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REPORT
ON
NORTHWEST TERRITORIES
CORRECTIONS SERVICE

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1. SECTION

PROBATION SERVICE,
YELLOWKNIFE, N.W.T.

Opened on: SEPTEMBER 1st, 1966.

2. FUNCTION

Objectives: To provide background information on offenders, both adult and juvenile, for the various Courts of the Northwest Territories.

To supervise persons placed under statutory supervision by the Courts.

To provide and develop preventive services to the various communities.

To provide after-care services in respect to the rehabilitation of persons committed to adult and juvenile Institutions.

To act as agents for the National Parole Board of Canada.

To provide investigation, follow-up and family counselling in respect of Family Court matters, (enforcement of maintenance orders).

Definition: Statement of objectives may appear profuse but the duties of probation officers are multiple and when well performed are of great preventive or remedial value to a community. If by the efforts of probation one pre-delinquent person is saved from committal, the monetary saving is in an approximate ratio of \$1.00 per day for the cost of surveillance to \$16.00 for detention.

In addition there is the less-easily measured value of marriages saved from shipwreck, children protected from harm, offenders returned to useful citizenship, and other moral and social benefits to the peoples of the Territories.

The foregoing presupposes a top-calibre staff, dispersed in strategic field offices, and adequately supervised.

3. ESTABLISHMENT

1 Probation Officer, grade 4 (Chief Probation Officer)

2 Probation Officers, grade 3

1 Probation Officer, grade 2

1 Clerk-Typist

Vacancies: 1 Probation Officer, grade 2.

4. ORGANIZATION

Decentralization has been effected since September and distribution of probation officers is as follows:

Hay River and district

Frobisher Bay and district

Yellowknife and district

It is anticipated that an additional office will shortly be opened at Inuvik.

5. FACILITIES

The local Probation Service office now occupies excellent facilities in the Busse Building, which they will share with the Territorial Printer. Field offices occupy satisfactory temporary facilities.

6. PERSONNEL

Present personnel are reported as satisfactory in performance.

7. ADMINISTRATION

Files: Case histories are filed alphabetically and retained by the probation officer concerned with the case. They are available to other correctional personnel as needed.

Index cards of cases are maintained and cross referenced to the institutions where applicable.

Administrative files are kept in alphabetical order.

Business accounting procedures are maintained by the clerk and assisted by the business manager, under supervision of the Chief Probation Officer.

Transportation to the field cases is by staff car in the Yellowknife area (8,000 miles in first year), by scheduled air flights and chartered aircraft to remote areas.

8. OPERATING COSTS

(See attached statement)

9. PUBLIC RELATIONS

Due to the nature of his duties, this is the most important aspect of a probation officer's functions, for his success or failure will hinge upon his relationship with the community.

To the best of our knowledge the Probation Service has established good relations with the Courts and other agencies in the area; both the local magistrate and the Chief Probation Officer consider that the full potential of the service has not been developed to capacity. This is explained by the centralization of probation officers in the Yellowknife area.

Beyond doubt the Justice of the Peace Courts in outlying areas would benefit from and appreciate the services of probation officers; the Royal Commission presently underway at Hay River should do much to clarify the function of these officers to the Justices.

10. PROGRAMME

(As per objectives)

11. SUMMARY

This service opened in Yellowknife on September 1st, 1966.

The bulk of the work in the first weeks was that of introducing their service to the Courts, the Police and allied agencies. This was a slow process, requiring tact and patience, for some individuals misinterpreted the role of probation and displayed a degree of resistance.

Another portion of their duties in these first weeks was to assess the needs of outlying communities and to discover the most effective, yet economical way of providing service.

Gradually they inserted themselves into their role and the accompanying statistical summary of cases will indicate that a respectable amount of work was done after the initiation period.

Early in the new year one Probation Officer was promoted to Superintendent of the Juvenile Centre and has not been replaced to date.

It is my considered opinion that good groundwork and steady forward progress has been made by this section since its inception and that it is partially satisfying a need of the Territories.

If we can effect an increase in staff and decentralization of these, Government will go far to meet and counteract the inevitable evils which accompany economic growth and population expansion; I refer to my statement that prevention and surveillance is cheaper than detention by a ratio of 16 to 1.

12. RECOMMENDATIONS

Establishment: Since September recommended changes have been implemented and the present establishment consists of:
 1 Chief Probation Officer
 4 Probation Officers
 1 Clerk-Typist

Organization: The chief officer, one probation officer and the clerk typist remain to serve Yellowknife and district and to co-ordinate the work of field offices. Two officers have been despatched to field offices at Hay River and Frobisher Bay, while the officer destined for Inuvik is temporarily at Yellowknife undergoing a period of orientation prior to assuming his field duties.

