Centre to Justice Training Centre to Justice Institute raises another issue. Without wishing to stray

too far into the clutches of learning theory, the important difference between the words "training" and "education" should be acknowledged. When the terms are used ambivalently, the organizational structure necessary to incorporate the two activities at an applied level also may suffer from ambivalence.

"Training" can be equated with instruction that is intended to bring the recipient to some desired standard of efficiency; it is task-oriented, factual and finite. "Education", on the other hand, is value-laden and open-ended. The prefix of the word "education" evolves from the Latin "ex" or "out of" while the prefix of "instruction" contains the idea "in" or "into". Where learning is concerned, it is easy to see that "in" and "out" are distinct processes and may require separate methods of presentation within an institutional context.

D. THE TIME OF RETREAT

Following the Attorney-General's appointment of a Director to oversee the Institute's planning activities, events proceeded rapidly into the Fall of 1976. As in the past, the search for an appropriate site acted as a catalyst, particularly after it was learned that the Worker's Compensation Board facilities in Vancouver might be available.

Recommendations made by the planners were endorsed by the Ministry's Policy Executive in September and were carried forward to the Attorney-General.⁷ They included a formal rejection of the "multi-site campus" based on a consolidation of earlier arguments favouring a single facility. Given that the resources available to the Ministry were limited by the new spirit of constraint, it was argued that issues of productivity and organizational effectiveness acquired critical importance. To improve effectiveness, the planners suggested that specialized training programmes offered the key to better productivity. Capping the argument, the "multi-site campus" was discarded in the belief that the training process could be cost-effective only if it was not fragmented. Therefore, a systematic and logical progression of training programs from initial employment through to executive management was required.

The recommendations also refined the Justice Institute's anticipated role. They called for an acceptance of the Institute's central function within the Ministry by claiming responsibility for the identification, development, coordination, integration and delivery of all training and education programs. Additionally, the recommendations sought authority for the Institute to provide leadership in articulating the Ministry's manpower planning and development policies, organizational planning, and research, wherever the delivery of Provincial justice service was involved.

Notably absent from the policy paper was any mention of the Institute's role as broker for justice education programming within the post-secondary field. By turning away from the "multi-site campus" idea, the planners' attention had shifted strictly to the Institute's position within the Ministry and affiliation with other educational centres ceased to be a dominant concern.

The only indicator suggesting that consideration was still alive for a clientele beyond the Attorney-General's operational branches was contained in a re-statement of the objective quoted earlier: the Institute would

".... provide a forum through which conflicting ideologies, fragmented planning and role ambiguities could be interfaced, explored, evaluated, and, hopefully, resolved."⁸

While the language in which the proposition was expressed had changed slightly, it still failed to define the community-of-interest under reference and continued to raise the spectre of future organizational problems.

Throughout the remainder of the year and into 1977, site acquisition eluded the planners and was quickly becoming the Institute's albatross. The Police College lease had expired on January 31, although a one year extension had been negotiated. Adding fuel to the search, Sheriffs and Court Services training had been told to vacate the Willingdon School by September in order to make room for the Lower Mainland Regional Juvenile Detention Centre.

E. THE FINAL ACT

As the urgency increased, so did the frustration with the seemingly unaccountable delay in bargaining for the Worker's Compensation Board buildings. In order to break the apparent stalemate, an appeal for political support was made.⁹ A change in strategy emphasized the pressing need to find accommodation for the Police College and the issue of consolidating the Attorney-General's in-service training and research program became a related but secondary priority.

Although arguments favouring a Justice Institute that continued to concentrate on the Attorney-General's internal training needs remained largely unchanged, one new and important element was added to the mix. For the first time it was pointed out that a Justice Institute could provide training benefits to those Ministries other than the Attorney-General's that had a law enforcement responsibility. Pressing the point home, it was proposed that a committee representing the Ministry of Education and the Attorney-General should be convened to coordinate curriculum development and to insure that the best utilization of resources could be achieved. Accordingly the Justice Institute's sphere of influence once more expanded to include a broader clientele and involvement with the Ministry of Education was renewed.

Keeping company with the efforts to find political support, the Attorney-General put a proposal before Treasury Board requesting funds to purchase the Worker's Compensation Board facility. Before a response was received, the single most important event in the Institute's evolution jarred the planning process. The situation as it became clear in August 1977 is best described in a memorandum sent the Deputy Attorney-General by the Director of the Police College:

"The intention of this Ministry to establish internally a Justice Training Centre is now inconsistent with the proposed legislation contained in Bill 82 - Colleges and Provincial Institutes Act. The proposed Bill clearly captures the developing Justice Training Centre as a Provincial Institute within the interpretation of the legislation and effectively removes it from the direct control of the Ministry of Attorney-General."¹⁰

There can be little doubt that the Director's assessment was correct. Bill 82 placed the long-standing issue of control in a new light by granting the Minister of Education power to participate in all decisions regarding post-secondary education and training which affected institutions funded by the Government. In part the Minister of Education's authority would be exercised through two newly created corporations known as the Occupational Training Training Council and the Academic Council. Furthermore, the Bill contained provisions to establish a nine member Board charged with administrative and managerial responsibility at each Provincial Institute. Each Board was required by the legislation to constitute a Program Advisory Committee comprising professional, employee and student representation. Similarly, the Occupational Training Council was obliged to create Occupational Advisory Committees to assist in its deliberations.

With the sudden proliferation of Councils, Boards and Advisory Committees all holding power to influence the Justice Institute's development, the Attorney-General's Ministry was forced to retrench.

Not surprisingly, earlier recommendations detailing the Institute's central role within the Ministry had to be reconsidered. Given that ministerial responsibility is a political fundamental in parliamentary systems, it would have been improper for the Attorney-General to allow policy decisions affecting organizational development, research and manpower planning to be made external to his ministry. On the other hand, consolidating training resources in an Institute receiving financial support from another ministry had to seem attractive; particularly when an answer to the facility question could no longer be postponed.

Moving decisively, the Attorney-General's Policy Executive agreed to launch a joint proposal with the Ministry of Education to pursue the establishment of a Justice Institute in accordance with the Colleges and Provincial Institutes Act. By October 1977 both ministries had appointed representatives to prepare a position paper on the subject.

The policy bugbears associated with organizational development, research and manpower planning figured strongly in the terms of reference set out in the Attorney-General's negotiating stance.¹¹ Equally important, the Attorney-

General did not want participation in the Institute to isolate training programs from the operational requirements of service delivery; it was argued that the complete transfer of personnel was unadvised because it would restrict the trainers' connection to manpower planning and personnel development activities.

In order to preserve the continuity of planning, training and manpower development within the Ministry, the Attorney-General required a contract with the Ministry of Education that would:

- 1) exclude the complete transfer of personnel to the Justice Institute;
- 2) agree to share the core resources, space and services of the Institute;
- 3) offer full participation in the coordinating of justice training throughout the Province;
- 4) undertake to cooperate fully in achieving the objectives and the effective management of the Institute; and
- 5) establish a formula to reimburse the Institute for services rendered.

As negotiations commenced in October, site acquisition was left the responsibility of the Attorney-General's Ministry. By the time the two ministerial representatives tabled their recommendations,¹² the Justice Institute concept was declared to have been developed in response to the fragmented and isolated delivery of justice training programs throughout the Province. As a secondary consideration, the Institute was deemed capable of centralizing and coordinating the Attorney-General's training programs, but it was emphasized that the enterprise would take place within the broader context of post-secondary education.

The recommendations also reached agreement on specific issues including:

- 1) that recommendations to the Lieutenant-Governor in Council under the Colleges and Provincial Institutes Act for the appointment of the Board would be mutually agreed upon by the Minister of Education and the Attorney-General;
- 2) that the initial funding of the Justice Institute for facilities, staff and resources, where not otherwise already existing, would be generated from consolidated revenues under Section 84 of the Act;
- 3) that the fiscal budget to maintain the core staff and support services of the Institute as required by the Act would be allocated to the Justice Institute by the Ministry of Education;
- 4) that the mandate of the Institute would include responsibility for fire service training and that the specific objectives for this aspect of the

Institute would be developed in consultation with the Provincial Fire Marshall;

- 5) that police training would continue to be identified as the British Columbia Police Academy to provide for continuity and recognition of training standards and certification of the police service; and
- 6) that the Attorney-General's Ministry would pursue the site acquisition and would transfer title to the Board of the Institute at the time of its incorporation.¹³

Following acceptance of the proposals outlined in the negotiators' position paper, organizational details were put in place and the selection of the Institute's Board commenced. After the long delays in securing a permanent residence, and with uncanny fortune, the Jericho School became available once agreement with the Ministry of Education had been concluded.

On April 27, 1978, an Order-in-Council was passed making the Justice Institute a reality at last and giving it authority to perform the following functions:

- 1) provide courses of instruction which are consistent with the identified needs specifically for, but not limited to, Police, Corrections, Courts and Sheriffs;
- 2) identify the educational and specific training needs for all components of the British Columbia Justice System, including Fire Services;
- 3) develop a cooperative system of coordination between its own programs and those of the other institutes, colleges, universities, public schools and community-based organizations; and
- 4) provide a provincial forum for discussion and examination of justice and socially related issues.

F. REFLECTIONS OF HISTORY

The inaugural meeting of the Institute's Board took place in May 1978 and shortly thereafter the Director of the Police Academy won the competition for the Principal's position. By July the Police Academy had taken up residence at Jericho. When Corrections Staff Development and the new Fire Services Academy followed suit during the Fall, the Justice Institute finally became operational.

In keeping with the guiding legislation, the Institute's management and policy direction devolved upon its nine member Board. The day-to-day administrative responsibility was given to the Principal who was assisted by the Director of Educational Services, the Director of Finance and Administration, and the directors of the three main training divisions.

As the Institute's managers set out to locate staff, upgrade facilities, develop policies and establish budgets, the need became obvious to resolve some specific issues inherited from the Institute's earlier history. For example, while the Board's mandate was clearly defined by legislation, it was equally clear that the training staff answered to more than one master: Corrections Staff Development remained accountable to the Commissioner of Corrections; the Police Academy to the B.C. Police Commission; and the Fire Services Academy to the Fire Services Commissioner.

Conversely, staff from Finance and Administration and Educational Services were direct employees of the Justice Institute and were accountable to the Board through the Principal. Once again attention was called to the long-standing question of control as differences in reporting procedures appeared.

To appreciate the issue it is necessary to recall the original planning discussions. The principle users were consistently identified as the core branches of the Attorney-General's Ministry and there can be little doubt that the Institute derives its capacity to exist from their participation. Once the enterprise had fallen within the Ministry of Education's purview, the Attorney-General had hoped to maintain influence over the training activities by three devices:

- 1) by playing a consultative role in the selection of the Institute's Board;
- 2) by continuing the direct employment of training staff within the Ministry's operational branches; and
- 3) by adopting a contract model to finance the cost of instructional support.

With the Ministry's authority over the Institute strictly limited by provisos in the Colleges and Provincial Institute's Act, the Attorney-General's co-selection of Board members represents a symbol of good intentions rather than an actual instrument of control. On the other hand, the staff reporting relationships and the funding formula impact directly on the Institute's operational activities.

With regard to the reporting relationships, the Attorney-General's participation in the Institute has tended to complicate the Ministry's training services by adding new and diverse levels to the trainers' lines of accountability. Like the horseman who rides off in all directions at once, each training component continues to respond to a unique set of expectations and historically-based needs while simultaneously trying to cooperate within the larger context of the Institute's affairs.

By complicating rather than simplifying the reporting relationships, three problems emerge:

- 1) The role delegated to the Institute's Principal contravenes a basic tenet of good business practice. While he is fully accountable to the Board for the Justice Institute's management, he is not fully responsible for the majority of the Institute's training activities.
- 2) So long as their affiliation with the Institute is based on the financial contract model, and so long as their first allegiance in that relationship is with the Attorney-General's operational branches, it remains unclear how the core users ought to participate in achieving the Institute's broader objectives.
- 3) The relationship between training programs and the development of the Attorney-General's manpower planning policies has not yet been clarified.

Peculiarities in the reporting procedures parallel peculiarities in the funding formula. At present, the Attorney-General's Ministry finances the total cost of instructional support - including instructors' salaries, travel expenses,

clerical services and stationary. On its part, the Ministry of Education provides capital and operating funds for facilities, library and media resources, and all Institute-wide administrative services.

At first appearance the formula seems reasonable and straight forward but some anomalies are present. For example:

- 1) Through its corporate identify the Justice Institute owns the institution's physical assets which include a fleet of vehicles, but capital expenditures on patrol cars used for instructional purposes are funded by the Attorney-General.
- 2) The salaries paid to the instructional faculty of Courts and Corrections training are processed directly from Victoria. On the other hand, the salaries paid to Courts and Corrections clerical staff are processed by the Justice Institute.

Using hindsight, it seems that the funding formula evolved in response to two different circumstances:

- 1) The Attorney-General's training components moved to the Justice Institute at mid-point during the 1978-79 fiscal year. In order to avoid an accounting nightmare, expediency prevailed. Agreements that served a temporary purpose now appear to have become entrenched.
- 2) More important, it appears that the Attorney-General's Ministry believed that budgetary control, based on the contract model, equates with control over the direction of training programs.

With due respect to the Ministry's planners, it should be pointed out that it is the contract itself, not the contract's financial ingredients, that offers the Attorney-General opportunity to influence the services provided by the Institute. Seen in this way, the funding formula is inconsistent with the training agreements developed by other ministries. Nurses training, for example, is controlled by the medical profession and financed directly by the Ministry of Education rather than the Ministry of Health. By renegotiating the contract, it is suggested that substantial savings would accrue to the Attorney-General without altering the Ministry's influence in determining the nature of the services rendered by the Institute.

Nevertheless, in times of close cooperation and readily available funds, the present financial relationship is workable and satisfactory. Should resources become scarce, however, the current division of financial responsibility could

breed severe problems. The following factors are at issue:

- 1) The present division of responsibility is not comprehensively defined. It is not certain in all cases exactly where instructional support costs end and Institute-wide services begin.
- 2) Duplications in the accounting system would not appear to be cost efficient.
- 3) When accounting services are provided by the Institute for budgets established within the Attorney-General's Ministry, and when the Institute receives payment in arrears for expenditures made on the Ministry's behalf, what authority would be held accountable if a substantial overrun occurred? Moreover, in such a situation, should Institute staff intervene in the management process of the training components, withhold funds and demand that the budget parameters be respected?

G. THE ADMINISTRATIVE REACTION

As the difficulties attendant upon staff reporting relationships grew more pronounced, the Institute's Principal produced a report in November 1978 which outlined three organizational alternatives. Excerpted from the report, the three models proposed are as follows:

Model 1, would "layer in" the existing staff development Branches of the Ministry to the Institute. Lines of accountability would remain directly with the Ministry as is the present case and the Justice Institute would establish an organization to provide space and some coordination of common resources (library, food, residences, etc.).

Model 2, would involve the complete transfer of all training and staff development resources within the Ministry of Attorney-General to the Justice Institute. This would involve all personnel, equipment and resources.

Model 3, would require the transfer of all resources in the Ministry to the Institute with the exception of the Director of Staff Development, Corrections and the Director of Staff Development, Courts. These positions, plus directly related support staff, would remain within the respective Branches of the Ministry and constitute the interface through which the Institute would develop and deliver the training programs for the two Branches. In addition, incumbents in these positions would perform all the other staff development functions that are not and should not be the responsibility of the Justice Institute (e.g. administer training relief funds, educational leave requests and coordinate regional staff development personnel, etc.).¹⁴

The reorganization proposals elicited vigorous reaction and the Institute's Board quickly carried a motion endorsing Model 3. But during the Board's review of the recommendations, notice was taken of the fact that the training directors for Courts and Corrections exercised non-instructional responsibilities when performing their staff development duties. After the propriety of the directors' dual roles was questioned by a Board member, renewed attention was drawn to the independence exercised by the Attorney-General's training units within the Institute's operational mandate. Controversy ensued.

The Ministry's response to the Principal's proposals was delivered by the Attorney-General's Executive Committee in March 1979. Excerpts from the Deputy Minister's letter on the subject best describe the Committee's position:

".... we would very much like to step back from decision making as to staff allocation and begin from a firm planning basis. Staff, like facilities and financial resources, are secondary to a firm and agreed-to understanding as to what the goals and objectives are of the Justice Institute and the training programs that are carried out therein and reflect an allocation of resources based on agreed-to work plans and curriculum development.

We thus believe that in considering the question of reporting relationships of staff, we begin an orderly process to agree to goals and objectives, to develop more plans, to establish staffing criteria and levels and to do so in an orderly and timely way."¹⁵

In a subsequent letter from the Deputy Minister to the Chairman of the Institute's Board addressing the same issue, the desired content of a joint work plan was put forward:

"....I would expect that the detail would include matters such as courses, course content, instructors, financing of courses and instructors, the sharing of resources from both the Ministry and the Institute, the use of Ministry and Institute facilities, seconding and/or rotating of teaching staff between the Ministry and the Institute for the above purposes.

It was agreed that we would put aside concerns revolving around models related to bureaucratic structures and concentrate on issues relating to use of resources and facilities to accomplish training objectives for the Ministry."¹⁶

The exchange finally set the stage upon which a lasting understanding could be constructed between the Justice Institute and the Ministry of Attorney-General.

PART II: THE JUSTICE INSTITUTE TODAY

A. AN OVERVIEW

1) INTRODUCTION

A plethora of legislation, councils, commissions, boards and committees impact upon the Justice Institute to limit its operational independence. Before new planning directions can be proposed, the constraints affecting the Institute's activities should be set in perspective. The following brief review is offered to assist those readers not familiar with the legal and regulatory matrix in which the Justice Institute presently conducts its affairs.

2) LEGISLATION

a) The Colleges and Provincial Institutes Act

The Colleges and Provincial Institutes Act is the single most important piece of legislation applying to the Justice Institute. Proclaimed in force during 1977, the Act established a new set of administrative policy procedures for non-university, post-secondary institutions. Prior to the Bill's passage, colleges and institutes operated under provision of the Public Schools Act or, like the B.C. Institute of Technology, under legislation specific to their own institution.

Following the marked growth in post-secondary instruction which occurred throughout the period 1965 - 1976¹, legislation was needed to provide consistent procedures for program and course approval; for budgetary control; and for determining governing authority. As an aid to consolidation, the legislation grants the Minister of Education power to establish policy reflecting all post-secondary instruction taking place at the college and institute level. In this context, post-secondary education and training is interpreted to mean all education or training funded by the Government that is not provided for under other Acts affecting post-secondary institutions.

The Minister is assisted in his task by several creations of the Act including the Academic Council, the Occupational Training Council and the Management Advisory Council. Each council enjoys special

responsibilities and each is intended to play a consultative and advisory role with the Minister in the creation of policy. In their own right, the councils channel budgetary requests from the institutions to the Minister along with their recommendations. Upon the Minister's approval, the councils then allocate funds to the system.

In addition to the new administrative network, the Act also gives the Minister of Education extensive power to monitor the system's operations.

b) The Police Act

Within one of its many provisions, the Police Act, 1974, establishes the B.C. Police Commission. In section 5, the legislation defines the Commission's functions which include the following:

" ... to establish, subject to the approval of the Minister, minimum standards for the selection and training of constables;
... to establish and carry out, or to approve and supervise, programs for the training and retraining of constables and persons who intend to become constables."

Under authority of these provisions the Commission both created and continues to oversee the activities of the B.C. Police Academy.

c) The Fire Services Act

Similar in intent to the opening sections of the Police Act, the Fire Services Act was amended in 1978 to involve the Fire Commissioner in the selection and training of fire services personnel. The Commissioner is expected to be assisted by a Fire Services Advisory Board and is charged with the responsibility to:

" ... establish, in consultation with the advisory board and subject to the approval of the Minister, minimum standards for the selection and training of fire services personnel."

Unlike the powers given the B.C. Police Commission, however, the Fire Commissioner's control seems limited to setting training standards

and would not appear to extend over the actual delivery of training programs.

d) The Emergency Health Services Act

Given the likelihood that an Emergency Health Services Training Academy will become part of the complement at the Justice Institute, a review of the Emergency Health Services Act and its regulations is called for.

