



IMPACT REPORT

BRITISH COLUMBIA CORRECTIONS BRANCH ADULT CUSTODY DIVISION

April 27, 2009

ADULT CUSTODY REPRESENTATIVE

This Report is submitted by Mr. Peter Coulson, Deputy Provincial Director of the Adult Custody Division.

s. 22

My resume of BC Corrections experience is attached at **Appendix A**.

ADULT CUSTODY DIVISION

The British Columbia Corrections Branch is organized into two divisions: Adult Custody and Community Corrections & Corporate Programs.

The Adult Custody Division is comprised of nine custody centres:

- Alouette Correctional Centre for Women (in Maple Ridge);
- Ford Mountain Correctional Centre (in Chilliwack);
- Fraser Regional Correctional Centre (in Maple Ridge);

Protect communities, reduce reoffending

Ministry of
Public Safety and
Solicitor General

Corrections Branch
Adult Custody Division

Mailing Address:
PO Box 9278 Stn Prov Govt
Victoria BC V8W 9J7

Location Address:
7th Floor, 1001 Douglas Street
Telephone: (250) 387-5098
Facsimile: (250) 952-6883

- Kamloops Regional Correctional Centre;
- Nanaimo Correctional Centre;
- North Fraser Pretrial Centre (in Port Coquitlam);
- Prince George Regional Correctional Centre;
- Surrey Pretrial Services Centre; and
- Vancouver Island Regional Correctional Centre (in Saanich).

The North Fraser Pretrial Centre is the largest provincial custody centre in British Columbia.

One of the foremost mandates of the Adult Custody Division is to ensure the secure and safe custody of incarcerated persons.

The Adult Custody Division provides a number of services to remanded individuals, offenders sentenced to custody, and persons detained by Immigration Canada, such as drug and alcohol programs.

As of August 15, 2006, when the contraband in this matter was seized, the daily provincial count in the Adult Custody Division was 2,551 inmates. At this time, the Adult Custody Division employed 1,153 Correctional Officers who held peace officer status. North Fraser Pretrial Centre had 196 employees and 602 inmates. 55 inmates were housed at s. 15 where the contraband in this matter was seized.

CORRECTIONAL OFFICER AS PEACE OFFICER

Correctional Officers, as peace officers, are equal partners with other criminal justice agencies and responsible for the protection of the community, safe custody and security of inmates and satisfying the intent of sentence.

Correctional Officers, as peace officers, are empowered and entrusted with authority over others and have access to confidential security, intelligence and client information.

Correctional Officers enforce "Corrections Act Rules" by filing offence reports and provide direct evidence in administrative tribunals referred to as disciplinary hearings. Correctional Officer integrity is critical to the evidence and testimony of administrative tribunals.

Correctional Officers assist in the delivery of a number of programs in custody centres, including for example Substance Abuse Management.

Correctional Officers are the most important element in the approach to eliminating drugs in the custodial setting. Correctional Officers are expected to apply due diligence in observing, detecting, and reporting drug use and trafficking related to correctional centres.

The role of a Correctional Officer requires direct contact and engagement with inmates for security and the delivery of programs and services. The direct supervision of inmates requires Correctional Officers to embody a high level of personal integrity and professionalism.

Correctional Officers are expected to mentor inmates, and model community values that will encourage individuals to change their behaviour and thereby reduce re-offending.

STANDARDS OF CONDUCT

On s. 22 Mr. Moore commenced his employment as a Correctional Officer.
 Or s. 22 Mr. Moore swore an Oath of Employment, a copy of which is attached as **Appendix B**. On s. 22 Mr. Moore signed a Declaration for Standards of Conduct, a copy of which is attached as **Appendix C**. In this document, Mr. Moore confirmed that he would review the Standards of Conduct for Corrections Branch Employees.

The Standards of Conduct for Corrections Branch Employees addresses the responsibilities of corrections personnel with respect to a code of professional behaviour. It incorporates the public service and corrections branch standards into one defining document. The Standards of Conduct communicates the expectation that Correctional Officers will demonstrate integrity and protect the public trust in keeping with their peace officer status and employment relationship.

The following are excerpts from the Standards of Conduct for Corrections Branch Employees which are relevant in this matter:

We recognize our obligation as Corrections Branch employees to immediately report to the local manager any breach of rules and guidelines established to ensure the safety of clients, employees and the public.

Our behaviour, on and off duty, should reflect positively on the Corrections Branch and the public service. At work, we conduct ourselves in a manner that promotes a professional image through our words and actions.

We use authority to promote honesty, fairness and trust.

We do not allow off-duty activities and conduct to interfere with our work obligations as employees of the Corrections Branch.

To protect the Branch and ourselves, we will be cautious about relationships or associations with clients and former clients.

To safeguard our families and ourselves, we avoid circumstances where our relationships with clients or former clients might result in the possibility or perception of becoming:

- Subject to a conflict of interest;
- Subject to blackmail or bribery;
- Vulnerable to exploitation;
- Implicated in the commission of an offence.