CONCLUSION

We have here, also the nucleus of an efficient service, but one which is hampered by a dearth of personnel and concentration in one area. On the surface this would appear to be an expensive service for its value cannot be measured in tangible or palpable results, since these people deal in the minds, morals and very souls of others. The prevention of crime or the saving of homes from dissolution is never publicized and is rarely evident; the only gauge of the effectiveness of a probation service lies in what the community thinks of the Probation Officer, his statistical reports to this office, and the reading of his case files.

PROBATION SERVICE

<u>ALLOTMENT 207</u>		9 months Expenditure Apr. 1/67 - Dec. 31/67		Estimated 12 months Expenditure
<u>Activity</u>	<u>Description</u>		<u>1 month's Average</u>	
20	Salaries and Wages	29,916	3,324	39,888
21	Travel	6,514	723	8,676
22	Removal	--	--	--
23	Office Expenses	1,407	156	1,872
24	Library	18	2	24
25	Maintenance of Equipment	--	--	--
26	Motor Vehicle Maintenance	288	32	384
27	After Care Services	<u>1,735</u>	<u>192</u>	<u>2,304</u>
		39,878	4,429	53,148
Add 5% (See footnote 2 (a))		<u>1,993</u>	<u>221</u>	<u>2,657</u>
		<u>41,871</u>	<u>4,650</u>	<u>55,805</u>

Note: (1) The above figures are based on actual expenditures from April 1, 1967 to December 31, 1967.

(2) To offset the unrealistic influence on the above figures caused by a number of suppliers failing to tender invoices on time, we have:

- (a) added 5% to the total actual expenditures.
- (b) Where there is an obvious discrepancy between actual expenditures and purchase orders raised, added to the expenditure is an amount approximately equal to the shortfall.

TERRITORIAL PROBATION SERVICE

Annual Statistical Return January 1st, 1967 to December 30th, 1967.

Court Reports completed	294
Reports for Parole Board	37
Other Reports (Psychiatrist and others)	37
Total number of reports prepared	<u>368</u>
Family Court cases dealt with during year (many of these cases are dealt with on a continuing basis.)	27
Adults placed on probation:	
Males	54
Females	<u>10</u>
Total Adults on Probation	<u>64</u>
Total adults dealt with for Breach of Recognizance:	
Males	6
Females	<u>$\frac{1}{7}$</u>
Juveniles placed on Probation:	
Males	21
Females	<u>4</u>
Total juveniles on probation	<u>25</u>
Total juveniles dealt with for Breach of Probation:	
Males	2
Females	<u>$\frac{0}{2}$</u>
Juveniles under supervision (aftercare)	6
Voluntary supervision: adults	5
Voluntary supervision: juveniles	10
Parole supervision during year:	6
Interviews & supervision (aftercare service)	180

Summary:

Total	Adults under probation supervision at end of year	44
Total	Juveniles under probation supervision at end of year	21
Total	Adults under parole supervision at end of year	3
Total	Adults under aftercare supervision at end of year	18
Total	Juveniles under aftercare supervision at end of year	4
Total	Adults under voluntary supervision at end of year	1
Total	Juveniles under voluntary supervision at end of year	10
Total	Family court case being dealt with at end of year	21

1. SECTION JUVENILE TRAINING CENTRE

FORT SMITH, N.W.T.

Capacity: Ten (10) boys, Six (6) girls

Opened on: February 20th, 1967.

2. FUNCTION

Objective: To provide treatment for Northern juveniles in a setting which approximates that of a normal home environment, with a view to eliminating certain antisocial patterns of behaviour.

Definition: The intention behind this type of institution is to adjust the child to his place in society by a humane approach on the part of the staff, by understanding, patience and common-sense handling, in conjunction with a complete academic and recreational formative program.

The aim is to give the child the opportunity to learn how to get along with his fellows, accept authority, develop his ability and rationalize his behaviour.

3. ESTABLISHMENT

1 Superintendent	1 Supervisor 111
1 Supervisor 11 (male)	2 Supervisors 11 (female)
4 Supervisors 1 (male)	2 Supervisors 1 (female)
1 Clerk-Typist	1 Cook

Total: 13

Staff strength suffices when establishment is complete.

4. ORGANIZATION

As per master chart

5. FACILITIES

Housing: The Centre consists of a one story bungalow-style house with finished basement, situated on ten (10) acres of heavily-wooded grounds. The facilities leave much to be desired and are a continuing source of frustration to staff, with a consequent diminution in the effectiveness of treatment.

Playground: There is no playground nor space for a skating rink, and an area of land needs to be cleared for play purposes.

Laundry: The washer and drier is of the heavy duty domestic pattern and suffices for clothing, but will break down soon under the task of washing sheets and blankets.

There is no space for heavier equipment and no commercial laundry in the Town of Fort Smith.

Water Supply: Water supply is adequate, but hot water for the entire institution is provided by a single, 40 gallon heater tank which is inadequate to requirements. To install a second tank in tandem would hamper maintenance of the building heating

unit.

