

**LEGISLATIVE ASSEMBLY OF THE
NORTHWEST TERRITORIES
5TH COUNCIL, 30TH SESSION**

**RECOMMENDATION TO COUNCIL
NO. 3-30**

TABLED ON JUNE 14, 1965



10 May, 1965.

NORTHWEST TERRITORIES

RECOMMENDATION TO COUNCIL NO. 3
(Second Session, 1965)

TERRITORIAL CORRECTIONS PROGRAM

DISPOSITION

Accepted as Read.....

Amended..... **JUN 17 1965** See Text.

Rejected..... See Text.

Deferred..... See Text.

Not considered.

TERRITORIAL CORRECTIONS PROGRAM

1. Approval in Principle by Council

A Reference for Advice, describing the Corrections Program in detail, was laid before Council in January, 1963.

The figure of \$450,000 was given as the estimated cost of constructing a unit designed to accommodate up to 30 inmates (10 women and 20 men) in medium security, and an additional 10 prisoners (8 men and 2 women) in maximum security, under one roof. Operating costs were estimated to total \$140,000 annually.

The cost of constructing a minimum security camp was estimated at \$90,000. Annual operating costs were estimated to be \$60,000 per camp.

Plans for facilities for the custody and treatment of juveniles were not dealt with at length in the Reference. However, mention was made of the eventual need for such facilities. Use of existing hostel accommodation was to be explored as an interim solution.

Council gave approval in principle to the proposed program and urged the Administration to take whatever action was necessary to achieve its implementation, with priority to be given to the planning, siting and construction of the maximum-medium security institution.

The Corrections Program had been specified in the Financial Agreement 1962-67. The money needed was and is to be supplied by the Federal Government. For this reason Treasury Board approval has been required for each step in planning, building and staffing.

2. Corrections Committee

The Corrections Committee was established in February, 1963. It included persons from the Departments of National Health and Welfare and Public Works, R.C.M. Police, and from time to time outside correctional specialists.

3. Selection of Site for Medium Security Prison

In February and March of 1963 the Corrections Officer visited the Mackenzie District seeking the views of communities and citizen groups in the matter of the design and siting of the proposed jail. The consensus was in favour of a program-oriented institution in the Yellowknife area. Following investigation, the area known as Bevan Farm on the outskirts of Yellowknife was decided as being the best site.

4. Submission to Treasury Board on Corrections Program

In September, 1963, a submission went to Treasury Board outlining the Corrections Program and seeking approval. Conditional approval of the Corrections Program subject to further discussion on various aspects of it was given by Treasury Board in October.

5. Appointment of Design Architects

The draft plan and outline specifications were given to the Department of Public Works in February, 1964. The firm of Rule, Wynn and Rule Associates of Calgary, Alberta, was retained by the Department of Public Works as architects for the jail at Yellowknife.

6. Progress Report to Council

A Sessional Paper was placed before Council in June, 1964, outlining the course of development of the program to date and recommending steps for its further implementation. The projected schedule for development of the program as foreseen at that time was:

- (a) Maximum-Medium Security Prison - Tender call August, 1964. Operational by December, 1965.
- (b) Minimum Security Camp - Tender call October, 1964. Operational by summer of 1965.
- (c) Probation Service - The first Probation Officer was to be engaged late in 1964.
- (d) Facilities for Juvenile Offenders - No new construction contemplated within two years.

The paper also dealt with administrative arrangements for the development and operation of the Corrections Program and recommended specifically that the Corrections Program be developed and handled as a welfare function within its present headquarters and field organization. Council accepted the report and its recommendations and subsequently appropriated \$5,500 to cover the salary and travel expenses of the first Probation Officer for the period October 1, 1964 to March 31, 1965.

7. Work on Development of Probation Service

During the autumn of 1964 the development of the Probation Service was given attention. This included further study of staff requirements for the next five year period, preparation of job descriptions, statements of qualifications required, as well as preparation of draft legislation. On the matter of future staff requirements of the Probation Service, a proposal subsequently went to the Commissioner recommending the appointment of: three Probation Officers during the first year of operation; two additional Probation Officers in the second year of operation; and one additional Probation Officer in the third year of operation.