In addition to creating the Emergency Health Services Commission, the Act defines the Commission's duties with regard to training. The Commission has authority "to recruit, examine, train, register, and licence emergency medical assistants". The regulations to the Act made in 1975 provide further detail of the Commission's training mandate and authorize the Commission to establish prerequisites for recruitment; to establish course content for training; and to prescribe the form, frequency, content and passing grade of examinations. Moreover, the regulations describe specific instructional topics by job classification and determine the ratio of theoretical to practical training each should involve.

3) BOARDS AND GOVERNING BODIES

a) The Justice Institute Board

In accordance with Parts III and IV of the Colleges and Provincial Institutes Act, the direct management of the Institute's affairs falls within the purview of its Board. Membership on the Board is by Lieutenant-Governor in Council appointment and it is through the Board that the Institute secures its corporate status.

Section 17 of the Act sets forth the Board's duties and invests it with the authority to "manage, administer and control the property, revenue, expenditure, business and other affairs" of the Institute.

b) The Academic Council

In a letter from the Minister of Education dated 27 June 1978, the nature of instruction at the Justice Institute was designated "career technical". As a consequence, the Institute is located within the

jurisdiction of the Academic Council.

Yet another product of the Colleges and Provincial Institutes Act, the Academic Council holds authority to play a major role in the life of the Institute. Deemed a corporation, the Council assists the Minister of Education on matters respecting programs. It is within the Council's capacity to establish equivalency between programs delivered in the same subject area at different institutions. Additionally, the Council reviews and coordinates requests related to program delivery before they are submitted to the Minister. Once ministerial approval has been obtained and Government funds have been made available, it is the Council's duty to allocate program finances to the Institute.

No description of the relationship between the Academic Council and the Justice Institute can be complete without an accompanying explanation of the PACS system. PACS stands for the "Post-Secondary Activity Classification Structure" and represents the uniform reporting system initiated by the Ministry of Education. The PACS format categorizes instructional activities by function. In the Justice Institute's case, the following PACS functions apply:

<u>Function No.</u>	<u>Conventional Activity</u>
1	Conventional instruction; program development
6	Contract services (e.g., training services to the Ministry of Attorney-General, etc.)
7	General instructional support (library services, audio-visual services)
8	Student support (career counselling, student records, student activities, student support administration)
9	Institution support (Institute Board, Institute-wide management, financial management and operations, personnel services. etc.)

The PACS system provides the means to compare and contrast productivity factors throughout the post-secondary environment, but its application to the Justice Institute is somewhat unique. Where the budget submissions developed by most institutions concentrate on the activities classified under Function No. 1, "Conventional instruction - Program development",

the emphasis within the Justice Institute's budget falls within Function No. 6, "Contract services".

In other words, the Justice Institute's most significant budget category concerns money raised through contract services to government ministries rather than program money made available by the Ministry of Education through the Academic Council. In concert with the Minister of Education, however, the Academic Council retains the legislated authority to permit or reject program proposals brought forward by the Institute regardless of the funding source providing the finances. While it may be unlikely that the Academic Council would choose to withhold permission to conduct a program funded under contract to another ministry, it appears within the Council's power to do so.

c) The Management Advisory Council

Similar in function to the Academic Council, the Management Advisory Council receives, reviews and coordinates financial requests covering those programs which are not the responsibility of another Council. In short, the Management Advisory Council is concerned with financial requests for capital expenditures, particularly those which involve facilities construction.

Because contract services financed by ministries other than the Ministry of Education provide the Institute's primary revenue source, problems with the Institute's relationship to the Management Advisory Council can be anticipated. For example, the Academic Council is likely to approve program requests funded under contract, but should those requests require capital expenditures to build facilities in which the programs can be housed, the Management Advisory Council's cooperation is needed. Recent practice indicates that the Management Advisory Council's priorities regarding capital funding occasionally fail to coincide with other program priorities. The Justice Institute could find itself in a position where it has contracted to provide instructional programs but cannot provide appropriate facilities in which to deliver them.

d) The Provincial Coordinating Committee on Justice Education

The Committee was first formed in the early 1970's to advise the Attorney-

General's Ministry during the initial planning for a Justice Training Centre and to consult with Simon Fraser University regarding the creation of a Department of Criminology. As it is presently constituted, Committee membership contains representation from those post-secondary institutions offering instruction in justice services. Chaired by the Justice Institute's Principal, the Coordinating Committee is restricted to an advisory role. However, it fulfills the legislated requirements of the Colleges and Provincial Institutes Act by standing as the Technical Advisory Committee and as the Articulation Committee to the Academic Council.

4) AFFILIATIONS AND CONTRACTED AGREEMENTS

a) The Council of College and Provincial Institute Principals

As the name implies, the Council is composed of principals from non-university, post-secondary institutions. While it has no formal powers, the Council encourages liaison between participating organizations and provides a forum through which advice can be given to the Minister of Education, the Management Advisory Council and the Academic Council.

5) THE MEMORANDUM OF AGREEMENT BETWEEN THE MINISTRY OF ATTORNEY-GENERAL AND THE JUSTICE INSTITUTE OF BRITISH COLUMBIA

To date, the Justice Institute's primary client has been the Attorney-General's Ministry. Due to the Attorney-General's major role in developing the Institute, the nature of the relationship has been based on tacit rather than explicit contract arrangements. Needs analysis studies, academic plans, staffing requirements and fiscal needs are determined through a process of consultation. Once an understanding has been reached, the resulting agreement is usually put into effect without ratifying a formal or binding contract. Good faith and flexibility seem to be typical of the style in which the quasi-contractual arrangements are produced.

However, in order to bring a degree of specificity to their relationship, in January, 1980, the Attorney-General's Ministry and the Justice Institute signed a Memorandum of Agreement defining their association in some detail. The Agreement speaks to a set of principles common

- (4) the Court Services Branch,
 - (5) the Ministry of Attorney-General
Policy Planning and Support Services,
- iii) the Directors of:
- (1) Court Services Training,
 - (2) Corrections Staff Development,
 - (3) Fire Services Academy,
 - (4) Policy Academy,
 - (5) Educational Services,
 - (6) Finance and Administration.

Although the generalities and cooperative good intentions contained in the Agreement cannot be faulted, it is argued that the Memorandum fails to resolve many of the issues which were raised in Part I of the present report and which remain outstanding. Rather than putting to rest the possibility of tensions arising between the Attorney-General's Ministry and the Justice Institute, the Agreement brings forth a new set of considerations: With regard to the role that the Justice Institute might play in the arena of justice services and public safety, could it be to the advantage of all parties concerned to have specific and detailed contractual agreements as opposed to maintaining the existing, informal status quo?

c) Other Contract Services

Increasingly, the Justice Institute is entering into agreements with government agencies and private organizations other than those attached to the Attorney-General's Ministry. Conservation Officers from the Ministry of Environment, Safety Engineers from the Ministry of Labour, and a wide range of community organizations have gained instructional assistance and access to the physical resources of the Institute. Again, the contractual relationships seem to be informal rather than rigorous and usually are made through the auspices of the Institute's Educational Services Division.

A proposal has recently been made that most likely will lead to the creation of an Emergency Health Services Training Academy. Submitted

to the Institute's Board in December, 1979, the proposal recommends that the model governing the relationship with the Police Academy and the Fire Services Academy should be adopted by Emergency Health Services. When an Emergency Health Services Academy joins the complement at the Institute, the Ministry of Health will add a new dimension to the structure of informal contractual agreements and will represent the first major addition of a core client outside the Attorney-General's Ministry.

5) ADMINISTRATIVE ORGANIZATION

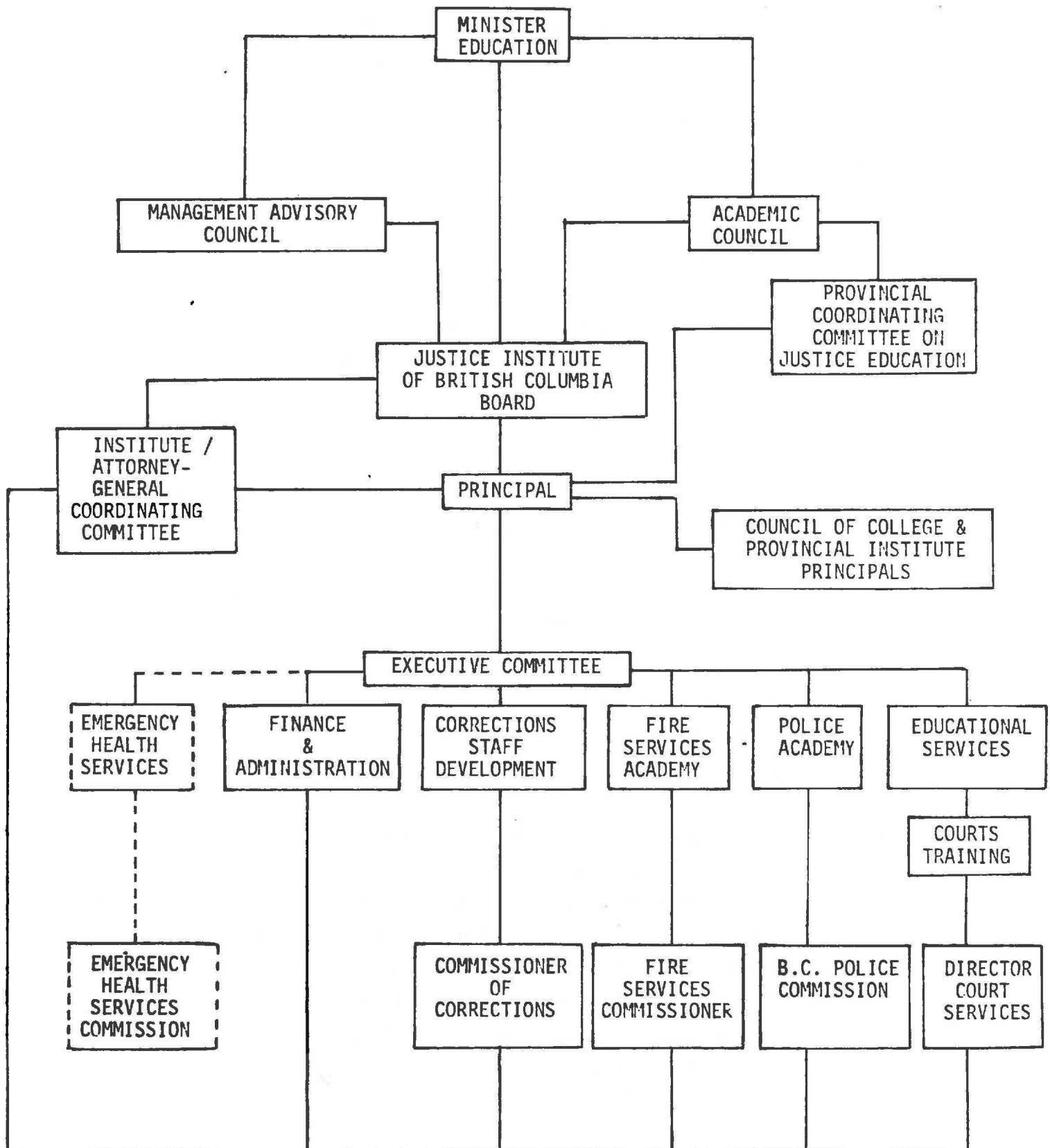
The supervisory management and policy direction of the Justice Institute is provided by the Institute's Board in keeping with the prescriptions detailed in the Colleges and Provincial Institute's Act. Reporting to the Board, the Principal is responsible for the direct management of the Institute's organization, facilities, programs and services. In turn, the Principal is assisted by an Executive Committee composed of directors representing the Institute's five divisions - Finance and Administration, Corrections Staff Development, the Fire Services Academy, the Police Academy and Educational Services.

Each division maintains the staff commitment necessary to dispense its duties and the staffing requirements are met in four distinct ways:

- i) by transfer of employment from a government agency;
- ii) by direct hiring as an Institute employee;
- iii) by time limited appointments or secondment and
- iv) by contract services.

With the exception of the Director of Corrections Staff Development, who continues to be an employee of Corrections Branch, all other members of the Executive Committee are Justice Institute personnel. Not including the Director of Finance and Administration or the Director of Educational Services, the remaining directors have reporting obligations which extend beyond the Institute and which are consistent with the policies, standards and legislation pertaining to the Commissioner of Correction, the Director of Court Services, the Fire Services Commissioner and the B.C. Police Commission.

JUSTICE INSTITUTE OF BRITISH COLUMBIA:
REPORTING RELATIONSHIPS



As a final comment on the structure, the Memorandum of Agreement between the Attorney-General's Ministry and the Institute establishes a Coordinating Committee which provides a standing review of the relationship between the two organizations.

6) MISSION STATEMENT AND FUNCTIONS

Although somewhat less formal than other constraints affecting its activities, the "Mission Statement" describes the Institute's general intentions:

"The Justice Institute of British Columbia, as a post-secondary educational institution, provides leadership and coordination to support, develop and deliver a wide range of training 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."

More formal, however, is the Institute's "Goals Statement". Taken from the Order-in-Council which brought it into being, the Institute is limited to the following functions:

- (1) 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 Courts Services Branch of the Ministry of Attorney-General,
 - c) the Fire Services Commissioner of the Province of British Columbia, and
 - d) the Police Commission of the Province of British Columbia.
- (2) To identify and deliver 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, and
 - c) private agencies and community groups engaged in justice or public safety activities.
- (3) To develop a cooperative system of coordination between the Institute's own programs and those of other institutes, colleges, universities, public schools and community based organizations.
- (4) To provide opportunities for people to participate in training and educational programs that promote an examination of criminal, civil and social justice issues.

B. THE JUSTICE INSTITUTE'S EDUCATIONAL DIVISIONS

1) INTRODUCTION

It is hoped that the reader now has some sense of the general environment in which the Justice Institute functions as well as some understanding of the unusual constraints which affect the Institute's operational independence. In response to the imperatives of its history, the Institute has produced an organizational structure that reflects the requirements of its major clients. It provides services through four educational divisions: the Police Academy, the Fire Services Academy, Corrections Staff Development and Educational Services.

By the summer of 1980, an Emergency Health Services Academy is expected to join the Institute's training complement. What is now in order, then, is to provide a description of the interests particular to each division and to indicate those forces which can be anticipated to act upon them over the next several years.

2) THE POLICE ACADEMY

The Police Academy's search for permanent facilities was fundamental to the Justice Institute's genesis. The academy took up residence at the Jericho Hill campus in July, 1978, and since that time it has further developed its instructional programs in response to the training needs of enforcement officers in British Columbia (see Appendix I).

While the Police Academy offers three broad categories of instruction ranging from recruit training through personnel up-grading to programs for management, it must be understood that its services are restricted to members of municipal forces, excluding the Royal Canadian Mounted Police.

Here the organization of enforcement agencies in British Columbia should be appreciated. At the present time, enforcement services in the Province are provided in a variety of ways:

- i) the R.C.M.P., serving as the Federal Force;
- ii) the R.C.M.P., serving as the Provincial Force under contract to the Attorney-General;

- iii) the R.C.M.P., serving as a Municipal Force under contract to the Attorney-General and the municipality involved;
- iv) municipal forces, serving directly those municipalities which choose to create their own enforcement capacity; and
- v) other agencies, such as Railway Police, Harbours Board Police, etc.

As already mentioned, the Police Academy's area of responsibility is restricted to the training and retraining of constables who are employed directly by a municipality through its local Police Board. However, a jurisdictional debate is in full swing concerning the accountability of the R.C.M.P. to the Attorney-General in those situations where the Federal Police are acting in a capacity other than their primary role as the Federal enforcement authority. Should the debate culminate in the Province either acquiring greater control over the R.C.M.P.'s activities or in its creating a Provincial Force of its own, the potential training demand upon the Police Academy would be extreme. Without regard to the outcome of the debate, the projected training growth within the municipal police services is estimated to be approximately 10% per year and a steadily increasing strain upon the Academy should be expected.

One very interesting aspect of the Police Academy is its Assessment Centre. Two types of programs are involved: first, the Provincial Assessment Centre Program provides information to participating police forces respecting managerial potential, supervisory ability and the development needs of individuals who are being considered for promotion to higher rank; second, the Initial Selection Assessment Centre Program provides information respecting the abilities, skills and potential of individuals being considered for positions as police constables.

Other divisions within the Justice Institute have looked closely at the Assessment Centre with the view to adapting its methods to meet their specialized needs. Because the Centre is funded directly by the B.C. Police Commission, special consideration should be given to the financial agreements necessary if its resources are to be made available to other training areas in the justice and public safety system.

3) THE FIRE SERVICES ACADEMY

Established as an operational division of the Justice Institute in the Fall of 1979, it is anticipated that the Fire Services Academy will grow over the next five years to rival the size and operations of the Police Academy. With the proviso that it receives the financial support required to develop its resources, fire services instruction should experience a 15 to 20% per annum increase in its training commitment over the time-frame projected in this report.

The initial programs offered at the Fire Services Academy concentrated upon providing senior management courses for the ranks of Captain, District Chief and above. Now a wide spectrum of programs for recruits, volunteer firefighters and full-time firefighters are available, including specialized courses ranging from arson and insurance investigation to Training Officer instruction and industrial firefighting techniques (See Appendix I).

Similar to the Police Academy's need to acquire an adequate firearms range at the Jericho Hill site, the Fire Services Academy has a pressing requirement for a Drill Training Tower and Fire Station. Perhaps more than any other division at the Institute, the provision of contracted fire services instruction is complicated by the Institute's relationship with the Management Advisory Council. Until the capital funds become available to cover its facilities construction costs, it is unlikely that the Fire Services Academy will be able to meet the growing level of training demand that can be anticipated.

While it has been convenient to draw comparisons between police and fire services training, their dissimilarities also should be pointed out. Nearly half of the Province's firefighters and their officers are volunteers. A volunteer training population requires special approaches to the problems of program scheduling and to the difficulties that arise where an individual is called away from his regular place of employment in order to receive instruction. Adding a further complication, turnover rates are naturally higher within a volunteer labour pool and training ventures for new personnel are in constant demand.

In an attempt to meet the needs of volunteers, the Fire Academy has developed a strategy which will take instruction off the central campus and into the field. A teaching package containing an instructor's manual, print and audio-visual aids will be sent out. Then instructors trained at the Institute will be dispatched to give personalized assistance.

The distinctions between the delivery of police training and fire services training are greater than the issues surrounding a volunteer workforce. Unlike the situation with respect to law enforcement, the legislation governing fire services in British Columbia does not require any municipality to maintain a firefighting force. As a result, many of the administrative infra-structures that can be relied upon to support police training are unavailable where firefighters are concerned.

Finally, the mobility of firefighters from one force to another seems to be limited to a much greater extent than appears to be the case between police forces. Given also that union membership includes nearly all full-time personnel with the exception of the most senior officers, the Fire Services Academy should make every effort to satisfy the parochial interests of individual forces and to consult with union interests in its decision-making process.

4) CORRECTIONS STAFF DEVELOPMENT

Corrections Staff Development is somewhat atypical within the Institute's educational divisions. As pointed out in the discussion of the Institute's history, employees in this division perform non-instructional duties on behalf of the Commissioner of Corrections in addition to their training function. Moreover, the senior personnel continue to be employed by the Attorney-General's Ministry rather than by the Justice Institute. It would seem, then, that a major realignment in their responsibilities and reporting relationships may be in order.

The issues are not clear-cut, however. The training programs which proceed through the Justice Institute are only one aspect of the training resources supported by the Correction's Branch. Since the Branch decentralized several years ago, many of the administrative responsibilities

that formally were exercised in Victoria have now been transferred to Regional Offices. As a result, each region supplies its own in-house training services and any changes in the status of the training division at the Institute must not jeopardize the existing relationships between the centralized services and the instructional network operating in the field.

Furthermore, should the senior staff become direct employees of the Institute, provision must be made to effect the orderly transfer of the manpower planning function back to the Commissioner of Corrections while retaining the Institute's access to manpower policy information. While it is suggested that the transfer of responsibilities should take place, it also is suggested that sufficient time be allowed to insure that the transition can be accomplished without a disruption to service.