Bathroom: These are fairly satisfactory but one bathtub for 10 boys, and one for 6 girls requires careful administration. The half bathroom in the basement, adjacent to the dining room, is unventilated and requires addition of a vent fan.

Kitchen: The kitchen is well laid out, well aired and lighted and equipment is adequate. There is no built-in cooler and the superintendent has loaned his own refrigerator to remedy this deficiency. The pantry is situated next to the boiler room, and the consequent high temperature spoils food, even that in cans. Food stored in the kitchen cupboards also spoils because the heating pipes run in the wall behind the cupboards.

Storage: Clothing, equipment and food storage space is extremely limited.

Fire Protection: Both the mayor and the fire marshal have pointed out the deficiencies in the fire protection system, which presently consists of hand fire extinguishers located at strategic places in the house.

The fire marshal has insisted upon the installation of a sensor and alarm system, which may cost in excess of \$3,000.

To prevent escape by resident children, a safety lock on each bedroom window was originally installed which permits opening windows to a maximum of 6 inches only; should other escape routes be barred by fire it is unlikely that children would be cool enough to break window glass with a chair.

Isolation Room: It is unfortunately true that this type of institution requires a secure isolation room to which a seriously perturbed child may be assigned for short periods of time as a part of his treatment. The staff presently employ the bedrooms, but this practice is unsatisfactory.

Bedrooms: There are two children to each of eight bedrooms; at night the doors are left open. While homosexuality among some of the children has only been suspected to date, the intimate atmosphere leans to provoking such traumatising practices.

Maintenance: The house is in a good state of repair, is well maintained and cleanliness is at a high standard, although disorder is evident due to inadequate storage facilities.

6. PERSONNEL

The Superintendent, Mr. John Burke, replaced the original superintendent shortly before opening date. Mr. Burke has done an excellent job of administration and organization under difficult circumstances, but recently returned to his original function of Probation Officer. Mr. N.K. Larson has replaced him as Superintendent.

I have carefully examined the present organizational and treatment aspects of this section, and I consider Mr. Larson to be adequate for the function, particularly in view of his scrupulous attention to his duties and his loyalty to the children.

The Staff - some reorganization will be necessary to ensure a balance in the supervision of ten boys and six girls.

Turnover - has been two clerk-typists and one supervisor I (male).

Staff efficiency is rated as fair. There is indicated a strong need for in-service training of all staff.

7. ADMINISTRATION

Accounting: Good contact is maintained with the comptroller and business manager, Mr. B.G. Bechard and this aspect is satisfactory.

Filing: Administrative and case files are classified alphabetically; while this is adequate for case histories it is not recommended for administrative files.

Vehicles: One five-passenger staff car is provided. This vehicle is inadequate for transportation of up to 16 children to ball games, theatre, swimming lake (40 miles away), and other recreational needs. A more suitable vehicle is sought, and funds are in the estimates for this purpose.

8. OPERATING COSTS

(See attached statement)

9. PUBLIC RELATIONS

Acceptance of the Centre by the community is good, with only the occasional criticism of minor, specific occurrences. There have been some 15 escapes by children but the public has been indulgent. Since this is not a security institution, children are held only by the patience of staff and their own acceptance of the program. R.C.M.P. co-operation in finding the truants has been excellent.

The community co-operates well with the Centre, permits use of recreational facilities, and certain citizens have expressed a desire to assist the program by personal involvement.

10. PROGRAMME

Introduction: A brief sketch of the present concept of institutional care of children is indicated to clarify the program at Fort Smith. Most Canadian child training schools fall into one of two classifications: the "common-sense" type where therapy is non-clinical and the approach is based on understanding and humane handling. The child

is given an opportunity to identify with a well-adjusted and mature adult to correct his deficiencies of personality.

The second type of institution is "specialist oriented", and has a full complement of clinical staff such as psychiatrist, psychologist, guidance counsellor, social case worker and group worker, in addition to unspecialized staff.

The Territorial institution falls into the first category, since no professionally-trained staff are included in the establishment. The relative merits of one or the other type of institution are subjects of discussions by professionals, but I have found that the second type is more conflictual because of staff suspicions and jealousies, which feelings communicate themselves to the children and hamper training. I am supported by Donald Sinclair, Executive Director of the Ontario-Canadian Mental Health Association in his article, "Training Schools in Canada".

However, the initial clinical and expert assessment of a child's personality is extremely important to ensure the proper identification of a child's problem and should not be left to well-intentioned but untrained persons, for his course of education at the Centre must be based on properly-assessed needs.

A balanced period of treatment for the emotionally-disturbed or maladjusted child is divided broadly as follows:

1. Clinical evaluation of the problems peculiar to the individual child's personality.
 2. Assignment to academic, vocational, social, religious, recreational activities, and exposure to medical-dental care and careful guidance counselling.
- The above assumes that the child is not severely disturbed, otherwise an "open" institution (such as at Fort Smith) does not suffice but a "closed" or security institution is needed, at least during the first months of treatment.