This gives six Probation Officers by the end of the third year of operation. No attempt was made to estimate additional staff requirements beyond that time.

8. Facilities for Juvenile Offenders

Because the problem of accommodating juvenile offenders became critical, a survey of existing buildings in the Mackenzie District which might be used as temporary detention quarters for such offenders was carried out in September, 1964. A suitable building was found at Fort Fitzgerald owned by Northern Transportation Company. An estimate of

purchasing (\$15,000), relocating and refurbishing (\$18,000) the building was prepared by the Department's engineering staff at Fort Smith. A brief from the Children's Aid Society of Yellowknife urging that immediate steps be taken to provide temporary facilities for juvenile offenders in the Territories was also received and studied.

9. Action by Council of N.W.T.

Draft legislation to establish the office of Probation Officer was laid before Council at the February, 1965, Session. A description of the staff requirements and salary for the operation of the Probation Service and the medium and minimum security institutions accompanied the legislation.

Council passed the probation legislation and funds totalling \$32,625 were appropriated to cover operation of the Service for the last eight months of the 1965-66 fiscal year.

An additional \$98,805 were appropriated by Council to permit the operation of the medium security institution and the minimum security camp for the same period. An amount of \$16,000 was voted to cover the costs of accommodating juvenile offenders in provincial institutions. In this latter connection Council also studied the brief of the Children's Aid Society of Yellowknife on the need for temporary facilities for juvenile offenders and heard oral comments from the Corrections Officer regarding the use of the building at Fort Fitzgerald. Council asked the Administration to: take early action to assure the construction this year of the maximum-medium security prison; acquire temporary facilities for the care of juvenile offenders; and proceed with the hiring of the first Probation Officer.

10. Hiring of Probation Officer

In March, 1965, arrangements were made to have the position for the first Probation Officer advertised in the April issue of the "Canadian Journal of Corrections" and the "Social Worker". The estimated date of appointment of the Probation Officer is July 1st at an annual salary of \$8,500. This salary is no longer competitive in that it does not take into account the absence of subsidized housing and other benefits, as well as the generally higher cost of living in the north. The problem will not present itself during the first year of service while the incumbent is based in Ottawa, but will have to be dealt with before he is posted to the field.

11. Minimum Security Camp

A submission went to Treasury Board in February, 1965, seeking approval to proceed with plans for the construction of the minimum security camp at an estimated cost of \$140,000. The increase in this estimate over that quoted in the initial Reference to Council in January, 1963, is attributable chiefly to annually rising construction costs.

The submission contained sketch plans of the mobile units involved and a description of the camp program. The submission was followed by a series of discussions with the Board staff and on April 8th Treasury Board approved the submission. Plans are now underway to proceed with the construction of the camp.

12. Temporary Quarters for Juvenile Delinquents

A Treasury Board submission was prepared in April seeking the Board's approval to expend funds for the purchase, relocation and refurbishing of the Northern Transportation Company building at Fort Fitzgerald for use as temporary quarters for juvenile delinquents. If approval is given in the near future, it will be possible to move the building and make it operational before the end of the current fiscal year.

PLANS FOR THE IMMEDIATE FUTURE

13. Revision of Schedule for Completion of Medium Security Prison and Minimum Security Camp

Date of completion of the jail and the minimum security camp will be known only after the construction contracts have been let. Tenders for the jail have been called for June 2. Summer of 1966 is reasonable to plan for its completion.

14. Revision of Schedule for Hiring Staff for Medium and Minimum Security Institutions

The employment of staff to operate the maximum-medium security institution and the minimum security camp must be timed to permit them a period of orientation before taking up duties in the field. The time required for this purpose should bear relationship to the degree of responsibility to be carried by the various staff members. Superintendents and Deputy Superintendents will require longer periods of orientation because of the complexity of their duties and the fact that the institutions are entirely new.

A shorter period will do for supervisors and other support staff. Using July, 1966, as the estimated date for the opening of the institutions, the following is a schedule for the hiring of the staff required to operate them:

Two Superintendents (Maximum-Medium Security Institution and Minimum Security Camp) to be appointed April 1, 1966, followed by a period of two months' orientation in Ottawa and one month at the institution. Duties to commence on July 1, 1966.