Where the services themselves are at issue, Corrections Staff Development offers a full array of instruction. Both basic and advanced courses are delivered in the areas of community and institutional corrections. Additionally, specialty courses from crises intervention to interpersonal communications skills are available (see Appendix I).

Over the next five years, the division expects an annual growth rate of between 8 and 10%. The projection is based on the current expectation that the staff establishment of Corrections Branch will not rise dramatically. But a dramatic change may occur if the direction which appears to be evolving on the national scene comes to fruition.

It seems that the Government of Canada, in cooperation with the Provinces, is moving toward reducing the amount of duplication between services that is evident in the administration of justice. Where correctional services are concerned, two parallel administrative structures exist to satisfy the Federal and Provincial jurisdictional interests. Amalgamation could lead to the Province assuming the dominant role in the operation of all correctional services in British Columbia, while the Federal Government would determine regulatory standards and would contribute to the cost of running the system. Should the predicted

situation become a reality, the Institute's Corrections Training resource could experience a quantum leap in demand.

5) THE EDUCATIONAL SERVICES DIVISION

From the standpoint of a manageable administration structure, the Educational Services Division has taken on the features of a "catch-all" division and an attempt to draft its organizational chart is like a marksman aiming at a moving target. At present, the Director is responsible for overseeing the following interests:

The Emergency Health Services Academy,
Court Services Training,
Community Programs,
Program Development,
Instructional Services,
Counselling Services.

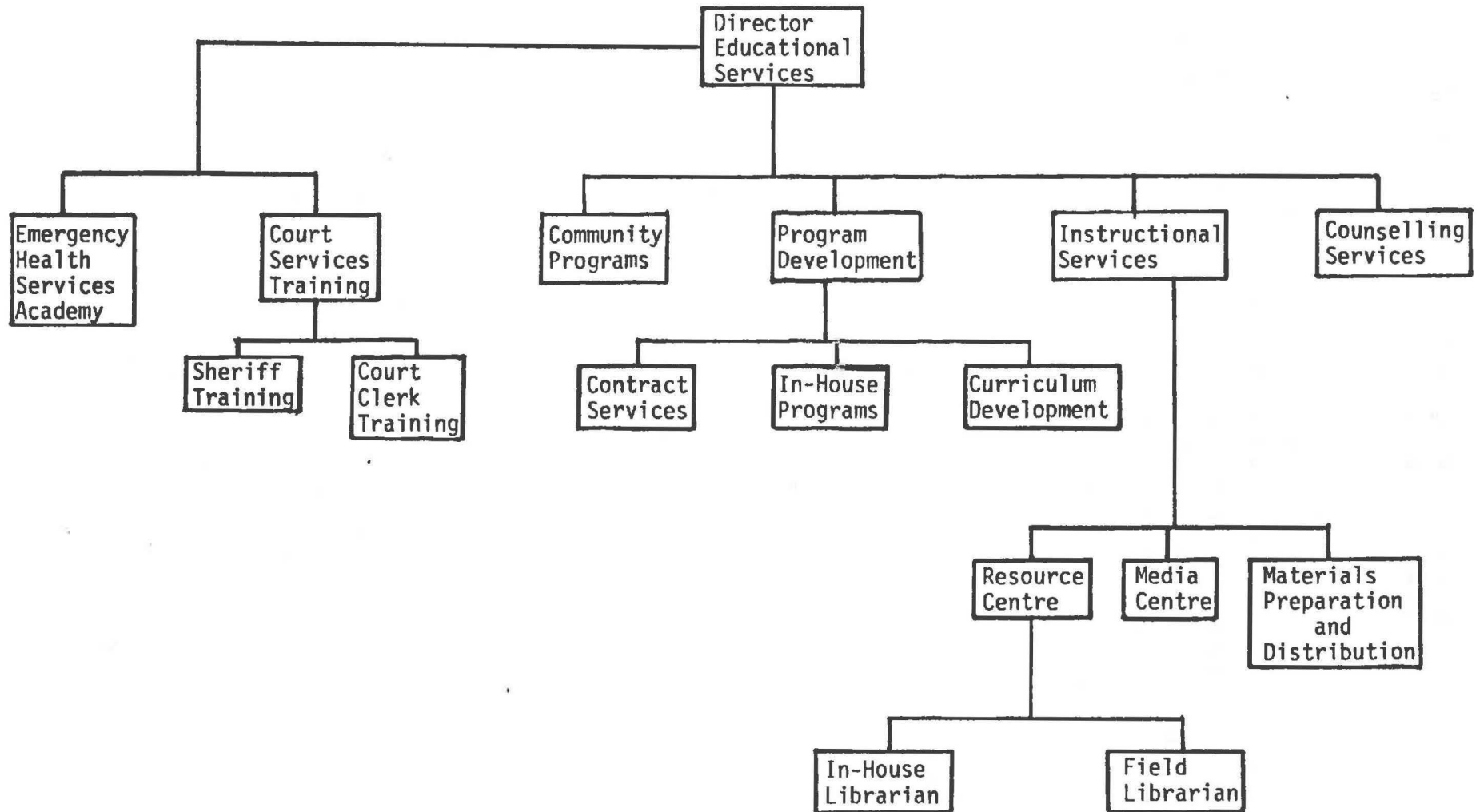
When the division was first established in September, 1978, its role within the Institute covered five areas of activity:

- i) developing courses of instruction for client agencies that fell outside the purview of other educational divisions;
- ii) meeting the Institute's internal training needs;
- iii) providing programs to private and volunteer agencies and to the community-at-large;
- iv) providing instructional aids to the other divisions such as library and media resources;
- v) providing information and student services ranging from media relations to the publication of brochures for special events.

Over the course of time, it appears that Educational Services has become the "catch-all" for any new activities assimilated by the Justice Institute. Clearly, the division's re-organization is necessary and the process of appendaging new service areas to its operations should be halted.

As a first priority, it is suggested that the Emergency Health Services Academy and Courts Services Training should receive divisional status in their own right; their potential commitment in terms of both human and physical resources requires direct representation in the Institute's

EDUCATION SERVICES ORGANIZATIONAL CHART



executive structure. Similarly, should the Institute acquire new clients who bring with them major training demands, provision also should be made to give them a voice in the Institute's management.

While changes are needed, there is no intention to suggest that Educational Services has failed to meet its responsibilities with alacrity. The following descriptions review the division's performance in its varied areas of specialization.

a) Community Programs

It is the goal of the Community Programs section to provide opportunities for the community-at-large to participate in the examination of justice and public safety issues. Staff members both initiate activities and respond to the requests for instructional assistance that are directed to them by private agencies and community groups. Often projects are co-sponsored by other educational establishments such as Fraser Valley College, Douglas College, B.C.I.T. and Simon Fraser University.

"Inter-disciplinary" workshops figure highly in the types of programming offered (see Appendix II). During the 1979 - 80 academic year, the section's activities involved such diverse agencies as the following:

The Ministry of Health	Justice Councils
The Metropolitan Health Services of Greater Vancouver	The United Way
The B.C. Teachers Federation	The Elizabeth Fry Society
The R.C.M.P.	The John Howard Society

Additionally, large audiences were drawn to public lecture series, including the estimated 700 individuals who attended the noon hour presentation on the B.C. Family Relations Act held at Robson Square.

Given that the Community Programs section has only recently begun to develop its potential, its accomplishments are praiseworthy. However, several problems require attention. First, the current method of recording program attendance does little to offer a reasonable data base against which services can be evaluated or the impact can

be judged. Also, new initiatives are needed if the section is to properly service the Institute's province-wide mandate. Finally, more precision should be brought to bear upon the section's desired function. In this regard, the rhetoric of cooperation fails to meet the very serious issues involved where individuals in the community are encouraged to appraise the fundamental forces of social regulation and safety which impact upon their lives.

b) Program Development

As indicated by the Educational Services Division's organizational chart, the Program Development section's responsibilities are divided between three areas: contract services, in-house programs and curriculum development. It is with this section that the burden of responding to new client agencies is felt most strongly. Accordingly, the amount of work performed over the past academic year has been prodigious (see Appendix I, "Educational Services Division") and the projected demands upon the section's services seem unlimited.

Several issues must be addressed. First, the Justice Institute should develop well-defined criterion that can be applied to determine a potential client's eligibility. Second, the administrative structure of the Institute should be reorganized to allow for the proper vetting of applicants through a procedure which solicits comment from all of the Institute's training divisions. Third, a procedure should be developed to calculate accurately the impact new contractual commitments will have upon the Institute's other support systems. Finally, should the Justice Institute assume an expanded role in the planning, design and delivery of all instruction offered from its campus, (as recommended later in this report) then the staffing level within the Program Services section most likely will need to be increased.

c) Instructional Services

Like the Program Development section, Instructional Services consists of three activity areas: the Resource Centre, the Media Centre and the Materials Production unit. It provides support services to the

Institute's staff, the Institute's students, and to individuals throughout the province who express an interest in justice and public safety. Not only does the section make available teaching aids and reference materials, it also satisfies staff, student and community interests by offering instruction in resource access techniques and by designing and producing educational items. Additionally, the section supports a reference service which provides information relevant to the Institute's field of specialization.

i) The Resource Centre

The Resource Centre houses a multi-media collection of books, audio tapes, periodicals, films, slidetapes, video tapes and teaching kits on justice and public safety subjects. In September, 1978, the Centre began operation with a book stock of 2,800 items, contributed by the B.C. Police College and Corrections Staff Development Branch. Now, the book and non-book collection has increased to 5,000 items, including more than 200 periodical subscriptions. Also, during the past year, staff on duty have answered more than 1,900 reference questions.

The Institute joined the British Columbia Union Catalogue consortium and the NET inter-library loan system. Membership in the British Columbia Union Catalogue and NET offered access to the combined resources of the post-secondary institutions in British Columbia and allows staff members to use the system's computer to undertake research or to locate materials which are held off-campus.

The book and audio visual software collection will continue to grow to an expected collection size of about 40,000 items. Because the Resource Centre currently processes approximately 200 items per month, it should take over ten years to reach full capacity. As the book stock increases along with the demand for reference, circulation and instructional services, it is probable that additional staff will be needed.

In order to sustain its anticipated growth, however, one problem must be resolved. It seems appropriate that any educational

establishment should maintain an adequate collection of reference materials and that the service costs should be born by the Ministry of Education. But the role of the Resource Centre could come under attack where it provides services which relate to the community-at-large, beyond its obligations to the British Columbia Union Catalogue and NET. Because the Legal Services Society, funded by the Ministry of Attorney-General, shares a very similar mandate to the one held by the Resource Centre, duplication is unavoidable. It is suggested, therefore, that a working accord should be developed between the Institute and the Society to clearly define responsibilities and to develop a method of service delivery that is coordinated rather than conflicting.

ii) The Media Centre

The Media Centre houses, maintains and distributes the Institute's audio visual equipment. The Centre also uses its technical skills to assemble video productions for field locations in policing, corrections and legal services. Included among its more recent products are programs describing "Emergency Procedures for Seniors", "The Vancouver Motorcycle Drill Team", a correctional field training program and video tapes on administrative law and the B.C. Family Relations Act.

It is anticipated that by 1984 each classroom at the Institute will be stocked with a complete range of media equipment and that Centre staff will continue to provide training and orientation programs regarding the equipment's proper use.

iii) The Materials Production Unit

The unit prepares and assembles graphics and publications for instructional use. Productions include an Audio Visual Catalogue, a Fire Services Bibliography and a report on Correctional libraries.

d) Courts Services Training

Naturally enough, the primary commitment of Courts Services Training is to attend upon the instructional needs of personnel employed in the courts system. At the present time, training emphasis is given to

Sheriffs and Court Administration staff. But expansion into more sophisticated programing for management is beginning to develop (see Appendix I) and the section has been applying a "layered-in" approach to its growth. Progressing in a cautious manner, new training needs are identified; funds are sought to support instruction; and academic plans are then put into place and new staff is hired.

Perhaps in no other area of the Institute's activities is there a greater potential for instruction that can cross the traditional boundaries which separate agencies in the justice and public safety systems. Regardless of whether a practitioner's responsibilities are concerned with enforcement, correctional services, or with a public safety function, all personnel require some instruction in courtroom procedure. It would seem, then, that Court Services Training could be expected to assume a much more dominant role in the Institute's affairs over the next several years.

Obstacles must be removed, however, if Court Services Training is to prosper at the Institute. The history of the relationship between the Institute and the authorities within the Attorney-General's Ministry who are responsible for Court Administration has not always been a happy one. In part, the problems have been coloured by the fact that the Director of Courts Training, like the Director of Corrections Staff Development, continues to be employed by the Attorney-General rather than by the Institute. Suspicions have been apparent on both sides of the relationship and the central problem seems to go back to the standing argument over program control.

Recent public controversies also tend to complicate matters. A great deal of attention has centered on the legal and philosophical connection between the Executive powers of the Attorney-General and the independence of the judiciary. The political debate surrounding the issue has raised the future possibility that Court Administration may be conducted at arms length to the Attorney-General's Ministry. Should this happen and should the Judges become immediately involved in maintaining their own administrative services, then questions undoubtably will be raised

concerning the acceptability of training the judiciary's support staff together with personnel involved in enforcement and prosecutorial functions.

No matter which way the debate is finally resolved, steps should be taken at the Justice Institute to provide better cross-divisional access to the expertise available within the Court Services Training section. Furthermore, the section clearly should be elevated to divisional status; a process should commence through which the Director will eventually become an Institute employee; and the Courts Training Division should be awarded full representation on the Institute's executive.

e) The Counselling Services

In November, 1979, the Justice Institute hired a psychologist on contract to research the need for establishing a Counselling Service. It was felt that the service could perform the following functions:

- i) act as a resource for courses in crises intervention and stress management;
- ii) provide a confidential counselling service to individuals in the justice and public safety systems who were experiencing serious personal problems; and
- iii) undertake and promote research into specialized problems related to high-stress professions.

Because the program has only been operating for a short while, it is premature to suggest what the future might bring. Nonetheless, the very special demands made upon justice and public safety practitioners would seem to indicate that a counselling service has a role to play at the Institute. However, a decision will have to be made regarding the Counselling section's mandate and distinctions will be required between the provision of services to individuals in their "student" capacity as "agency employees".

f) The Emergency Health Services Academy

By the time this planning report is tabled for review by the Justice Institute's Board, it is likely that an Emergency Health Services Academy will have been established at the Institute. The purpose of

the Academy is to provide a series of coordinated programs for all levels of paid, part-time and volunteer ambulance attendants in British Columbia. Courses for recruits, advanced training programs, upgrading through continuing education, and specialized management instruction will be offered. In addition to courses for Emergency Medical Assistants, Dispatchers, Unit Chiefs and senior managers, the Academy also will provide integrated instruction to other Educational Divisions within the Institute.

The Emergency Health Services Training School has operated on behalf of the Emergency Health Services Commission since that body came into existence in 1974. Although the establishment of the Academy as part of the Justice Institute does not diminish the Commission's authority to set instructional standards and to insure that the requirements set out in its guiding legislation are followed, the Academy's Director will be retained as an employee of the Institute.

Similar to the situation with regard to Courts Training, however, it seems inappropriate to expect the Academy's Director to report through Educational Services Division. During the 1980 - 81 fiscal year, approximately 2,000 students will receive instruction from the Academy at the Institute's campus or through training centres around the Province. Clearly, divisional status is necessary to provide the representation which its size deserves. The case for divisional status is further strengthened when its growth projections are considered: over the next five years a training population increase of between 10 and 12% per annum is anticipated.

It also is worth stating that the Emergency Health Services Academy represents the first major client to take up residence at the Justice Institute apart from agencies connected with the Attorney-General's Ministry. As a result, new questions concerning the Justice Institute's identity and the nature of its relationship to external authorities are raised. These questions are addressed in the final section of this report and solutions are proposed.

C. FACILITIES

1) INTRODUCTION

The Institute's Jericho Hill campus, formerly occupied by a school for blind children, ended the lengthy search for facilities. Once the renovation program has been completed and the physical plant has been brought up to the standards required for adult use, the campus will be ideal for the purpose it is intended to fulfill.

The only comment necessary bears upon the relationship between facilities and the programmes they house. As the Institute moves toward integrating its instructional services, the physical plant should provide common areas where individuals representing a cross-section of practitioner interests can commingle. The suggestion is made in the belief that the informal exchange of opinions and information is as valuable as the formal integration of courses.

One criticism regarding the Institute's renovation and building program concerns the possible lack of foresight with respect to open-space teaching areas. Greater attention should be given to providing non-traditional classroom space for the delivery of management courses and for inter-disciplinary student activities. If future construction continues to produce conventional teaching areas, the opportunity to develop innovative methods of instruction will be limited by the physical constraints of the facilities.

2) FUTURE NEEDS

The five - year capital forecast in support of the facilities cost at the Justice Institute is approximately \$4,640,000. There are three priority projects involved.

i) The Fire Services Academy Drill Tower and Model Station

The working fire station and training tower will provide a realistic training location for all aspects of firefighting instruction.
Cost: approximately \$1,554,750.

ii) Indoor Firearms Range

The Institute is the agency responsible for weapons training with regard to all weapons-bearing personnel throughout the Province

(e.g., Police, Sheriffs, R.C.M.P., Institutional Corrections, Conservation Officers, etc.). The Institute requires an all-weather, 50 metre range to fulfill its training responsibilities. Cost: approximately \$1,215,100.

iii) Office Renovations to Blake Hall

The Institute's faculty, administration and support staff offices are housed in a two-storey wing of a former residence for blind children. An upgrading and renovation program is needed to bring the area to standard. Cost: approximately \$1,872,550.

On the expectation that the residential facilities presently occupied by the Jericho Hill School for the Deaf will become available within the next two years, no major capital requests can be foreseen. Should the expectation not be fulfilled, however, the Institute will require additional capital funds to provide student accommodation. At present, students who attend the Institute from outside the Lower Mainland, and who are public employees, are entitled to the full benefits of travel status. Such students are now being housed in local hotels and it is believed that the costs to the client agencies would be considerably reduced if the Justice Institute had its own residential accommodation.

PART III: STATISTICAL REVIEW AND PROJECTIONS

A. INTRODUCTION

It seems that flux and growth, challenge and change, are the words which best describe the Institute's present condition. In such an environment the act of planning is inhibited by the absence of hard data on which an analysis can be based. Not only are concrete statistics unobtainable respecting the provincial justice and public safety communities, reliable demographic information about the Institute's student population cannot be isolated.

Three problems are involved: first, the service area catered to by the Institute lacks precise definition; second, the justice and public safety systems in British Columbia do not have an adequate manpower planning capacity that could make the required data available; third, the student population is largely composed of individuals receiving post-employment training and demographic information about them is restricted by provisions in the Human Rights Act which prohibit employers from recording details such as age, sex or marital status.

Unfortunately, the planner's difficulties are not limited to finding a data base upon which projections can be made. The Justice Institute's major clients also must be considered, along with the changes that are likely to affect them. While the expected incremental growth in agency staff establishments can be guessed at, dramatic pressure on training services probably will come from the transfer of agency responsibilities between the federal and the provincial jurisdictions. For instance, if the trend discernable in correctional services continues, the Province might assume greatly increased involvement in the custodial and community programs that are presently administered by the federal Solicitor General. Should this happen, the effect upon the Justice Institute would be profound and unpredictable.

Although it is nearly impossible to produce reliable statistical summaries regarding the Justice Institute's service catchment area or its student population, detailed program descriptions are available (Appendix I). But new difficulties appear when attempts are made to extrapolate programing needs into the future. If the long-range pressures for growth cannot be

determined with precision, then it would take a prophet rather than a planner to anticipate how those program needs can be met. Here again, the present flux surrounding the Institute's affairs is too great to allow for accurate analysis. Once the Institute's mandate is defined and clarity is brought to its administrative relationships, then a setting will emerge that can accommodate growth in a reasonable and considered way.

With the apologetic of the last several paragraphs at an end, the time has come to put forward the limited information at hand. As a starting point, an attempt should be made to describe those parts of the justice and public safety communities in British Columbia that require the Institute's services.