Fort Smith Centre: The program at this Centre is now presented in relation to the foregoing outline.

Clinical Evaluation: No initial personality evaluation is done in respect of children committed but N.H.S. staff psychiatrist is co-operating with a view to assessments during a child's stay.

Academic: Of the eight boys and three girls presently in residence, only two boys and two girls are enrolled in the community schools; one in grade 8, one in grade 9, and the two girls in ungraded classes covering grades 6 to 8. This results in seven residents not attending school since they are not acceptable as being either scholastically too retarded or are considered as disruptive influences on classes for children of the community.

This situation is usual in any training school which employs local, community facilities.

- Vocational: No vocational training is possible since there is no vocational school in Fort Smith nor facilities and teacher in the Centre.
- Religious: The children attend services of their faith on Sundays but receive little or no spiritual counselling during the week.
- Social: The administration ensures that children are exposed to community life by participation in teenage dances, ball clubs, Cadet corps, Kaydette band and others. Social training by staff is given daily in the course of normal activities.
- Recreational: Swimming is at a lake 40 miles away. Local playgrounds are used for games; indoor games at the Centre, local theatre movies and movies at the Centre, and some hobby-crafts are available.
- Counselling: Non-professional counselling is practised by staff as the need is indicated, but no formal program is followed.
- Medical: All treatment and examination needs of the children are satisfied by referral to the local clinic, but no physician visits the Centre.

11. SUMMARY

Since the Centre opened in February of this year, it has received 17 children (3 girls and 14 boys), 6 boys have been released and 15 children have escaped, all of whom were returned. At least 6 of the children committed were not true delinquents in the sense of the Act, but were rather children in need of protection, who were termed delinquent by the Courts to ensure their protection. No apparent damage has been caused by intermingling, probably because of the small numbers involved, but this is not a recommendable practice if Territorial needs increase.

The Centre is satisfactory as the nucleus of a school for difficult children, but cannot attain to anything approaching maximum results without reconstruction of its admission and training procedures, and the construction of more adequate facilities.

The draft of a new Young Offenders Act, presently being prepared by legal authorities, will probably do much to illuminate Territorial needs in child rehabilitation, and will further orient our child welfare and protection legislation.

12. RECOMMENDATIONS

- Establishment: It is recommended that the establishment be changed to balance ratio of supervisory staff in relation to numbers of boys and girls; no increase in numbers or costs is involved.
Note: This recommendation has now been accepted and implemented (January, 1968)

- Facilities: Consideration should be given to:

Housing:-planning for future expansion could be along the lines of a cottage system; small bungalows, self-contained, with 10 to 15 children in

each, graded and grouped as to problems, with house-parents in charge. The main building should remain as an administrative, reception centre and classroom unit, or we could expand present facilities to a larger single unit.

Playground:- It is urgently required that an area be cleared as a playground in summer and a skating rink in winter. Basic playground equipment should be considered.

Laundry:- Expert advice is required to solve the problem of inadequate facilities, thus a consultant will be contacted.

Storage:- Planning for future expansion will solve this problem, but at the moment nothing can be done for increased storage space.

Fire Protection:- An approved fire protection system will be installed as soon as possible.

Isolation Room:- Plans are afoot to modify space in the Centre for this purpose.

Bedrooms:- No remedial action possible at this time.

13. PROGRAMME:

Clinical Evaluation:- It would be preferable that every child admitted to the Centre be evaluated by a psychologist to orient staff in the proper course of treatment, and to prevent damage to the child by failure to recognise his problems and needs.

Academic: - The recommended qualified teacher of exceptional children has been engaged in the interests of children not acceptable at the local schools.

Vocational:- Consideration will have to be given to a degree of vocational training in future planning.

Religious:- More assistance must be solicited of local ministers to ensure proper religious education of children and this part of the program is now being arranged.

CONCLUSION

As can be seen from this report, the Centre is functioning but not to the degree it should. I cannot stress too much the importance of proper guidance and correction of adolescents, while they are still in their formative years, if we are to avoid their "graduation" to our adult institutions. As the Centre operates now it can only receive and train those children who present minor problems of comportment; seriously perturbed or neurotic cases should be closely evaluated and sent out to the provinces. If we attempt to treat such cases we are doubtless wasting money and worsening the condition of the disturbed child.