Two Deputy Superintendents (Maximum-Medium Security Institution and Minimum Security Camp) to be appointed April 1, 1966, followed by a period of three months' orientation, one month in Ottawa and two months at the institution. Duties to commence on July 1, 1966.

Three Warden (Maximum-Medium Security Institution) to be appointed May 1, 1966, followed by a period of two months' orientation, one week in Ottawa and 7 weeks at the institution. Duties to commence on July 1, 1966.

Fourteen Supervisors, (six for Maximum-Medium Security Institution and eight for Minimum Security Camp) to be appointed May 1, 1966, followed by a period of two months' orientation, two weeks in Ottawa and eight weeks at the institution. Duties to commence on July 1, 1966.

Seven Relief Staff (four for Maximum-Medium Security Institution and three for Minimum Security Camp) to be appointed in June, 1966, followed by a period of one month's orientation at the institution. Duties to commence on July 1, 1966.

Two Cooks (one for each institution) to be appointed in June, 1966, followed by a period of one month's orientation at the institution. Duties to commence on July 1, 1966.

One clerk-typist, to be appointed in July, 1966, with one week of orientation at the institution immediately prior to opening.

This schedule must be considered tentative and is subject to further revision in the event of a change in the estimated date for completion.

15. Temporary Quarters for Juvenile Offenders

1. Staff

When the Treasury Board approves expenditure of departmental funds for the acquisition of the vacant Northern Transportation Company building at Port Fitzgerald, plans will go forward for its relocation to Port Smith. It will not be possible to do this before the first snow next fall.

In anticipation of this, funds must be made available for hiring of staff to operate it. Staff along with suggested salary schedules are recommended as follows:

one superintendent at \$8,610 - \$10,050 (for 4 months)

three supervisors at \$4,860 - \$5,580 (for 4 months)

one cook at \$4,260 - \$4,860 - (for 4 months)

one clerk-typist at \$4,260 - \$4,860 (for 4 months)

Total of salaries to be paid: \$7,530 (for 4 months)

At the February, 1965 Session, Council appropriated funds in the amount of \$16,000 for the care of juvenile offenders in foster homes and institutions in the provinces for the fiscal year 1965-66. These funds can be used to cover salaries of Detention Home staff for four months of the present fiscal year.

It should be noted that the complement of staff suggested above is not in the ratio of one-staff-to-three-inmates which was accepted as a standard some time ago. Unfortunately, this standard cannot be adhered to when dealing with the small number of inmates involved, i.e., up to 12 inmates. In a very small operation of this kind, it takes as many staff to care for 12 persons as it does for 25.

The estimated requirement of six persons to staff the unit may have to be adjusted upwards or downwards by one, as experience indicates. The estimate however seems reasonable in view of the fact that only one sex will be served.

In this latter connection, it is hoped that the Yukon Territory will proceed with its plans to acquire similar temporary facilities at Whitehorse. Should this come about, it would seem best that both Territories share accommodations in the sense that each would provide services to one sex from both Territories. This was recommended in the early stages of development of the Corrections Program. A greater number of delinquents could be served through this arrangement, but costs would probably not be substantially lower.

Should Council direct it the Commissioner of the Yukon will be approached with this suggestion.

Advertising of the positions required to operate the unit will have to be timed with the opening of the institution. To permit a period of orientation the Superintendent should be brought on strength at least six weeks prior to taking up duties. Supervisors should be brought on strength one month in advance and other support staff at the point of opening.

ii. Other Operating Expenses

Office Supplies	\$ 50.
Office Furniture and equipment	500.
Maintenance (\$1,500 per year)	500.
Heat (\$1,200 per year)	400.
Power (\$500 per year)	200.
Water (\$200 per year)	75.
Travelling and removal expense of Superintendent	2,800.
Clothing for inmates	500.
Food (12 x 4 months x \$2.25 per day)	3,240.
Training Supplies and equipment	500.
Staff Meals	1,000.
Sundries	<u>100.</u>
Total	\$9,865.

