

The movement of populations from small settlements to larger centres is not likely to diminish but more likely will increase. In this respect, offenders are not likely to be different from other segments of the population. The Committee is of the opinion that one of the tools of social rehabilitation of offenders needed by probation, parole and after-care services is low-cost hostel-type accommodation.

Recommendation

In the circumstances, it is recommended that the Government of the Northwest Territories establish a system of such hostelrys in major centres. Possibly this could be done by subsidizing private citizen groups.

## 12. ADULT PROBATION

Reference should be made to the chapter on Juvenile Probation and to the previous chapter on the Woman Offender for a description of the Probation Service and a list of the duties of probation officers. Some of the subjects will be treated again in this section.

### Maintenance orders

Traditionally the function of probation service has been primarily to provide pre-sentence case histories to courts and ensuring that the probation conditions set by the court are carried out by the probationer. For some reason which the committee did not determine, the enforcement of maintenance orders and all the work this entails was assigned to the Territorial probation officers wherever they may be stationed. This work, according to the officers consulted and the Corrections Service annual reports, has been growing by leaps and bounds. Twenty-eight cases are mentioned in the 1967-1968 Annual Report and sixty-five in the following report for the fiscal year 1968-1969. No records were yet available for 1969-1970 year but estimates by officers concerned were that still more cases have come to attention i.e. approximately 100 cases.

This Committee was told on several occasions that direct supervision of probationers has had to receive less attention than desirable because of the workload carried by probation officers. In the opinion of this Committee, the primary responsibilities of the Probation Service should be carried out fully before undertaking other tasks which should probably be done by other agencies. Enforcement of maintenance orders is very closely related to social assistance for families and the Committee is of the view that this work should be reassigned to the workers in that field.

#### Recommendation

This Committee recommends that enforcement of maintenance orders and related duties be reassigned to other appropriate workers of the Department of Social Development.

#### Service to Courts

(a) Pre-sentence reports As mentioned above the two main functions of probation services are to provide (1) pre-sentence reports and (2) supervision of probationers. In the Northwest Territories, probation officers must travel on circuits with the "court party". Only four communities are serviced from the office without the necessity of travelling. This situation has resulted in forcing the probation officer to present pre-sentence reports orally to the courts. The court does not stay long enough in one community for the probation officer to write a report and,

more often than otherwise, facilities for typing or transcribing reports are not easily available.

The Committee is concerned about the above situation. It can, and probably does, lead to inadequate reporting to the court. Reporting in this manner forces the probation officer to select and censor information. It is the experience of probation officers everywhere that some information given in open court can be harmful in many ways to other innocent persons, if not always to the offender. Yet this information can be very useful and is appropriate for consideration by the court before sentencing. Providing written reports for the court and for the defendant or his counsel ensures that the defendant is given the opportunity to contest in court certain parts of the report and leave others he does not wish to be known by his family or by the rest of the community. Reports can certainly be more complete and informative for the court when written; in addition to providing a useful tool for other correctional agencies. At the institutional level, it can be used for classification. On the other hand, the report provides important information for parole authorities. In both of the latter cases, it avoids duplication of effort since similar information would have to be obtained by these agencies.

Recommendation

The Committee recommends to the courts of the Northwest Territories that, when the courts request a pre-sentence report from the Probation Service, such report be filed in accordance with Section 637 (2) of the Criminal Code.

The Committee recognizes that court circuits are such that very little time is available to permit filing a pre-sentence report as suggested above. In those communities which are visited infrequently for very brief periods of time, preparing pre-sentence reports on short notice will remain difficult until the Probation Service develops resources. In the circumstances, courts have no choice but to request only oral reports. On the other hand, there are communities which are visited regularly almost on a semi-monthly or monthly basis where cases can be remanded and time allowed for preparing written reports to be filed with the courts.

Recommendation

The Committee recommends, where communities are visited by the courts on a regular basis, that the courts, in cases where pre-sentence reports have been requested, these cases be remanded for sentencing at the next visit of the court in order that the probation officers have time to prepare and file written reports in conformity with Criminal Code provisions.

(b) Probation supervision      The other primary responsibility of the Probation Service, and possibly the most important, is supervising the probationers for the court. It is the probation officer's task to keep in contact with the probationer to see that he abides by the conditions to his freedom imposed by the court. His work is at the very core of community treatment of offenders and, in the view of this Committee, other tasks should not be undertaken before every energy and resource have been utilized to ensure the social rehabilitation of the offender.