JUVENILE TRAINING CENTRE

Operating Costs 1967-68

ALLOTMENT 207

<u>Activity</u>	<u>Description</u>	<u>9 months Expenditure Apr. 1/67 to Dec. 31/67</u>	<u>One Mth. Avg.</u>	<u>Estimated 12 month Expenditure</u>
01	Salaries and Wages	57,575.	6,397.	76,764.
02	Professional & Special Services	2,350.	150.	1,800.
03	Travel	1,794.	199.	2,388.
04	Removal	1,524.	169.	2,028.
05	Provisions & Rations	6,122.	680.	8,160.
06	Inmate Allowance	241.	26.	312.
07	Clothing, Inmates & Staff	3,600.	400.	4,800.
08	Office Expenses	555.	61.	732.
09	Medical Services & Supplies	616.	68.	816.
10	Library	248.	27.	324.
11	Laundry & Dry Cleaning	400.	45.	540.
12	Equipment Maintenance	130.	14.	168.
13	School Supplies	140.	15.	180.
14	Recreational Supplies	635.	70.	840.
15	Motor Vehicle Maintenance	681.	75.	900.
16	Public Utilities (light, water & sewer)	1 500.	166.	1,992.
17	Fuel	1,800.	200.	2,400.
18	Building Works & Maintenance	1 349	150.	1,800.
19	Contingency Fund	27.	3.	36.
Add 5%	(See footnote 2 (a))	4,014.	446.	5,349.
		<u>84 301.</u>	<u>9,361.</u>	<u>112,329.</u>

Note: (1) The above figures are based on actual expenditures from April 1, 1967 to December 31, 1967.

(2) To offset the unrealistic influence on the above figures caused by a number of suppliers failing to render invoices on time, we have:

(a) added 5% to the total actual expenditures.

(b) where there is an obvious discrepancy between actual expenditure and purchase orders raised, added to the expenditure is an amount approximately equal to the shortfall.

Approx. cost per meal -

$$\frac{\text{Total cost for above period } 6,122 + 5\% = 6,428 = 53¢}{\text{Number of meals served during the same period } 12,150.}$$

Inmate per diem cost -

$$\frac{\text{Average Daily Cost } \$306}{\text{Average No. of inmates daily } 13.} = \$25.$$

With a total capacity of 16 inmates the per diem cost would be \$19.00.

1. SECTION YELLOWKNIFE CORRECTIONAL CAMP (MOBILE)

SITUATED 7 MILES NORTH OF YELLOWKNIFE

ON INGRAHAM TRAIL

Capacity: 32 male inmates

Opened: February 27th, 1967.

2. FUNCTION

Objective: The rehabilitation of selected offenders.

Definition: All offenders are committed to the main correctional institution in the first instance. If, by process of evaluation, some are considered minimum security risks and able to profit by the Camp program, they are assigned to it.

As a part of its training program, the Camp supplies an inmate work force for the development of tourist facilities and such other tasks as may be required in the interests of the Territories, at a considerable saving in labour costs.

3. ESTABLISHMENT

- 1 Superintendent (1)
- 1 Deputy Superintendent (1)
- 1 Chief Supervisor (3)
- 4 Assistant Chief Supervisors (2)
- 10 Supervisors (1)
- 1 Cook (2)
- 1 Clerk-Typist

Total: 19

Note: See Item 12, Recommendations for changes in establishment.

4. ORGANIZATION

(See attached chart)

5. FACILITIES

Housing: The facilities consist of 15 mobile units (trailers) situated on the perimeter of a 400 foot square.

The units are as follows:
4 sleeping units (inmate)
1 sleeping unit (staff)

- 1 Diningroom unit
- 1 kitchen unit
- 1 Recreation Hall unit
- 1 Classroom unit
- 1 office unit
- 1 storeroom unit
- 1 Washroom unit
- 1 Generator unit
- 1 Sewage disposal unit
- 1 full storage unit

Maintenance: Accomplished by staff, inmates and tradesmen. The cleanliness of this Camp leaves much to be desired, both inside the units and around the perimeter. This neglect could be attributed to the low daily population and the pressure of community projects.

6. PERSONNEL In the main present personnel are satisfactory, but exchanges between Camp and main institution often changes the attitudes of staff and broadens their outlook.

7. ADMINISTRATION

Inmate files: These are held only during stay of inmate, and returned to the institution upon release.

Index cards: Are made and kept on each Camp inmate.

Admin. files: Are filed alphabetically.

Funds: Three funds are maintained.
petty cash - \$100.
inmate incentive pay - \$100.
welfare fund - hobbycraft sales and bi-monthly 50¢ subscriptions by inmates.

Admin. typing is done by Probation Service, since no clerk-typist is on staff. Business administration is supervised by the business manager.

Vehicles: On strength of Camp are
1 staff car
1 3 ton stake body dumptruck
1 3/4 ton pick up
1 S500 John Deere tractor

Communications: The Camp had no communication with the outside except that provided by VHF radio. Main institution had loaned a radio equipped panel truck with which Camp remains in contact with base radio at institution.

Since September there is now installed a master station at Camp and an additional mobile vehicle set which ensures continuous bi-lateral communication.

8. OPERATING COSTS

(See attached statement)

9. PUBLIC RELATIONS

The Camp works in cooperation with the Forestry Service of the N.W.T. on development projects and in fire suppression.