The estimated combined cost of operating the temporary Detention Home for juvenile offenders (including salaries) for the four last months of the fiscal year 1965-66 is \$20,435. It is anticipated that a considerable portion of the \$10,000 appropriated by Council in February, 1965 for the care of juvenile offenders in foster homes and institutions for the provinces will have been expended for this purpose by the time the detention home is ready to open its doors. However, funds appropriated for the operation of the medium security institution and minimum security camp will not have been used at all. It is therefore proposed to use these funds for operation of the detention home as required.

16. Housing for Correctional Staff in the Field

A recommendation has been made and accepted by Council that staff for the Corrections Program should be carefully selected and well qualified for the complex work they will be called upon to undertake. With this in mind, it is almost certain that the senior staff in the Program will have to be recruited from existing correctional operations in southern Canada. The necessity to do so may present a problem of housing accommodation.

An acute shortage of adequate housing is general throughout the north. The solution to this problem as it

relates to the Corrections Program is not immediately evident and all possible resources must be brought to bear upon it if qualified staff from the south are to be retained.

Council has indicated that it is not in favour of building and maintaining housing for Territorial staff. Every effort must be made therefore to list suitable privately-owned housing in the Yellowknife and Fort Smith areas which could be rented or bought by Territorial corrections staff and to explore with the Federal Government the possibility of making Crown-owned housing available to Territorial staff, at economic rents.

17. Organizational Structure of the Corrections Program

The Commissioner is ultimately responsible and accountable for correctional matters. To carry out his responsibilities in this connection, he must delegate authority to managers at various levels and hold them accountable for the wise use of the monies, materials and manpower required to do the job.

No final plan has yet been made on the organizational structure to ensure the efficient functioning of the Corrections Program.

Preliminary discussions on this subject have been carried out. It is tentatively planned to establish the office of Superintendent of Corrections under the Commissioner to co-ordinate and to be responsible to him for all correctional matters. The subject is more complex than this. It also involves such matters as authority and lines of communication between Territorial staff at the various levels of the correctional organization and staff of the Branch headquarters and field organization.

This matter should not be decided hurriedly. The organizational structure of the Corrections Program will be given careful study in the months ahead by the Commissioner and officials of the Northern Administration Branch.

18. Line of Communication for the Probation Officer

In the meantime, the line of communication for the Probation Officer who will be brought on strength in the near future has had to be decided. The Commissioner has directed that the Probation Officer report and be responsible immediately to the Chief of the Welfare Division while he is in Ottawa and to the District Superintendent of Welfare at Fort Smith when he visits or moves to the field.

19. Siting of Minimum Security Camp, Juvenile Detention Unit and Development of Work, Training and Activity Programs

On the matter of siting, the view to date has been that the first camp must be near the highway system in the southern Mackenzie area to permit easy movement of inmates between the camp and the medium security prison. No site survey has been conducted and the matter now needs attention. The views of Council would be helpful before undertaking such a survey and it is therefore suggested the matter be discussed at this Session.

Preliminary discussions on the matter of work projects to be undertaken as part of the camp program have been held and the general views of Council have been sought in previous Sessions. Fire fighting, the cutting of fire trails and fire breaks, as well as road clearance, are some of the projects that have been given consideration to date.

The siting of the temporary Juvenile Detention Home also requires further study and a decision by Council. Preliminary enquiries to date at Fort Smith suggest that it may be necessary to purchase privately-owned land in the Village. The Fort Smith Village Council has taken an interest in the siting of the Detention Unit and has prepared a list of feasible sites.

Details of the activities program still have to be worked out including the use of the education facilities.

Recommendations

1. That the schedule for the hiring of staff to operate the medium security institution, the minimum security camp proposed to Council in February, 1965, be revised to coincide with the latest estimated date of completion of the units, while still permitting a period of the time beforehand for staff orientation as required.
2. That the schedule for the hiring of staff to operate the temporary Juvenile Detention Home be timed with the opening of that unit, while still permitting a period of time beforehand for staff orientation as required.
3. That the Commissioner of the Yukon be invited to share facilities for juvenile offenders.
4. That every effort be made to list suitable privately-owned housing in the Yellowknife and Fort Smith areas which could be rented or bought by corrections staff and that the Branch undertake to explore with the appropriate federal authority the possibility of making Crown-owned housing available to such staff, at economic rent.
5. That sites and programs for the minimum security camp and the Juvenile Detention Home be now worked out and a report prepared for Council at its next Session.