Probation success is defined in many ways and this Committee will not try to measure the results in the Northwest Territories. The Quimet Report<sup>1/</sup> refers to some studies made on the subject and demonstrates the advantages of probation. Another forceful description of the advantages of probation was made by the United States Commission on Law Enforcement and Administration of Justice: "One summary analysis of outcomes observed in 11 probation studies indicates a success rate of from 60 to 90 per cent"<sup>2/</sup>. About costs, this Commission pointed out that: "... with the 1 to 10 cost ratios prevailing probation expenditures can clearly be increased several fold and still remain less expensive than institutional programs."<sup>3/</sup>

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<sup>1/</sup> Quimet Report chapter 16.

<sup>2/</sup> President's Commission on Law Enforcement and Administration of Justice. Task Force Report: Corrections, p. 28

<sup>3/</sup> President's Commission op. cit. p. 28.

This Committee observed that some probation offices were left unmanned for several days and even weeks at a time because the presence of probation officers was required elsewhere. Staff clearly showed that the multiple tasks that are given them prevent them from giving full attention to proper supervision of probationers. This is an unhealthy situation that must be rectified. If it is allowed to further deteriorate it will do harm not only to the idea of probation but more importantly to the probationers themselves who cannot count on guidance and help when they need it.

#### Recommendation

The Committee recommends increasing the Probation Service staff to the extent of placing probation officers in other centres like Fort Smith and Fort Simpson in addition to the present locations. The number of offenders originating in or near the communities of Inuvik, Yellowknife and Hay River tend to show need for at least one more probation officer in each of these centres. Another officer should also be assigned to Frobisher Bay.

#### Hostels

In the previous chapter, the suggestion was made that hostels be established as a resource to be utilized for probation and after-care purposes. The idea was discussed on many occasions with the persons consulted. It is not possible for the Committee to go into details of this matter in view of the complexities involved.

Such matters as the location of work opportunities, the availability of other housing in some communities, recreational facilities, educational institutions, transportation, etc. have to be considered. The Committee was nevertheless convinced that there exists a need for such resources.

### Volunteers

The Quimet Report recommended: "... that it be a matter of policy in the appropriate government departments to encourage citizen participation in the field of Corrections".<sup>1/</sup> In the opinion of the Committee, the Northwest Territories has an immense need for citizen participation. There are a great many tasks to do to improve community life that it is a rare person who has not taken several others besides his professional job. Corrections, however, is one area that seems to suffer from indifference or sometimes hostility on the part of citizens.

"Volunteers in probation" is not a new development. It is true that interest of lay persons in correctional work and especially in probation work, in recent years, has increased in Canada and the United States to the point where, at least in the United States, there are now large organizations of citizens involved. However, European experience in this area is long and successful. In some European countries very few probationers are supervised by professional probation officers but rather by lay

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<sup>1/</sup>  
Quimet Report p. 374.



persons on the basis of one or two probationers per supervisor.

The Committee is of the opinion that the Northwest Territories Probation Service has a special responsibility in this matter by virtue of its commitment to treatment of offenders in the community. It is not economical to consider placing probation officers in every small settlement but it is to find citizen volunteers living there who will act as supervisors of the odd probationer. Those who can develop skills could possibly even do pre-sentence reporting for the court when requested to do so. If enough settlements can be serviced in this manner the necessity of sending a probation officer on circuit with the "court party" could possibly be avoided. The benefits in the case of small settlements seem to be obvious but citizen participation in larger centres must also be developed. It is very important that correctional problems and those of the offender be brought to public attention.

#### Recommendation

The Committee recommends that the Probation Service undertake to establish a network of volunteer probation supervisors in the Northwest Territories.

#### Caseloads

As mentioned elsewhere in this report, statistical tables are to be used as indicators only and the following table is not an exception. Although the number of offenders placed on

probation is increasing as indicated in Table number 11, it still is the opinion of this Committee that probation is underused when compared to the use made of correctional institutions. The following figures give an idea of the caseloads in the four regional probation offices. It should be remembered that probation caseloads tend to be cumulative; offenders released in a given year can still be on probation when other offenders are placed on probation the following year. They eventually are released from probation but, in the meantime, courts have found this form of community treatment and control useful and, therefore, have placed proportionately more offenders on probation. Measures to use still more probation as recommended in this report should be taken.

Table 11

Adult offenders released on probation in the Northwest Territories by regional office, January 1967 to June 30, 1970

Calendar Year	Inuvik	Hay River	Yellowknife	Frobisher Bay <sup>1/</sup>
1967	10	15	15	)
1968	18	13	23	)
1969	42	52	45	)
January-June 30, 1970 (half year)	12	38	47	) 29

Source: Report from Probation Service regional offices.

<sup>1/</sup>

No breakdown by year provided.