It also supplies labour for community projects. Relations in the community are

noted as good.

10. PROGRAMME

The program is not formalized; it consists of routine housekeeping tasks, recreation, and provisions of labour, but the whole is set in an informal atmosphere which nonetheless follows a defined administrative pattern.

The inmates build picnic sites and the necessary picnic furniture, boat launching ramps and assist the community in non-profit activities wherever required.

In leisure time the inmates are exposed to social, moral and religious counselling, informal remedial teaching, Alcoholics Anonymous program, normal recreational activities, etc.

There are no fences or locked doors and discipline is at a minimum, the entire program being designed to inculcate self-reliance and good work habits in the inmate.

A small incentive to work is offered in the form of 50¢ per day to each inmate who conducts himself satisfactorily, but this sum can be reduced for disciplinary reasons. Should an inmate be a non smoker, he may receive an additional 20¢ per day in lieu of the standard cigarette tobacco, which is a free issue.

Medical and dental care needs are referred to the main institution since these facilities are not provided in the Camp organization.

Disciplinary problems with inmates are dealt with on a psycho-therapeutic basis.

11. SUMMARY

A Camp is not a prison in a sense that offenders can be legally committed to it, for this type of institution is a minimum security plant, which actually means no security at all. It is therefore an "honour camp", to which only those offenders who have been classified as minimum security risks can be sent.

They are assigned to Camps under authority of a section of the Prisons and Reformatories Act which authorizes the Superintendent of an institution to dispatch work crews outside the prison perimeter.

Fortunately, in the Territories most offenders generally accept incarceration better if the setting is not overly restrictive.

In addition, a Camp is more productive in services to the community since its potential labour force operates under a minimum of supervision and restraint. The initial cost is less than that of a standard, fixed institution. However, it must and does depend upon the main institution for its inmates, thus should not be too far removed from its base facilities.

The Camp was originally organized as an autonomous and self-administering unit but this system is considered disadvantageous. By virtue of its terms of reference and other aspects, it is an additional training and treatment resource

of the main institution for selected inmates, much as is the classroom, vocational shop, laundry, and other aids available at base.

Both in Canada and the United States, camps of this type have proven a success, but with few exceptions, are all administered and controlled by the main or "mother" institution. Those camps which are autonomous are so because of distances involved, and often administer sub-camps. Even these so-called autonomous camps rely on a statutory prison for their inmate population, and must of necessity liaise with it.

This Camp has never reached maximum capacity population of 32 since its opening, the highest being 22 and the lowest 5 inmates. This is explained by the phenomenon of seasonal slumps (May to September), and by the calibre of inmates admitted to the institution, many of whom are not, for diverse reasons, considered suitable for Camp assignment.

12. RECOMMENDATIONS

Recommendations were made in September to effect economy and administrative expediency by reducing the establishment and placing the Camp under the control of the main Institution.

These have now been implemented with a saving in salaries and an increase in efficiency of routine administration. The present establishment is as follows:

Summary of new establishment

Deputy Superintendent (grade two)	1
Chief Supervisor (grade three)	1
Assistant Chief Supervisors (grade two)	3
Cook Supervisor (grade two)	1
Supervisors (grade one)	<u>10</u>

TOTAL: 16

CONCLUSION

From the survey of this Camp's operations one may conclude that it is operating satisfactorily.

Its value as a resource to the community appears to be established; as a treatment resource to offenders its effectiveness can only be measured over a longer period of time than the eleven months of its operation.

We believe that under the proposed organizational and administrative structure Camps efficiency will increase by closer liaison with the main institution.

CORRECTIONAL CAMP

Operating Costs 1967-68

<u>ALLOTMENT 207</u>		9 months	One	Estimated
<u>Activity</u>	<u>Description</u>	Expenditure	Months	12 month
		Apr. 1/67 to Dec. 31/67	Average	Expenditure
29	Salaries & Wages	71,397	7,933	95,196
30	Professional & Special Services	--	--	--
31	Travel	1,847	205	2,460
32	Removal	1,287	143	1,716
33	Provisions & Rations	7,892	876	10,512
34	Inmate Earnings	1,103	122	1,464
35	Clothing, Inmate & Staff	5,304	590	7,080
36	Office Expenses	187	21	252
37	Medical Services & Supplies	483	53	636
38	Laundry & Dry Cleaning	179	20	240
39	Equipment Maintenance	1,481	164	1,968
40	School Supplies	15	2	24
41	Recreation Supplies	324	36	432
42	Shop Supplies	1,013	112	1,344
43	Motor Vehicle Maintenance	1,134	125	1,500
44	Fuel	4,333	481	5,772
45	Building & Works Maintenance	1,800	200	2,400
46	Contingency Fund	--	--	--
		<hr/>		
		99,779	11,083	132,996
Add 5% (See footnote 2 (a))		4,988	554	6,650
		<hr/>		
		104,767	11,637	139,646

- Note: (1) The above figures are based on actual expenditures from April 1/67 to December 31/67.
- (2) To offset the unrealistic influence on the above figures caused by a number of suppliers failing to render invoices on time, we have:
- (a) added 5% to the total actual expenditures.
 - (b) where there is an obvious discrepancy between actual expenditure and purchase orders raised, added to the expenditure is an amount approximately equal to the shortfall.