To safeguard the Corrections Branch, we do not engage in personal relationships with clients or former clients that might compromise:

- Our integrity or effectiveness as Corrections Branch employees;
- The safety and security of co-workers and Corrections Branch employees;
- The reputation of the Corrections Branch.

We understand that certain relationships or associations with clients or former clients are inappropriate for employees of the Corrections Branch. We also understand that our on and off-duty conduct will be subject to disciplinary review by the Corrections Branch if we engage in the following activities with a client or former client:

- Concealing or failing to report a client's illegal activities;
- Receiving or giving gifts, gratuities, benefits or favours.

We have a duty to report to our supervisor, in writing, a relationship or association, past or present with a client or former client that may be subject to a Corrections Branch review.

DRUG INTERDICTION

The Adult Custody Division is committed to the elimination of drug trafficking and possession in custody centres. This commitment is a substantial undertaking as prisons are known to house the highest proportion of people with substance abuse problems in Canada. Approximately seven out of ten inmates have substance abuse issues. Inmates are relentless in their efforts to possess drugs while incarcerated.

The Adult Custody Division has a "zero tolerance" drug interdiction strategy and memorandums of understanding with police agencies to manage intelligence and enforcement issues.

The Adult Custody Division has a range of control measures to interdict drug trafficking and possession in custody centres, which include the following:

- search of the person on admission and return from court;
- routine searches of living unit areas;
- daily cell inspections;
- video surveillance;
- officer surveillance;
- monitoring of inmate calls made from the custody centre;

- inspection of incoming mail;
- s. 15
- search of visitors;
- ION spectrometry technology (analyser that detects drugs and explosives)
- s. 15
- urinalysis.

Drug interdiction control measures are designed to target known trafficking methods which are used to conceal drugs

s. 15

s. 15

Drug interdiction control measures are not designed to target Correctional Officers who have a duty to enforce security protocols.

When an on-duty Correctional Officer traffics in drugs, detection and interdiction is difficult and the trafficking activity prolonged. A Correctional Officer is knowledgeable of security protocols, facility routine, operational vulnerabilities, and intelligence information and has the capability to defeat security measures.

The apprehension of a Correctional Officer who is engaged in drug trafficking while on duty is usually the outcome of an inmate informant, an investigation that discloses the trafficking activity, or a chance encounter.

DRUG-RELATED VIOLENCE, DISEASE AND DEATH

Drug trafficking and possession in the institutional environment culminate in similar harmful outcomes as those experienced in the community. Drug trafficking and possession fuel an underground economy that contributes to violence in the institutional setting and compromises addiction treatment programs.

Syringes used by inmates to inject drugs can be shared amongst inmates and this can result in the spread diseases such as HIV.

The risk associated to drug trafficking and possession is aggravated in the institutional setting due to an inmate subculture value system known as the "Con Code". The Con Code encourages violence as a legitimate means of resolving disputes and drug trafficking and possession contribute to physical assaults in custody centres.

Correctional Officers and inmates are exposed to the risks associated with institutional drug trafficking.

Physical assaults occur against inmates who possess drugs, when inmates have failed to deliver or make payment of drug debts, and when inmates battle for control of institutional drug trafficking.

Correctional Officers are exposed to violence in response to inmate confrontations over drugs or in response to inmate resistance when there are attempts made to seize drugs.

Correctional Officers, contractors and inmates are exposed to incidents of violence from persons under the influence of drugs.

The Adult Custody Division has regrettably experienced five inmate overdose deaths that were directly associated with drug possession. These inmate deaths occurred during the period of 2004 to 2008 and at the following adult custody centres: Vancouver Island Regional Correctional Centre (in Saanich), Surrey Pretrial Services Centre, Nanaimo Correctional Centre and Fraser Regional Correctional Centre (in Maple Ridge).

DRUG-RELATED RIOTS

The Adult Custody Division has experienced two riots in recent years that were directly associated with institutional drug trafficking and possession.

Riot at the Vancouver Island Regional Correctional Centre

On March 26, 2005, the Vancouver Island Regional Correctional Centre experienced a drug drop

s. 15

s. 15

s. 15 a riot that involved forty-four inmates and resulted in significant damage to property costing tens of thousands of dollars.

s. 15

Riot at the Fraser Regional Correctional Centre

s. 15

s. 15

On February 9, 2008 the Fraser Regional Correctional Centre attempted to transfer a number of

s. 15

s. 15 The inmates resisted the transfer culminating in a riot involving thirty-one inmates and significant damage to property costing hundreds of thousands of dollars.

s. 15

CORRUPTION

Once a Correctional Officer is corrupted, the risks to operational security and safety are not limited to drugs. Once compromised, a Correctional Officer could assist in escape or smuggle other contraband items such as cellular phones, syringes, pornography and weapons.

Our investigations and reviews indicate that corruption is not systemic, but rather the isolated behaviour of individuals who are corruptible.

In recent years, a total of six Correctional Officers (including Mr. Moore), from three custody centres, have been found to have colluded with inmates, either with respect to the delivery of contraband into the custody centre, or in one case, made possible the escape of an inmate.

The employment of all six of these Correctional Officers was terminated.