B. THE JUSTICE INSTITUTE'S PROVINCIAL SERVICE POPULATION

As the name indicates, the Justice Institute of British Columbia is an organization with provincial responsibilities to promote, support, develop and deliver training and educational programs related to justice services. Through the reference to fire services training which appears in the Institute's founding Order-in-Council, the Institute's mandate has been "interpreted" to include public safety as an additional area of specialization. In the same document, five client categories are either defined or implied:

- 1) the core agencies responsible to the provincial Attorney-General;
- 2) other components within the Attorney-General's Ministry;
- 3) all other government ministries, private agencies and community groups which participate in the justice system;
- 4) the education community;
- 5) the community-at-large.

With the exception of the references to the Attorney-General's Ministry and to the Institute's obligation to coordinate its programs with other parts of the education system, the Order-in-Council is far from explicit. From one point of view, the mandate could be interpreted to include services to every person resident in the Province. From another, the Order-in-Council is patently at odds with existing legislation when it declares that the Institute should "identify the educational and specific training needs for all

components of the British Columbia Justice System". Given the authority of the Legal Professions Act and the special interests of the Bar and the Bench, "all components of the British Columbia Justice System" most definitely are not captured by the Institute. In short, the terminology used in the Order-in-Council fails to indicate precisely what the Institute's service area ought to be and offers little help when an attempt is made to define the responsibilities which the Institute has assumed.

The question remains: what is the justice and public safety community in British Columbia that is catered to by the Justice Institute? Excluding training or educational activities which intrude upon the accreditation process governing professionals, the following parameters ought to apply:

The justice and public safety community consists of:

- 1) individuals who possess the legislated authority to make interventions which may result in actions brought before a court of law;
- 2) individuals who participate in the enforcement, application or administration of the law;
- 3) individuals responsible for the custody and maintenance of persons held under judicial sanction;
- 4) individuals who are active in the prevention or amelioration of circumstances which threaten public safety or the peace; and
- 5) individuals who are active in public, private or volunteer groups who wish to promote an examination of criminal, civil, social justice and public safety issues.

While these categories can be applied to restrict participation in the Institute's services, the number of individuals involved is very nearly impossible to determine. It serves no purpose to talk about the entire population of British Columbia as potential clients. Similarly, no data is available that can suggest how many private individuals might be interested in pursuing an examination of "criminal, civil, social justice and public safety issues". Even the number of individuals who participate in the justice and public safety systems, whether through their employment or through their membership in community organizations, cannot be identified.

Where Provincial Government agencies impact on the justice and public safety systems, a numerical approximation of the employees involved could be attempted but the numbers would be unreliable as legitimate data. For instance, there are over eighty provincial statutes which include enforcement provisions. The ministries that are responsible for fulfilling their requirements range from Human Resources to Agriculture, from Labour to Finance, and the size of the staff commitment taking part is a matter for speculation.

It seems then that the categories of definition just provided are useful only as negative criterion to exclude rather than include Justice Institute clients. Perhaps there is only one thing about the service population that is certain: the demands upon the Institute are escalating daily. While the potential number of students cannot be accurately described, the training need seems almost unlimited. Therefore, the best way to judge the potential size of the Institute's student body is to look at the current level of participation and to comment on the rapid growth experienced over the institution's short history.

C. A PROFILE OF THE CURRENT STUDENT POPULATION WITHIN THE INSTITUTE'S MAJOR CLIENT AGENCIES

One way to approach a statistical review of the Justice Institute's affairs is to establish the size of the staff commitment within those agencies that are presently receiving training services from the Institute. While the agencies involved employ 15,619 staff members (Table #1), all of whom might expect to participate in the Institute's programs, the figure by no means represents the actual number of potential students within the justice and public safety systems. Because the real number remains unknown, the size of the client agency staff establishment at least gives a base against which comparisons can be made.

In the 1978-79 academic year, 25,741 student days of instruction were delivered to the Institute's major clients. Although the statistics maintained at the centre yield very little demographic information about the student population, an analysis of the 1979-80 course attendance records suggests that 65% of the trainees were male and 35% female. Table #2 indicates the age and male/female breakdown by client agency but it should be noted that

the student profile for Coroners and Conservation Officer training is only an educated guess because instruction in these areas has just commenced.

While the figures produced in Table #2 may be interesting, the Justice Institute cannot affect the student profile which emerges: factors outside the Institute's jurisdiction determine both the recruitment ages and the desired mix between male and female students (Appendix III).

D. STUDENT PARTICIPATION RATES AND STUDENT POPULATION GROWTH PREDICTIONS

When the actual size of the justice and public safety community is uncertain, meaningful participation rates cannot be established. To further complicate matters, legitimate figures describing the number of people present at workshops sponsored by the Educational Services Division are unobtainable. A public lecture series on the B. C. Family Relations Act, for instance, reached approximately 700 people in Vancouver but the series also was delivered by Anik B Satellite to an unknown audience at eleven (11) community colleges across the province.

Somewhat more remarkably, the participation rates applicable to the client agencies cannot be determined by reference to the data made available by the Institute. In fairness to the Institute, however, the ability to project student participation rates would be absent even if current rates were known. Without exception, projections are inhibited by the lack of predictability in the client base and it is worth restating that a number of factors related to political and program decisions within the client agencies could affect student participation over the next five years. These include:

- i) a possible increase in the number of municipalities assuming full responsibility for policing;
- ii) the assumption by the Province of correctional programs currently under federal jurisdiction;
- iii) the establishment of a Security Training Program by the Liquor Distribution Board; and,
- iv) the establishment of a Land Registry School for British Columbia.

53.
TABLE #1

POTENTIAL STUDENT POPULATION WITHIN CLIENT AGENCIES CURRENTLY RECEIVING
TRAINING SERVICES FROM THE JUSTICE INSTITUTE

<u>CLIENT</u>	<u>NUMBER</u>	<u>SOURCE</u>
<u>Ministry of Attorney-General</u>		
Corrections Personnel	2,100	Director of Information, Ministry of Attorney-General (based on 1978 staff estab- lishment figures)
Court Services Personnel	1,500	
Senior Management	20	
Auxiliary Personnel	200	
Other Personnel	1,080	
	<u>4,900</u>	
<u>Provincial Fire Commissioner</u>		
Volunteer Firefighters	3,280	Office of the Provincial Fire Commissioner (based on 1978 staff estab- lishment figures)
Paid Firefighters	2,225	
Paid Officers	370	
Volunteer Officers	220	
	<u>6,095</u>	
<u>Municipal Police Departments</u>		
Vancouver	956	B. C. Police Commission Bulletin #6, April 1979 (based on municipal police strength, Dec. 31, 1978)
Saanich	115	
Delta	92	
Victoria	142	
New Westminster	89	
West Vancouver	61	
Nelson	16	
Central Saanich	10	
Port Moody	23	
Esquimalt	36	
Oak Bay	23	
Matsqui	39	
	<u>1,602</u>	
<u>Ministry of Environment</u>		
Conservation Officers	130	Ministry of Environment Personnel Office
<u>Provincial Coroner</u>		
Coroners	145	Provincial Coroner's Office (based on July 1979 staff establishment)
<u>Ministry of Health</u>		
Emergency Health Services:		Chief Training Officer, Emergency Health Services (based on Feb. 1980 staff establishment)
Full-time Personnel	547	
Part-time Personnel	2,200	
	<u>2,747</u>	
GRAND TOTAL	15,619	
=====	=====	

TABLE #2

AGE AND MALE/FEMALE PROFILE OF STUDENTS FROM CLIENT AGENCIES
BASED ON THE FIRST 10 MONTHS OF THE 1979-80 ACADEMIC YEAR

<u>AGENCY</u>	<u>AVERAGE AGE</u>	<u>MALE</u>	<u>FEMALE</u>
Police - Recruit	23)	94%	6%
- Advanced	32)		
Fire	55	100%	-
Corrections	35	60%	40%
Courts - Sheriffs	32	76%	24%
- Court Clerks	30	10%	90%
Emergency Health	23	60%	40%
Coroners	35	99.5%	.5%
Conservation Officers	30	100%	-

TABLE #3

STUDENT STATISTICS REPORTS: 1978-79 / 1979-80

<u>Division</u>	No. of Courses		No. of Students		No. of Student Days	
	<u>78-79 / 79-80</u>		<u>78-79 / 79-80</u>		<u>78-79 / 79-80</u>	
Corrections Staff Development	61	88	1,137	1,501	11,295	8,575
Educational Services	3	63	43	1,849	512	5,971
Fire Services Academy	-	8	-	177	-	840
Police Academy	69	74	1,011	1,289	13,936	14,451

However, there appear to be two general criteria of measurement against which projections can be made:

- i) The "physical optimum" of the Justice Institute campus can accommodate a training load of approximately 400 to 500 students per week on a 44 week per year basis. Over the long run, this could result in a yearly flow of between 17,500 and 22,000 persons.
- ii) The available statistics do allow for some analysis of growth on a macro-level. By calculating the number of students trained in each program area, multiplied by the number of days in training, the gross number of student days can be obtained. In this instance, the figures for 1978/79 and 1979/80 are known and a projection can be made for 1980/81 (Table #3). The growth pattern is as follows:

TABLE #4

YEAR	NO. OF STUDENT DAYS	NO. OF STUDENT DAY INCREASE OVER PREVIOUS YEAR	% INCREASE OVER PREVIOUS YEAR
1978/79	25,741	-----	-----
1979/80	31,006	5,265	20.5%
1980/81	42,943	11,937	38.5%

The growth rate represented by the figures in Table #4 is substantial and can be expected to increase until it is contained by the following factors:

- i) the Institute's physical and manpower capacity;
- ii) the Institute's ability to establish priorities in relation to a clearly stated mandate.

Nonetheless, a much more refined statistical base is required before the number of student days per year can be used as an accurate method of calculating growth potential for planning purposes. But it is unlikely that the necessary refinement can occur without an improved capacity on the part of client agencies to project their staff training requirements. For example, the 20% margin of error in the projections based on the Institute's "physical optimum", results from an inability to draw a precise relationship between available space, potential staffing levels and enrolment patterns. This illustrates once again the unusual character of the Justice Institute in relation to its service population.

E. ADMISSIONS, PROGRAM MIX, PROGRAM LOCATIONS, AND COOPERATION WITHIN THE POST-SECONDARY SYSTEM

1) ADMISSIONS

Client agencies currently select 65% of all Justice Institute students and each agency follows its own procedures for identifying and placing personnel in training courses. The remaining participants are attracted to the Institute's community programs. As a result, admissions are heavily influenced by client agency training priorities and by the performance of the Community Program section's strategies. As an added factor, recruit standards are set by authorities external to the Institute (Appendix III) and its role in determining the nature of its student clientele is very limited.

2) THE RATIO BETWEEN ADVANCED AND BASIC INSTRUCTION

Based on information provided by the client agencies, it is possible to make general projections related to program mix between advanced and basic instruction (Table #5). However, the projections are not placed within a specific time frame due to the unpredictable nature of the factors previously discussed. Nonetheless, the calculations upon which Table #5 is constructed assume a progression that will require between 3 and 5 years to realize.

3) PROGRAM LOCATION

Table #6 provides a review of the training locations based on current data in the Institute's possession. Instruction is described as occurring at the Institute's campus, the job site and at "other" locations. The "other" locations include government regional offices, correctional camps, hotels and post-secondary institutions across the province.

Although the projections seem to indicate that the same ratio between types of locations will be maintained, the number of programs offered will increase. The only notable exception to the general rule applies to the services offered by the Fire Academy and the Institute's community programs. In both instances, off-campus instruction will rise substantially.

4) COOPERATION WITH OTHER POST-SECONDARY INSTITUTIONS

In October 1978, the Justice Institute's Board directed the Principal and his executive to establish a Provincial Coordinating Committee on Justice Education. All post-secondary institutions were invited to join for the purpose of improving their working relationship regarding justice education programming. The Committee has compiled an inventory of the justice-related curricula offered throughout British Columbia and continues to up-date the guide on a yearly basis.

At the moment, the Committee is engaged in preparing a Core Curriculum on Justice Programs for the province. The project is intended to develop instructional objectives and to identify:

- i) student performance standards;
- ii) the requirements for certificate and diploma courses; and,
- iii) the transfer credit requirements between college and university programs.

The Committee's report on these issues should be ready for presentation to the Ministry of Education by late 1980.

TABLE #5

CURRENT AND PROJECTED PROGRAM MIX: ADVANCED AND
BASIC INSTRUCTION

<u>AREA</u>	<u>TYPE</u>	<u>CURRENT</u>	<u>PROJECTED</u>
Police Academy	Advanced Programs	58%	65%
	Recruit Programs	42%	35%
Fire Services	Advanced Programs	100%	40%
	Recruit Programs	0%	60%
Emergency Health	Basic Programs	100%	100%
Corrections Staff Development	Advanced Programs	69%	70%
	Basic Programs	31%	30%
Court Services	Advanced Programs	20%	60%
	Basic Programs	80%	40%
Conservation	Advanced Programs	0%	50%
	Intermediate Programs	100%	50%
Coroners	Advanced Programs	20%	80%
	Basic Programs	80%	20%
Community Programs	Public	23%	35%
	Interdisciplinary	38%	40%
	Ministries	16%	5%
	Private & Community Groups	23%	20%

TABLE #6

CURRENT AND PROJECTED PROGRAM LOCATIONS

<u>AREA</u>	<u>J.I.B.C. Campus/ Class</u>	<u>Job- Site</u>	<u>Other Location</u>	<u>Projection</u>
POLICE				
Advanced	90%		10%	Approximately the same in 4 years
Recruit	84%	16%		
FIRE SERVICES				
Advanced	90%	10%		In 4 years the basic pro- gram will be underway. The advanced will remain the same but the basic will be approx. 75% campus and 25% other location.
Basic	0%	0%	0%	
EMERGENCY HEALTH				
Basic	30%		70%	Approximately the same in the future.
CORRECTIONS				
Advanced	80%	10%	10%	There will be more pro- grams offered but the split will remain approx. the same.
Basic	75%	25%		
COURT SERVICES				
Basic	0%	20%		There will be more pro- grams but the split will remain approx. the same for basic training. Ad- vanced training will be almost entirely campus.
CONSERVATION				
Basic	100%			The basic program will remain campus. Advanced courses will be split between campus and other location.
CORONERS				
Basic	100%			Will remain classroom.
COMMUNITY PROGRAMS	60%		40%	In 4 years it is estim- ated that the breakdown will be 40% campus and 60% other location.

PART IV: JUSTICE AND PUBLIC SAFETY EDUCATION AND TRAINING: A STATEMENT
OF PRINCIPLES

A. INTRODUCTION

The Justice Institute presents special challenges to a planner. While the act of planning assumes that the forces of change inevitably must be reckoned with and attempts to shape their outcome, in the case of the Justice Institute it is not at all clear whether change is a desirable thing to pursue.

Because problems resulting from the Institute's rapid growth have been met remarkably well, any change in the status quo should be approached cautiously. The question becomes: In what light should future directions for the Justice Institute be considered? To answer such a question, it seems necessary to establish a set of principles against which any recommended changes can be judged and against which the current operations of the Institute can be evaluated.

At the heart of the issue is the fact that the Justice Institute is a post-secondary educational institution whose fundamental purpose is to assist in improving the quality of justice and public safety services in British Columbia. Because "quality" is the operative word, assumptions concerning quality offer a starting point. Although precise and practical statements are hard to come by where such assumptions are discussed, the following section of this report investigates some of the concepts affecting justice and public safety training in the hope that the suppositions they provide will pave the way for a more pragmatic treatment of change at the Institute.

B. ASSUMPTION #1: TRAINING AND EDUCATION ARE DISTINCT YET COMPLIMENTARY
ACTIVITIES.

It is generally recognized that the body of knowledge surrounding justice and public safety issues has been growing quickly in recent years and it is probable that the increased community attention given these matters, strengthened by the widespread apprehension over rising crime rates, has acted as the catalyst. There also is increasing evidence that the political support necessary to finance an investigation of the subject has been more readily available than in the past.

Following from that support, two important results can be identified. First, accelerated academic study in this area has led to disciplines such as criminology coming to be accepted as legitimate scholarly fields. Second, partially motivated by the need to improve employee competence in times of declining resources, governments have developed new initiatives to provide quality training for service practitioners. But it is important to realize that while academic exploration and stepped-up training initiatives arise from the same source of concern and from the same source of funds, each activity is distinct and the one should not be confused with the other.

At issue is the difference between training and education. While both activities involve learning, their objectives vary. The transfer of knowledge that education deals with is produced out of academic exploration that is value-laden and open-ended. Training, on the other hand, involves instruction that is finite and task-specific.

Perhaps it would be useful to consider an earlier statement made on this subject:

"The prefix of the 'education' evolves from the Latin 'ex' or 'out of' while the prefix of 'instruction' contains the idea 'in' or 'into'. Where learning is concerned, it is easy to see that 'in' and 'out' are distinct processes and may require separate methods of presentation within an institutional context."

For a post-secondary educational institution that is committed to providing justice and public safety training services, the key to quality lies in finding the proper mix between the two activities and in preserving the integrity which each demands.

ASSUMPTION #2: THE CHARACTER OF JUSTICE AND PUBLIC SAFETY SYSTEMS MUST BE UNDERSTOOD BEFORE TRAINING ISSUES CAN BE ADDRESSED.

Training is generally seen as one way to increase occupational ability. It follows that training cannot proceed in a vacuum and cannot be divorced from the environment in which the trainee is expected to work. Therefore, it is necessary to look at the work setting in which the trained employee will participate before coming to terms with how education and training activities can best compliment each other.

It is interesting that opinions about the nature of the justice and public safety workplace are presently undergoing transition. Here the justice system offers the best example and it is worth looking at the current confusion surrounding the "systems view" of service delivery.

As a starting point, the term justice "system" is not a misnomer. It refers to a complex whole in which a set of connected functions interact to formulate and administer the law. Together they yield an organized and systematic response to society's need to structure itself in an ordered and peaceful way.

Although the systematic features of justice administration are generally recognized, a gap is apparent between the regard given the systems view as a theory and as a practical application. In this instance, several reasons account for the distinction between concept and practice. Most important, our legal inheritance accepts individual centres of operational control as a necessary check upon the possible abuse of power. An independent judiciary, for example, serves to protect both prosecution and defense from external prejudice in court proceedings. Similarly, the legal system is "adversarial" and its atmosphere is coloured by the legalistic duels fought between opposing parties.

By conforming to traditions which tend to isolate functions within the administration of justice, traditional enclaves of authority are retained by separate agencies. And the justice system not only supports individual centres of operational control, those centres are distributed between levels of government and between a variety of tribunals and commissions to whom governments have delegated either advisory or regulatory powers. As a consequence, the systems perception of justice administration is not always fully translated into the operational setting - particularly where the immediate self-interest of operational branches can be seen to receive precedence over the general needs of the justice system as an integrated whole.

To some extent the conflict between the operational interests and the systems view of justice administration results from a misunderstanding of systems theory. Two issues are raised. First, systems theory allows one component of a network simultaneously to be a participant in other networks. Second,

the systems concept offers autonomy to its constituent parts and accepts decentralized controls. Any system can remain viable so long as the interdependence of its operational units is recognized in a general way. For a system to work properly, however, cooperation rather than conflict must be the rule governing its internal relationships.

It would seem, then, that a primary task facing trainers and educators in the justice and public safety field must be to provide practitioners with the necessary skills, attitudes, and knowledge to put the systems theory into practice. The task is made all the more urgent as the bureaucracies responsible for service delivery begin to adopt procedures based on a systems approach to administration.

If training programs are to meet their objectives, they must inculcate a cooperative spirit in those they train. Moreover, through their approach to training delivery, they must reflect the systems orientation that can be expected to develop in the work place.

ASSUMPTION #3: THE IDENTITY OF AN INSTITUTION OFFERING JUSTICE AND PUBLIC SAFETY INSTRUCTION SHOULD BE GREATER THAN THE SUM OF ITS CLIENT SERVICES.

Although it is argued that an institution founded to impart vocational skills and knowledge must reflect the work environment in which the trainees will participate, it is not suggested that a training institution should be a mirror image of that environment. To carry the metaphor further, unlike a mirror, the institution can affect the workplace by influencing its appearance.

Take for example the issue previously discussed concerning the systems approach to justice services. It seems clear that the general direction of justice administration is toward the adoption of systems theory; at least in so far as systems theory can be seen to benefit service delivery. It also seems clear that the discrete operational responsibilities of agencies within the administration of justice hold traditional and entrenched perspectives. If training is used properly under such circumstances, agency maintenance concerns and the larger concerns of the system itself must both be satisfied.