Approx. cost per meal -

Total cost for above period 7,892 + 5% = 8,286 = 59¢
Number of meals served during the same period 14,094

Inmate per diem cost -

Average Daily Cost \$422 \$25.
Average No. of inmates daily 17.

With a total capacity of 30, this per diem cost would be approx.
\$14.00.

1. SECTION

YELLOWKNIFE CORRECTIONAL INSTITUTION

Situated one mile west of townsite.

Capacity: 28 male and 12 female inmates.

Opened: February 20, 1967

2. FUNCTION

Objective: The rehabilitation of the adult offender.

Definition: This institution has the status of a provincial prison and accepts all offenders sentenced by the Courts to sentences of up to two years less one day.

Sentenced offenders are classified as to the problems which brought him or her to a loss of control of their lives, and are then treated or re-trained on the basis of individual needs.

3. ESTABLISHMENT

Establishment of the institution was fixed at 35 total staff, distributed as follows:

1 Superintendent
1 Deputy Superintendent
18 Supervisors
10 Matrons
1 Cook
1 Maintenance Supervisor
1 Vocational Instructor
1 Academic Instructor
1 Clerk-Typist

The intermediate supervisory and administrative personnel were selected from the authorized staff, thus the custodial and treatment requirements suffered a loss of manpower.

4. ORGANIZATION

(See attached chart)

5. FACILITIES

Buildings: The institution occupies a large, fully modern building which is adequate to needs in most respects. It is a medium security prison with maximum security cells for both sexes, while normal offenders sleep in dormitories.

It is largely self-sufficient in that it has its own heating plant, kitchen, vocational and maintenance shops, laundry, and other necessary living, treatment and recreational facilities.

An outdoor storage shed has been built by inmates as a project, since storage facilities are at a premium in the main building.

This building is new and some shrinkage and settling has occurred, but the contractor will remedy these defects in the near future.

Some minor modifications loom for the future since there is insufficient office space available.

Grounds: The grounds are sufficiently large to satisfy requirements, and are bounded by a steel perimeter fence.

Landscaping has been done around the main building this year, and plans are afoot to beautify the remainder of the area, while retaining some sites for ball field, gardens, etc.

Equipment: The fixed equipment provided is satisfactory but a "shake down" period has occurred which necessitated repairs and minor modifications to some of it; an efficient maintenance supervisor has ensured adequate maintenance and preparation for the coming winter months. A standby electrical plant may be required in the future since present emergency lights are unsatisfactory.

Cleanliness: A high standard of cleanliness is maintained.

6. PERSONNEL

With the exception of minor problems of adjustment and training, present personnel are reported as satisfactory.

The only cook was assisted in his duties by inmate help, and when he was absent for two days each week, a cooking and control problem arose.

We were obliged to pay out a sum in overtime pay to the cook, who had to be present on numerous occasions beyond his normal hours of duty for supervisory reasons.

Since one of the greatest sources of unrest in any institution is the quality of the food, there was a dangerous occasion here for increased problems, not to mention expense in overtime pay. We have engaged a second cook to solve this problem and to relieve at Camp when necessary.

7. ADMINISTRATION

Accounting: Basic accounting is effected by a records officer, under the supervision and with the assistance of the Services Business Manager.

Filing: Inmate files are classified by inmate registration number; administrative files are kept under a numbered filing system, identifiable by subject name. Personnel files are held alphabetically.

Funds: Five funds exist:
petty cash
inmate pay
canteen fund
welfare fund
inmate personal cash fund

All of these funds are carefully documented and subject to audit by authorized officers at all times.

Vehicles: One staff car - one panel truck, fitted with radio transceiver. Vehicles are in good condition.

Maintenance is good and the responsibility of the maintenance supervisor.

8. OPERATING COSTS

(See attached statement)

The superintendent and the business manager jointly supervise expenses. The first year of operations has been expensive since many true capital, non-recurring items were purchased from budget, due to the physical impossibility of forecasting total needs in a theoretical position at Ottawa and the cessation of capital funds.

9. PUBLIC RELATIONS

Acceptance of the institution and the correctional program by the community has been very good. The few criticisms were aimed at the comforts afforded but rational explanations served to quiet these.

No escapes have occurred since the opening, which is ever an important influence on public relations.

Very little community involvement has been sought, although individuals have offered their services, because of the newness of the program and a need to test it out before inviting community participation.