Of these six officers, three were charged with criminal offences. There was insufficient evidence to lay charges against the others. Of the three officers charged, one prosecution did not proceed due to insufficient evidence to support a conviction.

Of the two prosecutions that did proceed, one case was of the officer who made possible the escape of an inmate, and the other is that of Mr. Moore. To date, Mr. Moore is the first and only employee of the British Columbia Corrections Branch prosecuted and convicted of trafficking drugs in a custody centre.

s. 22

When a Correctional Officer is corrupted, this can result in the compromise of confidentiality respecting employee personal information, intelligence and inmate information.

The Adult Custody Division continues to advance employment suitability standards and assessment tools for Correctional Officer recruitment. We have introduced the Computer Voice Stress Analyser and an extensive lifestyle questionnaire to assist with applicant suitability selection.

The Adult Custody Division will continue to be vulnerable to adverse post-hire changes in an individual employee's values, behaviour or lifestyle choices.

OFFENCE IMPACT

Mr. Moore served as a Correctional Officer for seven years

s. 22

s. 22

The trafficking of drugs by Mr. Moore while on duty in a maximum security correctional centre placed inmates, contractors and correctional staff at risk of physical injury and jeopardized the safety and security of North Fraser Pretrial Centre. The inmate population can be a challenge to safely manage under the best of circumstances without introducing drugs and their associated outcomes into the fray.

Correctional Officers rely on one another for their security and physical safety. It is demoralizing and disheartening when a fellow officer engages in an act of betrayal that undermines the professional image of Correctional Officers, harms workplace relationships and compromises workplace safety.

Inmates with drug addictions have been known to comment that they were rescued not arrested. Incarceration can be a window of opportunity, an intervention, to interrupt the cycle of addiction. Institutional drug trafficking and possession is demonstrably harmful to addiction intervention and treatment.

Page 9 redacted for the following reason:

s. 22



Province of British Columbia

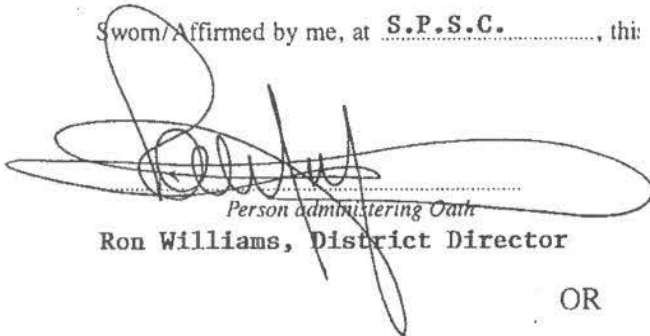
OATH OF EMPLOYMENT

Employees are to swear or affirm and sign one of the following forms of the oath.

1. I, Roger MOORE, do swear/~~affirm~~
1. I am/~~was~~ a Canadian citizen and all facts and representations made by me for the purpose of becoming a public servant are true to the best of my knowledge and belief.
 2. I will truly and faithfully, according to my skill, ability and knowledge, execute the duties, powers and trusts placed in me as a servant of the Crown.

Sworn/Affirmed by me, at S.P.S.C., this

s. 22


Person administering Oath
Ron Williams, District Director

s. 22

✓
Roger Moore

Deponent

OR

2. I, _____, do swear/affirm that
1. All facts and representations made by me for the purpose of becoming a public servant are true to the best of my knowledge and belief.
 2. I will truly and faithfully, according to my skill, ability and knowledge, execute the duties, powers and trusts placed in me as a servant of the Crown.
 3. I am a Canadian citizen and I will be faithful and bear true allegiance to Her Majesty and Her Successors.

Sworn/Affirmed by me, at _____, this _____ day of _____, 19_____

Person administering Oath

Deponent



Appendix C

To Personnel File
Jm

Declaration for Standards of Conduct

My status as an employee of the British Columbia Corrections Branch, Ministry of Public Safety & Solicitor General, requires that I demonstrate the highest ethical and professional standards of on and off-duty conduct.

I have received and will read the *Standards of Conduct for Corrections Branch Employees*.

I am aware that I may be subject to disciplinary action, up to and including dismissal, for failing to honour these Standards of Conduct.

I understand that unprofessional behaviour not specified in the *Standards of Conduct for Corrections Branch Employees* does not mean immunity from discipline.

Name of Employee: Roger Moore (please print)

Title of Employee: correctional officer

Signature of Employee: _____ s. 22 _____

Date of Declaration: _____

Supervisor's Signature: _____ s. 22 _____

Title of Supervisor: Supervisor / Trainer

Date: _____ s. 22 _____

cc: employee personnel file.

Protecting Communities, Assisting Families

• THE GOVERNMENT OF BRITISH COLUMBIA IS AN "EMPLOYMENT EQUITY EMPLOYER" •

Ministry of Public Safety
& Solicitor General

Corrections Branch
Adult Custody Division
North Fraser Pretrial Centre

Mailing Address:
1451 Kingsway Avenue
Port Coquitlam BC V3C 1S2

Telephone: (604) 468-3500
Facsimile: (604) 468-3556

Website: www.ag.gov.bc.ca/corr/nfpc.htm