However, if a training institution is organized to copy the compartmentalized structure of the justice and public safety bureaucracies, several adverse consequences can be expected to follow. Many of the cost efficiencies that are presumed to be offered by a centralized training resource will be lost through duplication. Also, the possibility will be diminished that training is not merely an end in itself, but a vehicle for accomplishing the global policy objectives current in the workplace. Finally, if a training institution is bound exclusively to the operational interests of its users, any benefits that might otherwise arise from its participation in a wider environment will be jeopardized; particularly, the benefits that can accrue from association with other educational institutions at the post-secondary level.

The fact that a training institution functions in an environment which is larger than the single environment of any one of its clients, assists those clients by exposing them to an extended resource. In the same sense, it is not unreasonable to argue that some degree of isolation from the operational setting is necessary to preserve the quality of academic exploration. And it is through maintaining the quality of exploration that the educators within an institution can best assist the trainers in providing the most effective instruction available.

Service responsibility is shared between governments from the municipal to the federal level. And whether through the need to operate under common standards and regulatory codes, or through the need to cooperate in administrative and financial terms, governments are growing aware of their shared training interests. Furthermore, when justice and public safety practitioners dispense their services in the field, cross-jurisdictional cooperation is a necessity. Within this context, joint training ventures may provide the key to cooperation in the larger arena of service delivery.

Given the benefits that can follow from joint access to a centralized training resource, it seems illogical to exclude practitioners on jurisdictional lines. However, so long as a training centre limits its identity by serving provincial interests only, exclusion must occur because an agency functioning within one government's jurisdiction seldom will accept training direction from another. But where a training institution is able to maintain an independent identity, with each client agency guaranteed a significant role in determining the

nature of the fee-for-service programing it receives, then multi-jurisdictional participation is quite possible.

Because the overlap in training content and service responsibilities argues in favour of integrated instruction, and because the efficiencies gained come as much from access to shared expertise and from the development of cooperative understanding between practitioners as they do from financial savings, then the value of opening a centralized training resource to the widest possible participation seems obvious. However, open access does suggest a further issue: regardless of the jurisdiction within which justice and public safety practitioners operate, they share one thing in common - they all are involved in providing human services.

In this they are not alone. Many of the skills required by a practitioner who provides justice or public safety services are identical to the skills required by practitioners in other fields where human services are offered. In fact, the justice and public safety systems continually interact with all other human service systems. This being the case, the arguments favouring integrated training ventures must take into account the skills applied in human services generally.

ASSUMPTION #4: THE VALUE OF JUSTICE AND PUBLIC SAFETY TRAINING IS GREATER WHERE THE EXPERIENCE OF LEARNING GOES BEYOND TASK-SPECIFIC INSTRUCTION.

It has just been suggested that justice and public safety personnel require skills that are common to all who dispense human services. But it is equally clear that they comprise a special category within the human services community - their lives and those of the public often are at risk during times when their services are being provided. Circumstances involving critical danger demand rote response and the reflex application of proper procedures. For instance, when a fire fighter attempts a rescue from a burning building, or when a police officer apprehends an armed suspect, the safety of all concerned depends to a large extent on the quality of task-specific training the practitioner has received.

By all accounts then, task-specific training is one ingredient contributing to practitioner competence. What must not be overlooked is that competence in justice and public safety services requires a great deal more than the developed capacity for reflex response. While personnel must act quickly and in ways that guarantee safety during a crisis, the rote response takes place in a context that must be understood. The exercise of judgment is required.

When judgment becomes a criterion of competence, several implications appear. Take as an example the use of discretion by police officers. When fulfilling their primary duty, the police serve the public interest by maintaining order and by preserving the peace. In doing so, the police tend to concentrate on controlling behaviour which has legislatively been defined as criminal. In each situation presented to them, they must determine precisely when their intervention is needed.

But in many situations the decision to intervene is not clear cut and the liberty to determine the most appropriate course of action is theirs alone. By itself, task-specific training which leads to rote response is not enough to offer guidance under such circumstances.

To pursue the matter further, when a system of social control, such as law enforcement, operates solely on the rote responses of its practitioners, accountability is jeopardized. This occurs when the potential abuses inherent in reflex behaviour are left unchecked by considered judgment.

Clearly, task-specific training is not the best vehicle for imparting the capacity to make subjective judgments. Instead, education is required. Through education the practitioners should experience an act of learning that teaches the ability to make informed decisions. Because justice and public safety personnel operate in an environment larger than their immediate areas of task-specific expertise, and because they are required to use discretion when dispensing their services, education assumes a fundamental importance in preparing personnel to deliver quality services to the public.

In this regard, acquaintance with the larger context in which their services are delivered is needed as much by managers as by line staff. By reducing the sense of isolation at the management level, by sharing common problems, by offering new approaches to deal with their responsibilities, and by building a sense of cooperation, management training programs can greatly benefit the quality of services throughout the system and should be seen as a priority task in any training situation.

ASSUMPTION #5: EDUCATORS SHOULD EDUCATE; MANAGERS SHOULD MANAGE.

The knowledge required to establish an educational philosophy and to make informed judgments about the nature and content of instructional programming is an expertise claimed by educators. If this statement could always stand unchallenged, it would be self-evident that control over educational programming should reside with the faculty on the campus where instruction is delivered. Unfortunately, in an area as complex as justice and public safety services, not everyone agrees.

Probably the most pertinent objection to removing training programs from the control of operational managers and passing it to professional educators comes from the managers themselves. It is the manager who carries final responsibility for the maintenance concerns of his agency and it is the manager who must live with the consequences of wasted resources within his department.

Where training is involved, managers are very aware that waste is not merely an issue of poor effectiveness in financial terms. For a manager, waste can occur if he loses the capacity for operational control. And because managers traditionally have seen training as the means to provide a specific number of competent employees to fill a specific number of job vacancies at specific times and locations, training has been considered essential to maintaining management control. But training that proceeds totally under the sway of operational managers also presents problems and the traditional position should be reviewed.

By concentrating management control on training policy rather than on training delivery, management interests may be better served. Aside from the fact

that training quality may increase where educators possessing special skills are involved, several other benefits should be considered:

- 1) As the systems approach becomes a reality, agency maintenance concerns must begin to reflect the needs of the total system and integrated training is the vehicle that can effect the change.
- 2) By providing training at arms length from the operational demands of individual agencies, instructional programs can more fully accommodate the global objectives of the total system.
- 3) Where a third party provides training services, managers should be able to negotiate some relief from the burden of training costs.

Equally significant, by reducing the staff commitment necessary to support training delivery, resources within an agency will be freed to undertake manpower planning tasks. Aided by an active manpower planning unit, managers can make accurate predictions about their personnel needs and can better anticipate future demands. In short, a manager's ability to manage would be improved.

Advantages also can be gained where training program evaluations are conducted by instructors who do not have direct ties to an agency's administrative network. Often staff trainers are expected to evaluate their own product and conflict of interest can result. Similarly, by isolating trainee evaluations from the operational setting, problems can be avoided that sometimes arise where unionized instructors are required to appraise individuals sharing the same union affiliation. Through access to objective evaluations prepared by professionals who are unaffected by pressures in the workplace, managers should be able to gather valuable insights concerning their employees' skills and aptitudes - an advantage that might otherwise be unavailable to them.

ASSUMPTION #6: MANPOWER DEVELOPMENT POLICY, DEFINED STANDARDS, AND PERFORMANCE EVALUATIONS HELP GUARANTEE CLIENT AGENCY CONTROL OVER TRAINING PROGRAM QUALITY.

When training takes place at arms length from an agency's direct control, several conditions must be met if it is to succeed with quality. It has previously been suggested that justice and public safety instruction cannot proceed in a vacuum and that training must respond to the manpower needs of the system it serves. It

also has been suggested that policy direction concerning manpower development is the responsibility of the operational managers. Where training services are contracted out to professional educators, the participating agencies must have the ability to prepare and to communicate manpower planning directives to the training institution responsible for programing. If that capacity is absent, training quality will suffer.

But while there is a need to communicate manpower policy to a training institution, there is a corresponding need to exclude the institution from the policy development process. Manpower planning not only provides an agency with information relevant to future staffing needs, it also can be used to promote structural reforms and to alter long-range objectives. It follows that manpower planning must be the sole responsibility of agency managers and that outside influence by an educational establishment in determining agency policy is unacceptable.

Although some questions surrounding the separation of manpower planning from program delivery have been satisfied, the thorny issue of control remains outstanding. Given that the operational managers are accountable for the services provided by their agencies, how can they affect the outcome of training when it is being delivered by personnel beyond their direct authority? The answer contains five parts:

(a) Manpower Development Policy

Once each agency has refined its ability to produce manpower development policy, enlightened predictions about staffing needs can be made. Advance information concerning recruitment needs and staff up-grading initiatives will be available and planning can proceed rationally. As an added benefit, agencies within the justice or public safety systems will be able to enter into joint planning exercises by linking together their manpower planning capacities. By establishing the ability to intelligently formulate policy, each system will develop greater control over its human resources and will be able to shape its administrative structures to meet future requirements.

(b) Needs Analysis

Needs analysis is a fundamental first step in designing any instructional program. Details of the task a trainee is expected to perform, along with knowledge of the skills required, determines course content. Because course design falls within the educator's domain, and because manpower development policy influences the task to be performed, needs analysis ought to be a cooperative venture involving both the training institution and the client agency. As a consequence, a formal liaison should be established with representation from agency managers, agency manpower planners, and instructional staff whenever a needs analysis venture is undertaken. After the analysis is concluded, responsibility for course development and delivery should rest with the educators.

(c) Standards

Many justice and public safety agencies report to a governing body that holds authority to set standards for recruitment and training. When training is delivered under contract by an independent institution, the need for declared standards is crucial. By demanding that the assigned standards are adhered to, the client agency exercises control over the training product and the educators are given a base against which their performance can be evaluated. Because standards are required in order to assess training quality, all agencies contracting out their instruction should first be obliged to communicate them to the training institution concerned.

(d) Performance Monitoring

The issue of performance monitoring and evaluation involves several levels of complexity. First, a training institution must be able to determine whether or not a program meets the needs it is expected to fulfill. In addition, individual trainees must be evaluated to determine whether or not they have received the information which the program sought to impart. If a trainee fails to perform satisfactorily in the instructional setting and it is known that the program itself is not at fault, the evaluation should be made available to the trainee's supervisor.

But internal evaluations of the instruction are only one side of the monitoring function. More important from the manager's point of view, the

trainee should be evaluated on the job following program completion. Performance evaluation in the work setting will indicate the degree to which the standards prescribed by the agency have been met by the training institution. Moreover, post-training performance will indicate the effectiveness with which manpower development policy is being translated into the operational environment.

(e) The Manager's Authority to Intervene

Given that responsibility for manpower planning, standards definition, and job performance evaluation falls within the management preserve; and given that responsibility for programing resides with the training institution; all that is lacking to make the formula work is a mechanism which allows managers to intervene where the training product fails to meet their stated expectations. Should training standards not be met, the managers contracting out for instructional services must have access to a declared set of procedures through which the training institution's short-comings can be rectified.

Two options are available. First, the training institution's guiding mandate should be legally defined in such a way that its clients are entitled to intercede if the training quality declines below a mutually accepted level. Second, clauses that provide means to handle disputes through arbitration should be included in any agreements between the client agencies and the training centre.

By adopting these measures, managers will maintain control where control is needed. At the same time, they will free themselves from the immediate concerns of training delivery while gaining the expertise of professional educators in the bargain. Therefore, it seems appropriate that system practitioners should determine their training needs and exercise control over training quality; justice and public safety educators should determine how those needs can best be met.

ASSUMPTION #7: CURRICULUM CONTENT AND PROGRAM DESIGN ARE AT THE HEART OF AN EDUCATIONAL ENTERPRISE.

It has been illustrated how training quality can be regulated by applying manpower development policy, standards, and performance evaluations as control devices. Used effectively, they allow client agencies a significant role in determining the nature of programing at a training institution. Where client involvement is encouraged in this regard, a unique situation emerges: the recipients of educational services help shape the subject matter in a way rarely found at the post-secondary level of instruction.

Program content, therefore, should be developed out of a participatory exercise involving both the client agencies and the training institution's educators. Once the general content has been determined cooperatively, the educator comes into his own. It is his role to see that the quality of instruction is preserved and it is with him that final programing decisions must rest.

When meeting his obligations, an educator must apply a basic axiom: effective programing should take place within the larger context of an educational philosophy. In the same way that managers within the client agencies must be responsible for policies, standards, and evaluations, educators must be responsible for determining a training institution's educational philosophy. As a consequence, an educational centre that provides training services must have the final authority to plan, establish and deliver programs if its philosophy is to be incorporated into the curriculum.

But faculty control over curriculum design and delivery does not offer the educators a carte blanche. Accompanying their authority comes the responsibility to be held accountable for program quality. In this sense, accountability requires that the faculty can successfully "explain" the procedures and guiding philosophy which they apply.

Not only does faculty accountability extend to the governing body of the training institution and to the client agencies, it also must extend to the justice and public safety community-at-large. As a safeguard to training quality, therefore, educators should seek advice from the following sources when designing curriculum:

- 1) the institution's Board of Directors;
- 2) the managers of client agencies;
- 3) practitioners in the field;
- 4) union interests;
- 5) recognized academic leaders in other educational institutions;
- 6) regulatory bodies granted legislated power to intervene in the training process; and,
- 7) special interest groups in the community.

Responsibility for curriculum development also presents a number of practical implications for the manner in which the training institution manages its affairs. One issue is the matter of scheduling. Although they are required to operate under approval from the training institution's directors, faculty members are responsible for maintaining the quality of the educational experience. And if one function of a centralized training resource is to promote a systems view of services, there is a need to integrate programs wherever possible. Integration at the level of program delivery requires some control over course scheduling. While a training institution's involvement in scheduling suggests advantages ranging from cost efficiencies to philosophical benefits, the issue is problematic. Great care must be taken to insure that an effective liaison is in place between the training institution and the client agencies so that program timetables do not conflict with the operational demands faced by agency managers and their staff.

ASSUMPTION #8: CAMPUS ENVIRONMENT HAS A DETERMINING INFLUENCE ON PROGRAM QUALITY AND INSTRUCTION COSTS.

The campus environment of a training centre has much to do with training cost/efficiency. By sharing facilities and support services at a centralized resource, client agencies benefit in at least two ways: first, they avoid duplication of expenditures; second, they gain access to special teaching aids that might otherwise be beyond the reach of their individual budgets. For instance, it would be difficult to justify the expense of constructing a

separate gymnasium or a separate weapons range for each training unit in the justice and public safety systems. When located on a central campus, such facilities become affordable.

A shared campus also promotes savings by making available common access to student services. Aside from providing food and accommodation at reasonable rates, more sophisticated resources such as counselling services, audio-visual assistance and well-stocked libraries can be offered.

At the same time, the physical surroundings at a training institution can augment the learning experience in both formal and informal ways. If the campus provides common rooms for the purpose, individuals representing a variety of agency interests and a cross-section of management levels can gather together to exchange opinions and information. In a more formal sense, the physical resource can act as an aid to program delivery. Management training courses, for example, can benefit from access to open-space discussion areas as opposed to the traditional classroom settings.

When the meaning of the word "campus" is stretched to include the general atmosphere of the training environment rather than just its physical plant, a new set of perspectives opens up. Considered in this way, "campus" environment influences program quality by encouraging access to the collective expertise of the training institution's staff. As a consequence, the potential for dialogue between practitioners representing different service responsibilities is increased. And out of that dialogue should come new possibilities for attitude change and integration in the system-at-large.

ASSUMPTION #9: A TRAINING INSTITUTION REQUIRES AN INTEGRATED ADMINISTRATIVE STRUCTURE IN ORDER TO SUPPORT INTEGRATED INSTRUCTION.

If the physical plant is designed to accommodate joint training exercises, and if the combined expertise of staff is to be fully utilized, then a training institution's management must be organized accordingly. As a basic rule of thumb, the administrative structure should not compound the isolation that has traditionally separated agencies in the justice and public safety systems.

In organizational terms, integrated management should allow for consistency in the way that common interests are administered. It would seem, therefore, that coordination is necessary in two major areas: academic services and financial administration.

The administrative structure that results out of the need for management coordination should give each training division equal status in the training institution's internal governance process. A single authority such as a Coordinating Council should be established with representation from every area of instructional activity. To bring coherence to the organization and to provide a reasonable level of administrative accountability, two executive officers should be identified to hold seats on the Council: one exercising responsibility for educational services and the other for financial administration.

Through the Council, the training institution's executive officers should work collectively with the Principal and the training directors to establish policy that would then be brought forward to the training institution's Board. Such a procedure would allow the policy questions raised by joint program ventures, personnel issues, coordinated budget review, contract negotiations, and the application of common financial controls, to be dealt with in an open and participatory way. Where the more mundane aspects of day-to-day administration are concerned, the training directors would seek assistance from the executive officer whose responsibility covered the area at issue.

By ordering itself in this way, the training institution would not only accommodate the principles of good management, but would support its capacity to provide integrated services. Moreover, by referring themselves to the Coordinating Council and to the training institution's executive officers, client agencies and the community-at-large would be given a common authority to which they could relate. The training institution's independent nature would be enhanced and its separation from the operational identity of its clients would be more complete.

ASSUMPTION #10: THE MANNER IN WHICH TRAINING FUNDS ARE DEVELOPED AND ADMINISTERED AFFECTS PROGRAM DELIVERY.

Although financial control is fundamental to administrative viability and administrative viability is fundamental to program quality, the relationship between the two becomes clouded when much of a training institution's business is conducted on a fee-for-service basis. Under such circumstances, financial responsibility is often divided between different levels of government; between a variety of regulatory bodies; between several government ministries; and between separate agencies within each ministry. Regardless of how complex the financial and administrative mix may be, however, one thing seems certain; the development of academic and financial plans go hand in hand and it is inappropriate to hold a training institution accountable for program quality while withholding final responsibility over the administration of program funds.

Further confusion is added where clients are encouraged to share facilities and services. Not only can competition over a particular resource occur as each client agency exercises its access rights, difficulties also can arise when the training institution's administrators try to differentiate between the costs of shared resources on an agency-to-agency basis. Clearly, procedural consistency is necessary if disputes over service costs are to be avoided.

Procedural consistency in this instance does not refer to the accounting methods used, but to the manner in which charges applied against client agencies are categorized. By establishing categories of expenditures that bear with equal force upon all user agencies, the training institution's administrators and their clients will be in a better position to make cost comparisons between training programs. And cost comparisons can be used to help calculate the return an agency receives for the training dollars it spends. Where a formula for evaluating program comparisons is adopted, the dollar cost per student day is probably the most effective standard to use.

Although cost comparisons are desirable and will work only if all client agencies are billed in the same way, a definite separation of financial responsibilities between a training institution and its client agencies is called for. Each client agency is bound by different employee wage scales; by varying

commitments to provide temporary replacement staff in the trainee's absence from the job; and by separate union agreements affecting the level of travel expenses and other benefits a trainee is entitled to receive. While such expenses contribute to the total training cost, responsibility for their management should reside within each agency's operating budget and not within the budget of the training institution. Once again the distinction between the manager's role and the educator's role should be made clear.

After the client agencies have accepted responsibility in the budgetary areas that are properly theirs alone to account for, then the categories of expenditure that comprise the training institution's sole responsibility should be established. In this regard, it is appropriate that the costs attributable to the training institution's physical plant; the costs of instructional hardware; and the costs related to any programming that does not involve direct services to its major clients; should be budgeted for separately by the training institution.

Once budgetary responsibility for the training institution's physical resources has been determined, and once the client agencies have taken responsibility for those costs which are rightfully theirs to assume, then a single category of expenditure remains unassigned - the costs associated with the training institution's human resources. Based on this final category, a single block budget should be cooperatively developed. In turn, the block budget should be used to calculate the cost-per-student-day charge upon which each client agency's fee-for-service billing would be determined.