10. PROGRAMME

The programme at the institution and its satellite the Camp, is aimed at motivating the offender to correct his ways and conform to normal social conduct. It is multi-faceted but is very flexible, being subject to the needs of the inmates.

To delineate the broad outlines of a rehabilitation program in this type of institution should suffice for the purposes of this report; any description in depth would be boring to the reader.

Basically the program is divided as follows:
reception - medical examination -
introduction to internal inmate procedures -
classification to establish needs -
assignment to the needful parts of the program.

These parts, known as "resources" are mainly, vocational evaluation and training, academic upgrading, housekeeping training, domestic sciences, moral and religious counselling, work and work habits training, general counselling and social guidance - to mention the principal aspects.

Contrary to occasional public opinion, there is no molly coddling of the inmate permitted. He is allowed to express his personality within reasonable bounds, but if his behaviour is wilful and deliberately insubordinate or recalcitrant, he is brought to account, first by attempts to reason with him, but secondly by the imposition of such disciplinary measures as may be indicated and

are authorized by prison legislation. All cases of ill discipline are adjudicated in a sound administrative manner by a committee of senior staff.

The creature comforts afforded by the institution are a part of the program and necessary to motivate an inmate to strive for a better life.

His leisure time is filled with productive, educative or recreative moments, with the net result that he is busy from the time he rises at 7:00 a.m. until he retires at 11:00 p.m.

11. SUMMARY

In the seven months since its opening the institution has made slow but steady and satisfactory progress in its organization, administration and treatment program.

There is a strong need for in-service training of staff to increase their efficiency and a winter program has been carried out, with planning afoot to increase staff knowledge.

One cannot easily assess the corrective value of a sentence at this or any institution since we are dealing with intangibles but providing classification is sound and a program is well balanced, any offender is bound to extract good from it; what he does with the assets provided at public expense can only be evaluated over a period of years. The accumulation of four or five years of Territorial Corrections statistics will, after study, begin to indicate results.

The administrative amalgamation of Camp with the Institution will, in our opinion, increase the efficiency of both.

Conclusion:

In the face of the economic and social expansion of the Territories, the public must accept its attendant irritations and needs, such as the need for a prison. The establishment of a correctional program is supported by the history of Canadian social development, and the era when we could "farm out" our offending citizens to other provinces from the Territories appears to be ended. Certainly our present program fills a genuine need; it has had delays and occasionally has drifted off course, but it is safe to say it is progressing satisfactorily. More important, it appears to be well accepted by the people.

Much concentrated work remains to be done to increase efficiency - but this type of duty for correctional personnel never ends.

CORRECTIONAL INSTITUTION

Operating Costs 1967-68

<u>ALLOTMENT 207</u>		9 months	one	Estimated
<u>Activity Description</u>		<u>Expenditure</u>	<u>months</u>	<u>12 months</u>
		<u>Apr.1/67-Dec.31/67</u>	<u>Average</u>	<u>Expenditure</u>
47	Salaries and Wages	181,837	20,204	242,448
48	Professional & Special Services	5,856	651	7,812
49	Travel	3,496	388	4,656
50	Removal	4,509	500	6,000
51	Provisions & Rations	18,610	2,067	24,804
52	Inmate Earnings	2,082	231	2,772
53	Transportation of Inmates	2,226	247	2,964
54	Clothing, Inmate & Staff	8,094	899	10,788
55	Office Expenses	1,068	119	1,428
56	Medical Services & Supplies	3,274	364	4,368
57	Library	203	23	276
58	Laundry & Dry Cleaning	647	72	864
59	Equipment Maintenance	1,039	115	1,380
60	School Supplies	270	30	360
61	Recreation Supplies	640	71	852
62	Shop Supplies	2,283	254	3,048
63	Motor Vehicle Maintenance	430	48	576
64	Public Utilities	7,517	835	10,020
65	Fuel	13,900	1,544	18,528
66	Building & Works Maintenance	3,073	341	4,092
67	Contingency	--	--	--
		261,054	29,003	348,036
Add 5% (See footnote 2 (a))		13,052	1,450	17,400
		<u>274,106</u>	<u>30,453</u>	<u>365,436</u>

Note: (1) The above figures are based on actual expenditures from April 1, 1967 to December 31, 1967.

(2) To offset the unrealistic influence on the above figures caused by a number of suppliers failing to render invoices on time, we have:

- (a) Added 5% to the total actual expenditures
- (b) where there is an obvious discrepancy between actual expenditure and purchase orders raised, added to the expenditure is an amount approximately equal to the shortfall.

Approx. $\frac{\text{Cost per meal} - \text{Total cost for above period}}{\text{Number of meals served during the same period}} = \frac{18610}{29513} = 63\phi$

Inmates per diem cost: $\frac{\text{Daily Average Cost } 1,107 - \$36.00}{\text{Average No. of inmates daily} - 30}$

With a total capacity of 42, this per diem cost would be approx. \$26.00