If there is virtue in simplicity, distinctions between client agency in-house expenses, the cost of maintaining the training institution's physical resources, and the cost of providing its human resources, should produce an acceptable funding formula. Following upon this suggestion, the preparation of the block budget could proceed as a combined exercise involving all major participants. Academic and financial plans could be matched and client agencies could determine in advance their annual contribution in support of shared resources.

ASSUMPTION #11: COMMUNITY PARTICIPATION IN JUSTICE AND PUBLIC SAFETY
INSTRUCTION SHOULD BE ENCOURAGED.

An inquiry into the best way to organize a training institution must not overlook the interests which go beyond those of the justice and public safety practitioners. After all, the real purpose in producing competently trained agency personnel is to help insure peaceful, just and safe relations within the society-at-large. Clearly, if social order and individual safety are to prevail, every citizen and every institution must share in their preservation.

Without wishing to become lost in social philosophy, the community's role at a justice and public safety training centre cannot be over-stressed. The systems that have been created to guarantee the fair exercise of social authority in a free society have democratic and community origins and it is in the public interest that access to the centre should be open to public participation. Simply put, the exploration of justice and public safety issues is too important to be left to the governing authorities. The governed also must be represented.

At another level, the training institution owes its existence to the public funds that support its physical and human resources and it is only proper that both sets of resources are made available for community use. The training institution's role should be active rather than passive and it should function as a facilitator capable of generating community involvement in the discussion of current ideas and problems in the system.

When the training institution addresses its community responsibilities, three sets of activities should be undertaken. In the first place, the training institution owes attention to the post-secondary environment in which it operates. It should act as a broker respecting justice and public safety training and should encourage a coordinated approach to instruction across the college and provincial institute network.

Attention also must be given to private and volunteer organizations. Wherever possible, facilities and information should be made available to community agencies and every effort should be made to offer them training services at a

reasonable cost. Here again, the training institution can provide a valuable service by encouraging the exchange of ideas and by promoting communications between non-government organizations.

The training institution also should generate participation by the community-at-large through sponsoring forums and workshops on justice and public safety topics. When doing so, representatives from government agencies and volunteer organizations should be called upon to take part. In this way, new opportunities for communication would be opened between those who provide the services and those who receive them and all should benefit by the exchange.

PART V: REQUIREMENT FOR ACTION

A. INTRODUCTION

The case has repeatedly been made that the essential purpose of the Justice Institute's first Educational Five-Year Plan must be to resolve problems which have been generated out of the Institute's history. In many ways, the exercise more closely resembles a management study than a conventional planning analysis. Rather than attempting to make statistical projections regarding the scale of growth the Institute can anticipate, the report seeks to clarify the nature of the environment required to support the possibility of growth itself. By way of an apologetic, it has been argued that the Institute's affairs lack proper definition as evidenced by the absence of a reliable data base; the debate over program control; the myriad reporting relationships; and the confusion surrounding the Institute's mandate.

In the requirements for action which follow, an attempt has been made to distill the information presented earlier. The reader is asked to refer back to the report's main body if the conclusions drawn seem abrupt.

Hopefully the requirements suggested will stimulate an informed dialogue that will accommodate the Institute's future development in a reasoned and considered way. Should they sound overly simple, the authors believe that simplicity is the one quality most needed if the Justice Institute is to meet its objectives.

B. THE REQUIREMENT TO RE-EXAMINE THE JUSTICE INSTITUTE'S MANDATE

- 1) Where an enterprise concerns the exchange of knowledge, excellence can only be achieved in terms of identifiable objectives. In this regard the Justice Institute's mandate is deficient. Not only does it fail to adequately define the community-of-interest that ought to be served, it offers no distinction between the Institute's responsibilities and those of its clients. Also absent is any specific reference to public safety as an area of specialization or any statement of declared purpose respecting justice and public safety instruction. Without a clear "commission to act" which precisely describes its service community, its function and its purpose, the Justice Institute cannot expect to realize its true potential.

- 2) A re-drafted mandate should express a commitment to promoting practitioner competence through integrated and cost/effective instruction. When declaring the Justice Institute's function, the parochial limitations that identify individual agencies within the Provincial Attorney-General's Ministry should be removed. In their place the following definition of the justice and public safety community should be substituted:

Excluding training or educational activities which intrude upon the accreditation process governing professionals, the Justice Institute of British Columbia's service area consists of:

- i) individuals who possess the legislated authority to make interventions which may result in actions brought before a court of law;
 - ii) individuals who participate in the enforcement, application or administration of the law;
 - iii) individuals responsible for the custody and maintenance of persons held under judicial sanction;
 - iv) individuals who are active in the prevention or the amelioration of circumstances which threaten public safety or the peace; and,
 - v) individuals who are active in public, private or volunteer groups who wish to promote an examination of criminal, civil, social justice or public safety issues.
- 3) Where distinctions between responsibilities are set forth, special attention should be given to the relationships affecting client agencies. The Institute's pre-eminent role in program development and delivery must be declared while the client agencies must be assured of their right to intercede should program quality decline below mutually accepted standards.
- 4) The Justice Institute's role as broker for justice and public safety training and education within the post-secondary system should be more precisely established.
- 5) Finally, reference should be made to the Justice Institute's obligation to provide community access to its resources; to actively encourage public participation in justice and public safety instruction;

and to provide subsidized services to community agencies wherever appropriate.

C. THE REQUIREMENT TO DEVELOP TRAINING AND EDUCATIONAL SERVICES AS DISTINCT YET COMPLIMENTARY ACTIVITIES

- 1) The Justice Institute must determine the proper mix between its activities as a post-secondary educational establishment and as a post-employment, vocational training centre. While the distinction between training and education is subtle and often coloured by the rhetoric of the educator's trade, appropriate guidelines for the two sets of instructional experience must be drafted if the Institute is to operate effectively.
- 2) A competent justice or public safety practitioner requires two categories of skill: one, the capacity for rote response in keeping with the reflex application of accepted procedures; two, the capacity to make subjective and discretionary judgments. In the first instance, task-specific training is necessary. In the second, education is required.
- 3) It should be the responsibility of the Justice Institute's educational staff to perform the following functions:
 - i) develop and apply an educational philosophy upon which each of the Institute's programs can be constructed;
 - ii) undertake to guarantee the integrity of the academic experience and be accountable for its quality;
 - iii) participate with the client agencies in all needs analysis ventures which establish instructional content;
 - iv) oversee the development, design and delivery of curriculum;
 - v) encourage the integration of the Institute's instructional services;
 - vi) provide learning experiences for all trainees which promote a heightened understanding of the general context in which task-specific skills are applied;
 - vii) participate in the joint development of the Institute's academic and financial plans;

- viii) participate in the design and application of program and student evaluations;
 - ix) make their expertise available through involvement with Institute-sponsored community programs; and,
 - x) provide guidance to the Institute's training staff.
- 4) It should be the responsibility of the Institute's training staff to perform the following functions:
 - i) provide task-specific instruction of a quality that will guarantee practitioner competence in the subject skill;
 - ii) consult with the Justice Institute's educational staff on all aspects of training program delivery;
 - iii) if not a permanent staff member, consider service to the Justice Institute's objectives a primary responsibility during the period of secondment.
- 5) It is desirable that all staff who exercise educational responsibilities should be direct employees of the Justice Institute. However, the particular and current needs of Corrections Staff Development and Courts Services Training must be recognized. The principle of direct employment should be endorsed and a reasonable time-frame should be established to allow for the hiring of new employees or to effect the transfer of client agency staff to the Justice Institute in such a way that a minimal disruption of services will result.
- 6) It is believed that the relevance of task-specific instruction will be greater where trainers possess an understanding of operational conditions gained from recent field experience. The Justice Institute should employ the majority of its training staff on a rotating secondment basis. As an incentive to attract the best calibre of individual to the training role and to compensate for the added responsibilities over and above those of regular field duty, an honouraria should be provided. During the period of a trainer's secondment, the Justice Institute should be regarded as the employer and should administer the payroll responsibilities. Every effort should be made to equalize salary levels between trainers regardless of whether the trainer's field of speciality is enforcement, courts, corrections or otherwise. Finally, the Justice Institute should

reserve the right to hire trainers as direct and permanent employees in those instructional areas such as fire arms training or drivers training where integrated programs are delivered.

D. THE REQUIREMENTS TO SEPARATE MANPOWER POLICY RESPONSIBILITIES FROM PROGRAM DELIVERY RESPONSIBILITIES

- 1) Perhaps the single most important issue facing the Justice Institute is the need to resolve the question of program control. No solution is acceptable if it does not satisfy the following concerns:
 - i) The Ministry of Education must be recognized as the final authority to which the Justice Institute is responsible;
 - ii) The reporting obligations prescribed by the governing legislation of agencies external to the Ministry of Education and the Justice Institute must be respected;
 - iii) The Justice Institute's identity should not be bound exclusively to the operational interests of its major clients;
 - iv) Instructional services provided under contract by the Justice Institute must be seen to serve the maintenance concerns of client agencies, the global objectives of the Ministries within which those agencies operate, and the objectives declared in the Institute's guiding mandate.
- 2) For the reasons detailed in the body of this report, all of the conditions just set forth can be met by segregating management control over manpower policy and performance standards from the Justice Institute's responsibility to plan, establish and deliver instructional programs.
- 3) By accepting discrete responsibilities in the manner suggested, the outstanding issues of resource allocation, funding formulas and reporting relationships can be dealt with coherently.
- 4) By a date to be determined mutually between the Justice Institute and its major clients, all participating agencies should be expected to fulfill the following responsibilities as a condition of access to the Institute's services:

- i) Client agencies should develop the ability to prepare and to communicate manpower planning directives to the Justice Institute;
 - ii) Client agencies should develop a set of performance standards against which employee competence and instructional quality can be assessed;
 - iii) Client agencies should be prepared to enter into joint needs analysis ventures with the Justice Institute in order to identify the training content which most suitably reflects practitioner and agency needs;
 - iv) Client agencies should furnish job performance evaluations that will allow operational managers to determine the degree to which the standards prescribed by the agency have been met by the Institute.

- 5) In keeping with the separation of tasks between the assignment of policy and the delivery of programs, the Justice Institute should be expected to fulfill the following responsibilities:
 - i) The Justice Institute should apply its educational expertise in a cost/effective manner to plan, design and deliver programs of instruction that complement the manpower policies and standards expressed by the client agencies;
 - ii) Program planning, design and delivery should take place within the parametres of a declared educational philosophy which is acceptable to the client agencies;
 - iii) The Justice Institute should be held responsible and should be prepared to account for the quality of instructional services it provides -- should training quality fall short of the mutually accepted standards, the Justice Institute must provide access to legally binding procedures that will allow client agencies to intervene;
 - iv) During the process of program development, the Justice Institute should seek advice from the following sources:
 - the managers of client agencies
 - client agency manpower planners
 - practitioners in the field
 - union interests
 - recognized academic leaders in other educational institutions
 - regulatory bodies granted legislated powers to intervene in the training process
 - special interest groups in the community

- v) The Justice Institute should enter into joint needs analysis ventures with the client agencies whenever program content is being determined;
 - vi) The Justice Institute should provide the client agencies with detailed program and student evaluations;
 - vii) The Justice Institute should assume greater influence over program scheduling in order to meet its objectives respecting integrated instruction.
- 6) The segregation of responsibilities will require that the Justice Institute and each client agency should develop a Standing Committee to oversee the following activities:
- i) The communication of agency manpower policies and performance standards to the Justice Institute;
 - ii) The cooperative development of needs analysis ventures;
 - iii) The consultation process required during program planning and design;
 - iv) The communication of program and student evaluations to the client agency;
 - v) The liaison procedures required to determine program scheduling.

E. THE REQUIREMENT TO RE-ORGANIZE THE ADMINISTRATIVE STRUCTURE OF THE JUSTICE INSTITUTE

- 1) In order to cultivate instructional quality, the integrated use of services and facilities requires a corresponding integration of the Justice Institute's administrative structure.
- 2) Structural re-organization at the Justice Institute should be guided by the following provisos:
 - i) the isolation which has traditionally separated agencies within the justice and public safety systems should not be encouraged within the Justice Institute's administrative structure;
 - ii) an integrated management structure should foster procedural consistency in the administration of common interests such as budget development and program scheduling and should promote co-ordination in two major areas: academic services and financial administration;

- (a) Mandate: to promote an effective working relationship between the Justice Institute and its major clients by reviewing all financial agreements and contract services between the parties and by assisting to determine the policy direction respecting future training objectives.
 - (b) Membership: should include representation from:
 - The Ministry of Education
 - The Justice Institute of British Columbia Board
 - The Ministry of the Attorney-General
 - The Commissioner of Corrections
 - The Director, Courts Services
 - The Ministry of Health
 - The Emergency Health Services Commission
 - The British Columbia Police Commission
 - The Fire Services Commission
 - Any other major client Ministry or agency
 - The Principal and Vice-Principals of the Justice Institute of British Columbia
 - (c) Meetings: the Executive Co-ordinating Committee should meet quarterly or at the call of the chair.
- ii) A separate Standing Committee should be assembled to determine the working details of the relationships between the Justice Institute and each client agency. The terms-of-reference applying to the Standing Committees should be as follows:
- (a) Mandate: to provide for the exchange and co-ordination of information respecting manpower policies, standards, evaluation procedures, needs analysis procedures, curriculum development, program scheduling requirements, budget preparations and contract negotiations.
 - (b) Membership: should include representation from:
 - The operational managers of the client agencies
 - The client agency manpower planners
 - Educators holding Directors positions in the pertinent training area at the Justice Institute
 - Justice Institute training staff
 - The Vice-Principals, as required.
 - (c) Meetings: each Standing Committee should meet monthly or at the call of the chair.

F: THE REQUIREMENT TO RE-ORGANIZE THE JUSTICE INSTITUTE'S FINANCIAL RELATIONSHIPS

- 1) In any educational enterprise which performs with quality, the academic and financial plans are interdependent. Because the Justice Institute should assume a pre-eminent role in the planning, design and delivery of instructional programs, the Institute also should

assume primary responsibility over the administration of program funds.

- 2) The funding relationships which currently support the Justice Institute lack uniformity; fail to properly distinguish fiscal responsibilities between participating authorities; and present challenges to good accounting practice. The funding model governing both the Ministry of Education's contributions and the fee-for-service payments from contracting agencies should be reformed.
- 3) When proposing a funding formula it should be assumed that the Ministry of Education will fulfill its ministerial responsibilities by providing a subsidy to offset the instructional costs of both the client agencies and the Institute's community programs. At the same time, it is assumed that each client agency should pay its fair share of instructional costs.
- 4) The Justice Institute should establish defined categories of expenditure which will bear with equal force upon all client agencies. The categories of expenditure should be determined in such a way that they allow for the calculation of a standard cost-per-student-day as a base formula applied in all client contracts.
- 5) In order to determine the categories of expenditure upon which the cost-per-student-day can be calculated, the Justice Institute must first establish a definite separation between its financial responsibilities and those of its clients.
- 6) Simplicity is desirable and the categories of expenditure should be determined by distinguishing between the costs attributable to the Institute's human resources and the costs attributable to its physical resources. Therefore, the separation of financial responsibilities should be decided by applying the following criteria:
 - i) Client Agency Responsibilities:
 - (a) All supra-instructional costs related to placing a trainee within an Institute-managed program should be borne solely by the client agency and should be excluded from any budgetary considerations which arise between the Justice Institute and its clients.

(b) Supra-instructional costs should include items such as the following:

- any wages received by an individual during the period of instruction
- any disbursements resulting from the need to provide temporary field replacements in a trainee's absence from the workplace
- any travel expense and related benefits payable to a trainee

(c) Where supra-instructional services such as food and accommodation are provided to a client agency by the Justice Institute, the charges should be assigned at cost. Moreover, the client agency should receive an itemized monthly statement substantiating all expenditures for which payment is requested.

ii) Justice Institute Responsibilities:

(a) All expenditures required to purchase the fixed and disposable physical resources owned by the Justice Institute as a Crown Corporation should be treated as budget requirements which are separate and independent from any financial obligations shared by client agencies.

(b) Expenditures in this category should be borne solely by the Ministry of Education and should include such items as the following:

- any expenditures required to maintain the physical plant for the purpose of providing justice and public safety instruction, excluding all personnel costs
- any capital costs related to facilities construction, including the cost of labour
- any expenditures required to purchase financial instruments such as general insurance coverage that are necessary to protect the Crown Corporation and its assets

(c) Under guidance from the Ministry of Education, the Justice Institute should specify precisely which items fall within the category of expenditure just described. Moreover, the itemization should be based upon the Ministry of Education's PAC's system.

iii) Exceptions to the Proposed Division of Responsibilities:

(a) Where unique training consumables such as fire arms' ammunition are required to support a particular program, the costs involved should be billed to the agency involved. All such charges and the procedures for their payment should be clearly defined in the contract between the client agency and the Justice Institute.

(b) Instructional costs arising from programs offered to the community-at-large which do not represent a direct service to the major agency clients, should be considered the sole responsibility of the Justice Institute and the Ministry of Education.

- 7) Once the supra-instructional costs borne by the client agency and the facilities maintenance costs borne by the Justice Institute are treated as discrete budget requirements, the remaining categories of expenditure provide the basis for determining the Institute's fee-for-service charge. The calculation should be as follows:
- i) The total cost of the human resource necessary to provide instructional programs and to maintain the Justice Institute's physical plant should be established.
 - ii) Subtracted from that total should be the costs of the human resource necessary to provide community programs in which the client agencies are not involved.
 - iii) The resulting figure should then be divided by the total number of student days projected within the Justice Institute's combined academic plans to yield the standard cost-per-student-day charge.
 - iv) The cost-per-student-day charge, multiplied by the total number of student days projected within each client agency's academic plan, should determine the fee-for-service billing applied against a client agency in return for placing students into the Justice Institute's programs.
- 8) If the proposed formula is to be applied equitably, the following conditions must be satisfied:
- i) It must be guaranteed that all resources at the Justice Institute are shareable between client agencies and that the Institute's programs will promote equal access to resources as the rule rather than the exception.
 - ii) Because the Justice Institute is required to manage the full range of its programs in a manner which reflects both quality and cost-effectiveness when evaluated against client agency standards, the Institute must be recognized as the authority which exercises control over all expenditures made against the fee-for-service budgets.
 - iii) Once the fee-for-service budgets are determined and approved through a process involving all participating Ministries; the Executive Co-ordinating Committee; the Justice Institute Council; and the Standing Committees; then the funds should be given over to the Justice Institute and treated as a single block budget.
 - iv) Because the financial responsibility for administering the block budget rests with the Justice Institute, the following procedures should be established to insure accountability:
 - (a) The Justice Institute must provide each client agency with detailed monthly statements which substantiate all charges made against the agency's contribution to the block budget

- (b) The Justice Institute must provide each client agency with a detailed quarterly financial report.
 - (c) Each client agency must be guaranteed that the integrity of its contribution to the block budget will be respected and that it will only be used for those contract services agreed upon.
 - 9) The Justice Institute should be held responsible for any budget overruns, should they occur.
 - 10) Because the Justice Institute must provide the on-going staff commitment necessary to service a client agency's academic plan, any budget under-expenditures should remain in the possession of the Justice Institute. However, any funds resulting from an under-expenditure should be credited toward the client agency's fee-for-service billing in the next fiscal year. Should a client agency experience a budget under-expenditure at the same time that it chooses to withdraw from a relationship with the Justice Institute, the full amount of the under-expenditure should be returned to the agency at the end of the fiscal year in which it occurs.
 - 11) Consideration should be given toward establishing a mechanism whereby the Ministry of Education, the Ministry of the Attorney-General, the Ministry of Health, and all other client ministries jointly submit their portions of the Justice Institute's budget to Treasury Board for approval.
- G. THE REQUIREMENT TO EMPHASIZE SERVICE TO THE COMMUNITY
- 1) The Justice Institute should pay greater regard to servicing its Provincial mandate and should increase its commitment to providing justice and public safety instruction to the community-at-large.
 - 2) Three communities-of-interest should be identified as the recipients of special instructional attention:
 - i) establishments within the post-secondary education system;
 - ii) private agencies and volunteer organizations that are active

- in providing justice and public safety services; and
 - iii) the recipients of justice and public safety services in the community.
- 3) The Justice Institute should develop initiatives which promote:
- i) increased participation in programs jointly-sponsored with other post-secondary institutions;
 - ii) low-cost, subsidized instruction for community and volunteer organizations; and,
 - iii) forums, workshops and educational experiences for the community-at-large.
- 4) The Justice Institute should begin to play an expanded role in assisting to present Provincial, National and Inter-National conferences which promote an examination of justice and public-safety issues.
- 5) The Justice Institute should develop the means to carry instructional programs to the outlying regions of the Province by pursuing the following strategies:
- i) developing a greater reliance upon extension, distance education and other instructional services presently offered under the auspices of the Ministry of Education;
 - ii) developing a cadre of educators to provide out-reach programs specifically designed to take services off the Institute's central campus and to deliver them to regions beyond the Lower Mainland catchment area.
- 6) Finally, access to the Institute's central campus should be made accessible to house such instructional enterprises as extension courses, evening courses and continuing education programming. In this regard, teaching aids in the possession of the Justice Institute such as library resources and audi-visual aids should be made available to participants in the Institute's community programs.

H. THE REQUIREMENT TO RE-DEFINE AGREEMENTS BETWEEN THE JUSTICE INSTITUTE AND ITS MAJOR CLIENTS

- 1) The suggested division of responsibility between the Justice Institute and its clients requires that changes should be made to the existing agreements describing their relationship.
- 2) In keeping with the substance of the proceeding requirement for action, the Executive Co-ordinating Committee should replace the Attorney-General's Ministry/Justice Institute Co-ordinating Committee.
- 3) The primary task of the newly-constituted Executive Co-ordinating Committee should be to negotiate the terms-of-reference for a Master Agreement between the Justice Institute and its major clients.
- 4) The Master Agreement should include specific reference to such details as the following:
 - i) a statement of the Justice Institute's objectives and service area;
 - ii) the division of program responsibilities;
 - iii) the division of financial responsibilities;
 - iv) the composition and mandate of the Standing Committees;
 - v) the evaluation responsibilities of both the Justice Institute and the client agencies;
 - vi) staffing considerations; and,
 - vii) the procedures for making joint Treasury Board submissions.
- 5) In consultation with its client agencies and the Ministry of Education, the Justice Institute should prepare a standard contract which will apply with equal force to all Justice Institute clients. The contract should detail the responsibilities each party is expected to fulfill and should provide a legally binding formula for resolving disputes.

I. THE REQUIREMENT FOR THE MINISTRY OF EDUCATION TO BECOME MORE CLOSELY INVOLVED WITH THE ACTIVITIES OF THE JUSTICE INSTITUTE

- 1) It is suggested that the Ministry of Education should take responsibility for the following initiatives:
 - i) oversee the development and presentation to Cabinet of a re-drafted mandate for the Justice Institute which could result in a new Order-in-Council being passed;
 - ii) provide the leadership role in the formation of the Executive Co-ordinating Committee and the design of the new Master Agreement;
 - iii) participate in establishing new funding formulae; and,
 - iv) clarify the relationship between the Management Advisory Council, the Academic Council and the Justice Institute where the Institute's contract services are at issue.

J. MISCELLANEOUS REQUIREMENTS

- 1) The Justice Institute should increase its commitment to provide instructional programs for the benefit of middle and senior management personnel within the justice and public safety systems.
- 2) Upon request, the Justice Institute should assist client agencies to develop their manpower planning capabilities with the proviso that the Institute's involvement is restricted to the creation or planning instruments and does not infringe upon the policy-making process.

PART VI: RECOMMENDATIONS

- I. That the mandate of the Justice Institute of British Columbia be re-drafted to reflect more clearly the Institute's purpose, function, and area of responsibility.
- II. That the principals of direct employment for all educational staff be endorsed and that a reasonable time-frame be established to allow for the hiring of new employees or to effect the transfer of client agency personnel to the Institute.
- III. That the Justice Institute employ the majority of its training staff on a rotating secondment basis; that the Institute be regarded as the employer of all personnel on secondment status; and that the Institute be given responsibility for payroll administration.
- IV. That the Institute assume the primary responsibility in the planning, design and delivery of all instructional programs offered from its campus.
- V. That all client agencies be encouraged to provide the Institute with their manpower planning policies, performance standards and evaluation requirements as a condition of their participation in Institute-managed programs.
- VI. That the Institute provide access to legally-binding procedures which allow client agencies to intervene should the standards expressed in the Institute/agency contract not be met.
- VII. That a Standing Committee be established to oversee the details of the working relationship between the Institute and each client agency.
- VIII. That an integrated management structure be established to reflect more accurately the mandate of the Institute.
- IX. That two Vice-Principal positions be established to oversee and to co-ordinate the Institute's educational services and the Institute's

financial administration.

- X. That an Institute Council be established to develop Institute policy and to provide an identifiable executive structure which offers equal representation to all client agencies.
- XI. That the Institute develop a reliable and efficient data gathering and information system.
- XII. That an Executive Co-ordinating Committee be established to promote an effective working relationship between the Institute and its major clients respecting matters of overall policy and the details of contractual agreements.
- XIII. That the funding models governing both the Ministry of Education's contributions and the fee-for-service payments from contracting agencies be reformed.
- XIV. That the Institute place greater emphasis upon providing programs which encourage community access.
- XV. That a Standing Contract be prepared to apply with equal force to all of the Institute's major clients; that the contract detail the responsibilities each party is expected to fulfill; and that the contract provide an arbitration clause for resolving disputes.
- XVI. That the Ministry of Education assume a leadership role by initiating the procedures necessary to prepare a Master Agreement between the Ministry, the Institute and the client agencies.
- XVII. That the Institute increase its commitment to provide instructional programs for the benefit of middle and senior management personnel within the justice and public safety systems.

APPENDIX I

A DESCRIPTION OF JUSTICE INSTITUTE PROGRAMS

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
<u>CORRECTIONS STAFF DEVELOPMENT</u>		<p><u>OBJECTIVES:</u> To provide a range of training courses and related staff development services under the auspices of the Provincial Corrections Branch.</p> <p><u>ADMISSION REQUIREMENTS:</u> Students must be employees of the Corrections Branch.</p> <p><u>CREDENTIALS:</u> Certificates.</p>	
<u>Security Officer/ Youth Supervisor Training</u>	Approx. 1 Year	<p><u>OBJECTIVES:</u> This Basic Training Program is comprised of both class room work and on-the-job training for institutional employees, and is made up of four training blocks (each 2-3 weeks in duration) which are to be completed within the employee's first year on the job. The program provides the student with a formalized training period that will assist participant to become cognizant of his or her role and responsibilities within the Branch. Upon completion of the program the Security Officer will be prepared for a future role as a Corrections Officer.</p> <p><u>COURSES:</u> Essential topics covered include The Justice System, Communications, History and Philosophy of Corrections, Introduction to Human Behaviour, Inmate Supervision, Group Dynamics and Supervisory Skills.</p>	251

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
<p>cont. ... <u>Security Officer/ Youth Supervisor Training</u></p> <p> <u>Probation Officer/Family Court Counsellor</u></p>	<p>Approx. 1 Year</p>	<p><u>STUDENT PROFILE:</u> Approximately 25% of the students are women, with age ranging from the early twenties to late thirties.</p> <p><u>OBJECTIVES:</u> This program provides Basic Training within a framework of four blocks which must be completed within the employee's first year on the job. The first two blocks provide a generic training to enable staff to gain a thorough knowledge of the functional areas in which Probation Officers are engaged. The third block consists of on-the-job training and the fourth block provides in-depth training on selected topics and identified student weakness.</p> <p><u>COURSE:</u> Subject areas include the History and Philosophy of Corrections, the Justice System, Adult and Juvenile Probation, Family Court, Counselling, Interviewing Skills, Bail Supervision, Custody and Access Reports, Time Management and Juvenile Containmentment.</p> <p><u>STUDENT PROFILE:</u> Age ranges from the early twenties to mid-forties, with approximately one-third of the students women.</p>	<p>106</p>
<p><u>Advanced Training</u></p>	<p>1 Week; 2 Weeks for Advanced Inst. Training</p>	<p><u>OBJECTIVES:</u> The program is developmental in nature and is designed to provide updating of information, upgrading and skill development for the experienced practitioner working in various settings. Depending on the area of specialization, students can enroll in Advanced Institutional Training, Advanced Community</p>	<p>648</p>

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
cont. ...	<u>Advanced Training</u>	<p>Training, or Advanced Integrated Training.</p> <p><u>ADMISSION REQUIREMENTS:</u> Students must have completed basic training and have a minimum of two years experience in their field.</p> <p><u>COURSE:</u> Modules include Stress Management, Interpersonal Relations, Interviewing Skills, Group Leadership, Criminal Law, Mediation and Conciliation, Power Writing, Time Management, Violence in Families, Children in Stress, Alcoholism in Families.</p> <p><u>STUDENT PROFILE:</u> Most students are in their late twenties to late fifties and approximately 25% are women.</p>	315
	<u>Basic Management Training</u>	<p>1 Week for each module</p> <p><u>OBJECTIVES:</u> To provide skills and personal developmental programs at an advanced level for all Supervisors and Managers within the Corrections Branch.</p> <p><u>COURSE:</u> Workshop modules include: Management of Interpersonal Conflict; Budget Preparation and Administration; Human Resources Management; Program Management and Evaluation; Time Management; Group Facilitating Skills; Employee Performance Appraisal; Central Agencies and Labour Relations; and Organizational Development.</p> <p><u>STUDENT PROFILE:</u> Students are in their mid-thirties to early fifties with 25% being women.</p>	

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
<u>COURTS SERVICES TRAINING</u>		<p><u>OBJECTIVES:</u> This program offers training for personnel and the general public in the complex and demanding world of the Courts System. The four areas where expertise is required are Court Administration, Sheriff Services, Court Reporting and Recording.</p> <p><u>ADMISSION REQUIREMENTS:</u> Students must be employees of the Court Services Branch.</p>	
<u>Deputy Sheriff</u>	6 Weeks	<p><u>OBJECTIVES:</u> To provide the newly hired Deputy Sheriff training in all basic areas of the Sheriff Services.</p> <p><u>COURSE:</u> Subjects covered include Civil and Criminal Law; Escort, Jail and Courtroom Procedures; Defensive Driving, Vehicle Search; Radio Procedures; Physical Fitness and Defensive Tactics; Report Writing and Prisoner Documents; Court Security and Witness Management; and First Aid.</p> <p><u>ADMISSION REQUIREMENTS:</u> Employment as a Deputy Sheriff.</p> <p><u>CREDENTIALS:</u> Certificate.</p>	29
<u>Deputy Sheriff Refresher Training</u>	1 Week	<p><u>OBJECTIVE:</u> To review and upgrade participants knowledge of Sheriffs' Services in British Columbia.</p> <p><u>ADMISSION REQUIREMENTS:</u> Deputy Sheriff</p>	

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
cont. ...			
<u>Deputy Sheriff Refresher Training</u>		<p><u>COURSE:</u> Review all areas mentioned in Basic Training program. Training in the use of the Baton. Physical Fitness measurements and instruction in maintaining a high level of fitness. Renewal of First Aid Certificate.</p> <p><u>CREDENTIAL:</u> Certificate</p>	
<u>Court Clerk Basic Training Module 1</u>	1 Week	<p><u>OBJECTIVE:</u> To standardize procedures, documents and other materials used by and in the Courts throughout British Columbia.</p> <p><u>ADMISSION REQUIREMENTS:</u> Employees of Court Services.</p> <p><u>COURSE:</u> Courtroom procedure, documents and material preparation and handling.</p> <p><u>CREDENTIALS:</u> Certificate.</p>	8
<u>Court Clerk Training Modules 11 and 111</u>	Each module 1 Week	<p><u>OBJECTIVE:</u> To familiarize employees with Court operation and new legislation.</p> <p><u>ADMISSION REQUIREMENTS:</u> Completion of module 1.</p> <p><u>COURSE:</u> Procedures, documents and materials used in British Columbia Courts, and interpretation of new legislation affecting the Court System.</p> <p><u>CREDENTIALS:</u> Certificates.</p>	29

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
<u>EDUCATIONAL SERVICES DIVISION</u>		<p>OBJECTIVES: The Educational Services Division (1) responds to and initiates a variety of educational support services to all Divisions within the Justice Institute, (2) develops and delivers a number of justice and public safety programs for:</p> <p>(i) Ministry groups not represented by other Divisions within the Institute;</p> <p>and</p> <p>(ii) private agencies, community groups and individuals involved in or concerned about justice and public safety issues.</p> <p>(3) supports and initiates cross-system justice and public safety training and education programs within the Institute and assists in the development of a cooperative system of coordination between the Institute programs and those of other Educational Institutions and community based organizations.</p> <p>(4) assists in the integration of new Divisions into the justice Institute as requested and required and</p> <p>(5) undertakes special tasks at the request of the Principal.</p> <p>COURSES: The following courses were completed in 1979 - 80:</p> <p>Ministry of Attorney General Executive Development Course 1 and 11.</p> <p>Ministry of Attorney General Coroners Training Seminar 1 and 11.</p>	1,519

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
cont. ... <u>EDUCATIONAL SERVICES DIVISION</u>		<p>Ministry of Environment Conservation Officer's Enforcement Training Course.</p> <p>Ministry of Labour Safety Engineers Court Process Training Course.</p> <p>Ministry of Attorney General Land Titles Intermediate Clerks Course.</p> <p>Instructional Skills Course I and II.</p> <p>Needs Analysis Course.</p> <p>Community Programs completed in 1979 - 80 include:</p> <p>Heroin Treatment Workshop I, II and III.</p> <p>Sexual Abuse of Children's Workshop</p> <p>After the Honeymoon - Family Relations Act Noon Hour Series.</p> <p>Justice Councils Training Workshop.</p> <p>Private Agencies on Correctional Institutions Workshop.</p> <p>Victims of Crime Workshop.</p> <p>United Nations Seminar on the Prevention of Crime Workshop.</p> <p>Wife Battering: A Workshop for Trainers.</p> <p>Introduction to the Family Relations Act Seminar.</p> <p>The Consumer and the Law Noon Hour Series.</p> <p>Child Abuse and Neglect Workshop.</p>	

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
cont. ... <u>EDUCATIONAL SERVICES DIVISION</u>		<p>Courses being developed for 1980 - 80 year include:</p> <p>Ministry of Environment Conservation Officer's Enforcement Training Course 11.</p> <p>B.C. Parole Board Training Course.</p> <p>Ministry of Attorney General Program Evaluation Seminar.</p> <p>Ministry of Attorney General Executive Development Course 111.</p> <p>Ministry of Attorney General Land Titles Beginners Course.</p> <p>Ministry of Attorney General Land Titles Advanced Course.</p> <p>Ministry of Attorney General Coroners Training Course.</p> <p>Instructional Skills Course 111 and 1V.</p> <p>Community Programs being developed for 1980 - 81 include:</p> <p>Mentally Handicapped Citizens in Contact with the System Workshop.</p> <p>Practical Work Skills Workshop.</p> <p>Witness Demystification Program.</p> <p>Crisis Management Skill Training.</p> <p>Immigrants and the Justice System.</p> <p>Sexual Abuse of Children Workshop.</p>	

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
<u>EMERGENCY HEALTH SERVICES</u>		<p><u>OBJECTIVES:</u> To provide a range of career training programs for the employees of the Emergency Health Services Commission of British Columbia.</p> <p><u>ADMISSION REQUIREMENTS:</u> Students must be employees of the Emergency Health Services Commission.</p> <p><u>CREDENTIALS:</u> Certificate.</p>	
<u>Emergency Medical Assistant I</u>	2 Weeks	<p><u>OBJECTIVES:</u> This basic ambulance training program is designed for all newly hired Emergency Health Services Personnel in the Ambulance Service.</p> <p><u>ADMISSION REQUIREMENTS:</u> Employees of Emergency Health Services Commission.</p> <p><u>COURSE:</u> Subjects covered include: Defensive Driving and Emergency Techniques; Basic Ambulance Driving and Manoeuverability; Lifting and Extrication Techniques; Patient/Situation Assessement and Treatment; Communication Skills.</p> <p><u>CREDENTIALS:</u> Certificate.</p>	77
<u>Emergency Medical Assistant II</u>	6 Weeks	<p><u>OBJECTIVES:</u> An upgrading program designed to give employees futher skills related to patient care in emergency health situations.</p> <p><u>ADMISSION REQUIREMENTS:</u> Successful completion of the E.M.A. I program and 40 hours of practical experience.</p>	34

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
cont. ...	<u>Emergency Medical Assistant 11</u>	<p><u>COURSE:</u> Subjects covered include: Central Nervous System; Respirology; Cardiology; Medical Emergencies; Trauma and Maternal Child Care.</p> <p><u>CREDENTIALS:</u> Certificate.</p>	
<u>FIRE ACADEMY</u>		<p><u>OBJECTIVES:</u> To train all levels of fire personnel to the standards established by the Provincial Fire Commissioner. To establish a Training Manual for The British Columbia Fire Service.</p> <p><u>ADMISSION REQUIREMENTS:</u> Students must be employed with a Fire Department in either a professional, volunteer or industrial capacity.</p> <p><u>COURSES:</u> The program is divided into three categories: training for professional firefighters, training for volunteer firefighters, and recruit training. Additional programs within the Fire Academy include industrial fire protection, managerial training, Training Officer training, fire prevention, fire investigation and specialized training. Modules include rescue and breathing apparatus, inspection practices, building codes and fire code, portable pumps, first aid, pumper operations, portable extinguishers, hydraulics and metrication, ladders, and hose, forcible entry, salvage and overhaul, ventilation, ropes and knots, water supplies.</p>	

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
cont. ... <u>FIRE ACADEMY</u>	2 Weeks	<u>STUDENT PROFILE:</u> Depending on the program, the students range in age from the early twenties to late fifties. Age varies most with the enrollees in the Volunteer Firefighters' Program.	38
<u>Leadership Development 201</u>		<u>CREDENTIAL:</u> Certificates. <u>OBJECTIVES:</u> To provide middle-level Fire Officers with contemporary management theory as applied to Fire Services. <u>ADMISSION REQUIREMENTS:</u> Must be employed by a British Columbia Fire Department, operating in the capacity of either a paid District Chief, Captain or Lieutenant. <u>COURSES:</u> Modules include: Management Theory and the Fire Service; Psychology of Learning; The Planning Function; The Organization Function; Pre-fire Planning; The Directing Function; The Control Function; Stress Management; Training for Results; The Fire Chief's Job; Communications for Fire Managers; Municipal Management and Fire Services; Technical Aspects of Firefighting; Management Styles; Personnel Practices; Data Processing; Resource Management at the Fireground; Workers' Compensation and Safety; Employee Assistance Program; and Labour/Management Relations. <u>STUDENT PROFILE:</u> Students range in age from mid-thirties to late fifties.	

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
<u>Leadership Development 301</u>	1 Week	<p><u>OBJECTIVES:</u> To assist senior fire officers in upgrading their managerial skills by providing them with an overview of contemporary management theory and practices relevant to the Fire Service.</p> <p><u>ADMISSION REQUIREMENTS:</u> Must be employed by a British Columbia Fire Department and be operating in the capacity of either a paid Chief, Deputy Chief or Assistant Chief.</p> <p><u>COURSES:</u> Modules include: Management Theory and the Fire Service; Planning and Organization Function; Management of Stress; Municipal Management; Computer Mapping; Fire Services and the Law; The Directing Function; Management of Hazardous Materials; Labour/Management Relations; The Control Function; Communications for Fire Managers; Employee Assistance Programs; Participative Management.</p> <p><u>STUDENT PROFILE:</u> Student range in age from early forties to late fifties.</p>	44
<u>Volunteer Fire Chiefs' Program</u>	1 Week	<p><u>OBJECTIVE:</u> To assist senior fire officer in upgrading their managerial skills by providing them with an overview of contemporary management theory and practices relevant to the Fire Service.</p> <p><u>ADMISSION REQUIREMENTS:</u> Must be a Volunteer Chief, Deputy Chief, or a person designated by the Volunteer Fire Chief - Mayor, Administrator.</p>	40

PROGRAM TITLE	PROGRAM DURATION	PROGRAM DESCRIPTION (Program Objectives, Future Employment, Other Details)	APPROXIMATE ENROLLMENT (1979-80)
cont. ...	<u>Volunteer Fire Chiefs' Program</u>	COURSE: Essential topics covered include: Role of Chief on fire ground; Risks and Hazards; Management Principles; Safety Pre-planning and Programming; Principles of Law.	25
	<u>Volunteer Fire Department Training</u>	<p>OBJECTIVES: Provide Volunteer Fire Departments with contemporary standardized training.</p> <p>ADMISSION REQUIREMENTS: Must be a member of a Volunteer Fire Department in British Columbia.</p> <p>COURSE: Fire Suppression and prevention procedures as approved by the Provincial Fire Commissioner and provided by the Fire Academy.</p>	
	<u>POLICE ACADEMY</u>	<p>OBJECTIVES: The Academy offers a career training plan for municipal police officers in the province as approved by the B.C. Police Commission. Within the Academy are a Recruit Training Program and various career development programs, each designed to include a balanced mix of police skill training, leadership training, academic and social education, as well as practical field experience.</p> <p>ADMISSION REQUIREMENTS: As with other Justice Institute programs, all students must be employed in the Field. Municipal police forces throughout the province send their personnel to the Institute for training, upgrading or career development.</p>	

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
<u>Recruit Training Program</u>	3 Years	<p><u>OBJECTIVES:</u> The recruits sent to the Institute complete a 42 week program over a 3 year period. Formal academic studies are combined with extensive field work to effectively train the recruit to carry out duties in the police officer role.</p> <p><u>ADMISSION REQUIREMENTS:</u> Enrollees must be sent by municipal police force.</p> <p><u>COURSES:</u> Subjects covered include: Traffic Studies; Driver Training; Interpersonal Skills; Applied Social Science; Firearms Training; Physical Education Legal Studies; Emergency Care.</p> <p><u>STUDENT PROFILE:</u> Students are in the early twenties with approximately 5 - 10% being women.</p> <p><u>CREDENTIAL:</u> Diploma.</p>	354
<u>Peace Officers Advanced Training Program</u>	2 Weeks	<p><u>OBJECTIVES:</u> This program is designed to assist the Officer in improving skills and expanding knowledge as an operational Peace Officer.</p> <p><u>ADMISSION REQUIREMENTS:</u> Officers should have completed five years service and be performing operation duties.</p> <p><u>COURSE:</u> Program content includes Legal Issues; Investigational Techniques, Firearms Training; Crime Prevention and Human Behaviour.</p> <p><u>CREDENTIAL:</u> Certificate.</p>	92

<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
<u>Middle Management Training Program</u>	2 Weeks	<p><u>OBJECTIVES:</u> This program is designed to prepare Supervisors to assume middle management responsibilities (Staff Sergeant/Inspector).</p> <p><u>ADMISSION REQUIREMENTS:</u> Officers must be of supervisory rank (Cpl./Sgt/) eligible for promotion to Sgt. S.-Sgt./Insp. or within one year subsequent to promotion.</p> <p><u>COURSES:</u> Subjects include Leadership Skills; Communication; Resistance to Change; Management Systems; Planning and Organizational Skills; Personnel Management; Subordinate Development and Human Relations.</p> <p><u>CREDENTIALS:</u> Certificate.</p>	15
<u>General Investigation Program</u>	2 Weeks	<p><u>OBJECTIVES:</u> The program develops and expands the Officers skills as an investigator.</p> <p><u>ADMISSION REQUIREMENTS:</u> Officers must be recently appointed or about to be appointed to perform duties in a plain clothes role.</p>	53
<u>Fraud Investigation</u>	2 Weeks	<p><u>OBJECTIVES:</u> To provide an in-depth study of the law pertaining to fraud and related practical investigative techniques.</p> <p><u>ADMISSION REQUIREMENTS:</u> Investigators must be experienced and involved in fraud investigation or about to be assigned to such duties.</p>	

	<u>PROGRAM TITLE</u>	<u>PROGRAM DURATION</u>	<u>PROGRAM DESCRIPTION</u> (Program Objectives, Future Employment, Other Details)	<u>APPROXIMATE ENROLLMENT</u> (1979-80)
cont. ...	<u>Fraud Investigation</u>		<u>CREDENTIALS:</u> Certificate	
	<u>Field Instructors Training</u>	2 Weeks	<p><u>OBJECTIVES:</u> A junior leadership program intended to prepare field instructors to perform their role of training and developing the police recruit during field operations.</p> <p><u>ADMISSION REQUIREMENTS:</u> Officers must be or will be performing field instructor duties.</p> <p><u>COURSE:</u> The program includes instruction in Communication; Coaching; Counselling; Planning and Leadership.</p> <p><u>CREDENTIAL:</u> Certificate.</p>	52
	<u>General Supervision Training</u>	2 Weeks	<p><u>OBJECTIVES:</u> To prepare Officers to perform first line (Cpl./Sgt.) Supervision responsibilities.</p> <p><u>ADMISSION REQUIREMENTS:</u> Officers must be eligible for promotion to Cpl./Sgt. or within one year subsequent to promotion. The program will also include Officers holding the rank of Cpl./Sgt. who have had no supervisory training.</p> <p><u>COURSE:</u> Subjects include Communication; Motivation; Performance Evaluation; Firearms Training; Driver Training; Counselling; Crisis Intervention; Management Practices; Problem Solving, Decision Making and Coping with Stress and Change.</p>	40

PROGRAM TITLE	PROGRAM DURATION	PROGRAM DESCRIPTION (Program Objectives, Future Employment, Other Details)	APPROXIMATE ENROLLMENT (1979-80)
cont. ...			
<u>General Supervision Training</u>		<u>CREDENTIAL:</u> Certificate	
<u>Effective Presentation Program</u>	1 Week	<u>OBJECTIVES:</u> A program designed for the Officer called upon to make presentations to businesses, schools or social groups. <u>ADMISSION REQUIREMENTS:</u> For Officers of all ranks who are required to perform the above function.	31
<u>Assessment Centre</u>		<u>OBJECTIVES:</u> To provide municipal police departments in the province with a means of assessing applicants for rank or position, by way of practical problem solving exercises and observation by assessors. <u>ADMISSION REQUIREMENTS:</u> Municipal police department members who have applied for promotion to ranks or positions outside their present duties. Persons seeking entry into the police force either as recruits or as trained officers may also be assessed.	
<u>Emergency Response Team</u>	Basic 2 Weeks; Prof. Trg. 2 Days per mo.	<u>CREDENTIALS:</u> Candidates may receive desired promotion. <u>OBJECTIVES:</u> This training qualifies ERT tactical members as experts in weaponry (safety and proficiency), physical fitness and tactical movements. <u>ADMISSION REQUIREMENTS:</u> Applicants must be a first class constable, physically fit and mentally prepared to perform such duties. <u>CREDENTIAL:</u> Certificate.	257

APPENDIX II

DESCRIPTION OF COMMUNITY PROGRAM PROJECTS

1979-80

PROGRAM

DESCRIPTION

**Child Abuse & Neglect:
Developing An Interministerial
Response**

A half-day workshop for 170 supervisors & managers from policing, corrections, health, education & human resources. The purpose of the session was to foster an interministerial response to child abuse & neglect, focusing on the Lower Mainland area.

**Wife Battering: A Workshop
for Trainers**

A program on "Wife Battering in the Context of Family Violence" designed for trainers within the Justice System. The purpose of the program was to develop, with the trainers, an understanding of the problem, societal attitudes about it, resources available & explore future training possibilities. A trainers' manual is being developed as a follow-up to the workshop.

**Introduction to the
Family Relations Act**

Two 1 day workshops (identical in content) on the Family Relations Act for Ministry of Human Resources staff in regions 1 and 15.

**Anik B Satellite:
After the Honeymoon**

Video tapes from the After the Honeymoon public series in Robson Square were beamed via Anik B Satellite to 11 colleges throughout B.C., where local citizens gathered to view the program and participate in discussion using telephone links.

The Consumer and the Law

A free noon-hour series for the public on the Consumer and the Law held on 5 successive Mondays at Robson Square, Media Centre Theatre.

**Training Needs of Private
Agencies**

Discussion & exercise to identify problems and concerns of staff training for private agency personnel; a session as part of the Association of Women in the Justice System Conference.

PROGRAMDESCRIPTION

Workshop for Private Agencies
on Correctional Institutions

The Justice Institute sponsored a workshop for private agency staff and volunteers working in provincial correctional institutions. Participants from agencies such as the Salvation Army, Elizabeth Fry and John Howard Societies learned about regulations and procedures in correctional institutions that would be useful to them in their work with inmates.

Victims of Crime:
The Forgotten Part of the
Justice System

This workshop, co-sponsored with the B.C. Police Commission, identified the common needs and problems of victims of crimes. Existing programs and proposals for new services to victims were examined and discussed by 75 participants from a wide range of justice, health, social services and community agencies.

United Nations Regional
Seminar on the Prevention of
Crime & Treatment of Offenders

A working seminar for 115 participants from justice-related professions & citizen groups. The purpose of the workshop was to provide information useful to the development of formal cabinet approved positions for the official Canadian delegation to the U.N. Congress in 1980. Topics ranged from crime trends and juvenile justice, to crime and the abuse of power.

Justice Council Leadership
Training Workshop

18 volunteers representing Justice Council regions across B.C. attended a weekend workshop organized by Community Programs of the Justice Institute. Leadership Training was the theme of the workshop which covered topics such as identifying community needs and resources, increasing the visibility of Justice Councils and working effectively in the system.

Sexual Abuse of Children:
Developing a Framework for
Community Action & Prevention

With the assistance of Community Programs, TRACY of British Columbia held a workshop for 80 people at the Justice Institute to explore the problem of sexual abuse and commercial exploitation of children and to plan future co-operative activities using an interdisciplinary approach.

PROGRAMDESCRIPTION

After The Honeymoon

700 people attended a free noon-hour series for the public held at Robson Square in Vancouver. The sessions concentrated on the new Family Relations Act and its affect on both partners in a marriage or common-law relationship. Community Programs staff worked in conjunction with four organizations to organize the series. Videotapes of the program are available for use throughout B.C.

Forum on Child Abuse

An evening forum at Simon Fraser University as one of the monthly forums sponsored by B.C. Corrections Association.

Heroin Treatment Program

A series of 3 workshops were held with Justice Institute staff, Corrections Staff (Vancouver Region) and Corrections Staff (N. & S. Fraser Region) to enable Heroin Treatment staff to describe their program.

APPENDIX III

EMPLOYMENT QUALIFICATIONS FOR THOSE IN TRAINING AT J.I.B.C.

CORRECTIONS STAFF

Institutional Officers:

- Qualifications - Grade 12 or equivalent and relevant experience. Applicants must be in excellent physical health.
- Age - At least 19 years of age.
- Employed by - B.C. Corrections Branch, Ministry of Attorney-General.
- Job description - Institutional Officers work in maximum security institutions and community correctional centres to control, protect and assist the incarcerated offender. Their first duty is to enforce court orders concerning the offender's custody. They also ensure the safety of the offender and are responsible for assisting the offender in maintaining self-respect. They provide one-to-one counselling.
- Training - One year on-the-job and classroom instruction.
- To apply - Public Service Commission, or by competition through an Institution.

Probation Officer:

- Qualifications - Undergraduate degree preferably in Social Science.
- Employed by - B.C. Corrections Branch, Ministry of Attorney-General.
- Job description - The Probation Officer is the focus or responsibility for Court support services. These services include
- pre-court inquiries on juveniles (and some adults)
 - predisposition/sentence reports
 - arranging referrals from the Court and Community Resources
 - developing a wide range of Community based programming
 - Community supervision of adult and juvenile offenders who are on Probation
 - provision of conciliation counselling and other family court services
 - in some locations they serve as Bail Supervisors.
- Training - One year on-the-job and classroom instruction.
- To apply - By competition through the Public Service Commission. For more information please contact Regional Staff Development Officers or B.C. Corrections Staff Development Division, Justice Institute of B.C.

COURT SERVICESCourt Clerk:

Qualifications - Grade 12 or equivalent supplemented by formal courses in business administration; ability to meet and deal efficiently with the public; a minimum of 3 years relevant experience; ability to check legal documents.

Employed by - Court Services, Ministry of Attorney-General.

Job description - Under the direction of the Criminal or Civil Administrator, to attend as Clerk of the Court in all Courts; to wait on the general public at the various Court proceedings; to enter various legal documents in the recording system in effect and to take charge of exhibits; in addition, to perform miscellaneous clerical duties and answer questions relating to small claims, County, Supreme and Court of Appeal matters. When not in attendance in Court, to work within the Registry preparing documentation relating to Criminal and Civil proceedings.

Training - 2 weeks basic training and upgrading courses every 3 years.

To apply - Public Service Commission.

Court Reporter:

Qualifications - Grade 12; completion of formal training on verbatim reporting or an equivalent combination of skills and reporting experience: some knowledge of court proceedings; a good command of the English language. Ability to accurately report proceedings by shorthand, manually or mechanically at the rate of 180 words per minute.

Employed by - Court Services, Ministry of Attorney-General.

Job description - Under supervision, are responsible for attending and reporting proceedings in all courts in the Province, examinations for discovery, coroners' inquests and other proceedings. Incumbents are also responsible for preparing and filing a certified true and accurate transcription of the notes of the reported proceedings in accordance with regulations in force at the time. This is the entry level for court reporters who have to undergo "in court" training generally at the simpler proceedings.

Training - 20 months at Langara College, Vancouver and 6 months on-the-job training.

To apply - Public Service Commission.

Sheriff:

- Qualifications -** Grade 12 or equivalent. Preferably some knowledge of pertinent statutes and regulations, Sheriff's program and the court and justice systems; meet approved medical standards; have valid driver's licence (Class 4 or higher required); a basic understanding of human behaviour.
- Age -** 19 years of age or older.
- Employed by -** Sheriff Services, Ministry of Attorney-General.
- Job description -** Responsible for the service of documents (including both civil and criminal causes and driver licence and motor vehicle suspensions); escort duties (for the accused, mental patients and witnesses); and court support duties (courtroom security and administration of juries and witness notification).
- Training -** 6 week basic Sheriff Training Course to be followed by upgrade training at least every 3 years.
- To apply -** Public Service Commission.

EMERGENCY HEALTH SERVICESEmergency Medical Assistant:

- Qualifications -** Grade 12 or equivalent. Required to hold a Class 4 Driver's Licence; must possess a current B.C. Industrial First Aid Certificate. Applicant must be of good health and character.
- Age -** 19 years of age or older.
- Employed by -** Emergency Health Services Commission of British Columbia.
- Job description -** Performs as a member of a team to provide quick and effective patient care and transportation in British Columbia.
- Training -** Successful applicants are required to take a 2 week basic ambulance course (Emergency Medical Assistant I), and at a later date complete a 6 week upgrading course (Emergency Medical Assistant II).
- To apply -** Applications may be secured from:
Emergency Health Services Commission,
722 Cormorant Street,
Victoria, B.C.,
V8W 3E3.

FIRE SERVICESFirefighter:

Qualifications -	Grade 12 completed or grade 10 supplemented by at least two years of formal trades apprenticeship or equivalent. Must hold valid driver's licence.
Height -	5'9" to 6'2"
Weight -	160 lbs., otherwise proportionate weight.
Age -	21 years of age.
Health -	Candidates must be physically fit.
Vision -	Normal vision without artificial aids.
Employed by -	Municipalities.
Job description -	To save lives and property through rescue, fire suppression and prevention. The goal of every firefighter in British Columbia is to reduce the loss of life and personal property from the hazards of fire.
Training -	7 week pressure course in which the candidate is trained in all evolutions pertaining to the status of a professional firefighter. Special and advanced courses will be given in all phases of fire suppression, prevention, arson investigation, officer courses, and managerial procedures.
To apply -	Applications may be secured at your nearest City Hall personnel office, Municipal Hall in the city of municipality of your choice.

POLICE SERVICESPolice Constable:

Qualifications -	Vary slightly from department to department. Minimum Grade 12 or equivalent, B.C. driver's licence.
Height -	Male - varies but generally 5'9" minimum. Female - varies but generally 5'4" minimum.
Weight -	Proportionate.
Age -	Male - varies but generally 19 to 30 years. Female - varies but generally 19 to 35 years.
Health -	Physically fit and able to swim well.

- Vision -** Varies but generally - not less than 20/40 in one eye and 20/100 in the other without visual aids; corrected to 20/20 and 20/30 with contact lenses.
- Employed by -** Municipalities.
- Job description -** To perform duties of considerable variety and responsibility involving public service, protection of life and property, prevention and investigation of crime and the enforcement of law in accordance with a wide variety of police regulations and legal requirements. A Police Constable is required to act without direct supervision and to exercise considerable independent judgment when dealing with routine and emergency situations and is held accountable to his supervisors and the courts of law for his decisions and actions.
- Examinations -** Applicants are required to pass a written examination, mental ability tests and physical fitness tests prior to being accepted for training.
- Training -** The recruit training period lasts for 3 years and is broken into 5 blocks of classroom and on-the-job instruction. Areas of instruction include:
Investigation and Patrol - basic resources, procedures and skills required to perform everyday patrol and investigative duties. Legal Studies - introduction to law and its need; the Criminal Code and its interpretation; rules of evidence; powers of arrest and search; court process and evidence presentation. Traffic Studies - understanding of traffic law, accident investigation and enforcement techniques. Also the safe operation of police vehicles under normal and emergency conditions. Applied Social Science - development of skills in interpersonal communication and conflict management in order to deal effectively with crisis situations. Firearms Training - thorough training in the knowledge, skills and safe handling of firearms. Physical Education - to instruct job-related skills and develop physical conditioning and a continuing commitment to fitness. Emergency Care - first aid skills are learned and practiced in simulated situations which stress quick and effective action. Special and Advanced Training - many specialized courses are available for advanced training. Among these are: Fraud Investigation, General Investigation, Peace Officers Advanced Training, Effective Presentations Program and others.
- To apply -** Applications may be secured at your nearest municipal police department.

FOOTNOTES

PART I

- 1) April 30, 1976. Memorandum from G. Kilcup, Director, B.C. Police College to D. Vickers, Deputy Attorney-General.
- 2) Ibid
- 3) Ibid
- 4) Ibid
- 5) Ibid
- 6) June 21, 1976. Letter from G. Kilcup, Director, B.C. Police College and Director, Justice Education Centre (appointed May 26, 1976) to B. Parfitt, Executive Assistant to the Deputy Attorney-General.
- 7) September 16, 1976. Memorandum from M. Krasnick, Director, Policy Planning to The Honourable Garde B. Gardom, Attorney-General.
- 8) September 8, 1976. Memorandum: Justice Institute Proposal, from G. Kilcup Director, B.C. Police College to D. Vickers, Deputy Attorney-General.
- 9) May 19, 1977. Ministry of Attorney-General's submission to Cabinet.
- 10) August 9, 1977. Memorandum from G. Kilcup, Director, B.C. Police College to R. Vogel, Deputy Attorney-General.
- 11) September 30, 1977. Memorandum from G. Kilcup, Director, B.C. Police College to R. Vogel, Deputy Attorney-General.
and
October 12, 1977. Letter from R. Vogel, Deputy Attorney-General to G. Kilcup, Director, B.C. Police College.
- 12) November, 1977. Paper: British Columbia Justice Institute, prepared by Dr. Bruce Fraser, Executive Director, Program Services, Ministry of Education and G. Kilcup, Director, B.C. Police College, Ministry of the Attorney-General.
- 13) Ibid
- 14) November 28, 1978. Paper: Organization - Justice Institute of B.C., prepared by G. Kilcup, Principal, Justice Institute of B.C.
- 15) March 9, 1979. Letter from R. Vogel, Deputy Attorney-General to G. Kilcup, Principal, Justice Institute of B.C.
- 16) March 23, 1979. Letter from R. Vogel, Deputy Attorney-General to R. Stewart, Deputy Chief Constable, Vancouver City Police

PART -II

- 1) January, 1980. Paper: An Assessment of the Colleges and Provincial Institutes Act (1977), page 2, prepared by Dr. J. Dennison, U.B.C.
- 2) Memorandum of Agreement between the Ministry of Attorney-General and the Justice Institute of B.C., Appendix C

**Justice Institute
Of
British Columbia**