The area covered by each regional probation office is very large and will still, in some cases, involve several thousand square miles when new offices are opened. This means the transportation difficulties not present in concentrated urban areas will continue to exist. Maximum caseload standards for probation officers as recommended by professional organizations just cannot be applied in the North. Even amongst these organizations recommended standards vary a great deal.<sup>1/</sup> The Committee has, therefore, decided to make no recommendation on this matter but wishes to point out that the lowest maximum recommended (viz. 35 cases per officer) may still be somewhat high for officers who have to travel great distances to make occasional or regular contacts with probationers in addition to periodically accompanying the "court party" on circuit through their regions.

#### Jurisdiction

The present probation service delivery system is directed from the Yellowknife headquarters. On the other hand, most, if not all, other Territorial services are delivered on a regional basis. In some provincial jurisdictions, probation work is integrated into general welfare work and not differentiated while, in still other jurisdictions, probation forms part of a regional welfare delivery system but it maintains its identity and probation officers do probation work exclusively. The Committee

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<sup>1/</sup> Quimet Report p. 305

has examined the present delivery system and discussed other types. Probation officers and some persons connected with other welfare work were asked for their views on this matter. The Committee has come to the conclusion that, whatever the administrative format, the identity and functions of the Probation Service in Corrections should be maintained. The experience of other jurisdictions would suggest that, where it is absorbed into general welfare work with no recognizable identity of its own, probation has been neglected. Probation staff tend to identify with probation and do not wish to handle a general welfare caseload which detracts from their principal interest. The range of problems to be dealt with and the requirements placed on the probation officer by pre-sentence reports and supervision are sufficiently broad to tax his personal and professional skills. Except as may be recommended elsewhere in this report, the diversity of tasks of probation officers should not be extended.

13 CORRECTIONAL INSTITUTIONS FOR ADULT MALE OFFENDERS

The correctional institution system of the Northwest Territories consists of the Yellowknife Correctional Institution and a satellite, the Yellowknife Correctional Camp. This is the extent of the system operated by the Corrections Service of the Department of Social Development. There are, however, guardrooms operated by the R.C.M.P. which are used mostly for short term detention of persons awaiting trial and those sentenced by the court. Any long term detention on remand or as a sentenced offender usually requires transfer to the Yellowknife Institution.

In Frobisher Bay, a short term can mean as much as three months but there are no facilities to operate a training or treatment program of any sort. At Inuvik and Fort Smith offenders are not usually detained for more than one to two weeks. Wherever there is an R.C.M.P. detachment, there is usually a cell or two for very temporary (a few days) holding of offenders but these should not be considered in the same category as the main R.C.M.P. guardrooms at Inuvik, Fort Smith and Frobisher Bay. It appeared to the Committee that the R.C.M.P. has no interest in operating a jail system and the Committee considers that this attitude is quite appropriate. It is not a police function to operate correctional

institutions and, eventually, a way must be found to relieve them of this work.

The size of the Territories is such that sending all offenders awaiting trial and sentenced offenders to a central facility is economically impractical. It is also undesirable from the point of view of offenders maintaining contact with family and community. In the North, however, though the number of offenders may be high in proportion to the total population as suggested in an earlier chapter, the actual numbers are small. Obviously, properly staffed institutions with modern treatment and training programs cannot be built in all regions except at monumental costs.

Does the number of sentenced offenders in the North justify building institutions in other regions? The Committee considered that the western part of the Territories is well serviced by the Yellowknife complex. Yellowknife is relatively easy of access from most communities of the Slave Lake and Mackenzie regions. It is from the eastern and central regions that Yellowknife is not so accessible. As will be seen by the following table, few inmates come from the eastern and central regions. The total number of offenders have been responsible for more than 1,200 admissions to the Yellowknife Institution. A certain percentage have returned as sentenced offenders on more than one occasion.

Table 12

Place of sentence of offenders admitted to the  
Yellowknife Correctional Institution from  
January 1967 to June 30, 1970

Place of sentence	Number	Percent
Yellowknife*	273	46
Fort Smith	45	8
Frobisher Bay	19	4
Inuvik	71	12
Fort Providence	23	4
Fort Simpson	35	5
Fort MacPherson	9	1
Fort Resolution	12	2
Hay River	74	12
Other	<u>41</u>	<u>6</u>
Total	602	100

Source: Deputy Superintendent, Yellowknife Correctional Institution

\*Yellowknife has been the place of sentence for a larger number than is actually the case because of inmates receiving sentences while serving sentences at the Institution. These figures reflect the amount of court activity.

When considering the place of origin of the offenders, the percentage coming from the Eastern, Central and High Arctic is still smaller than indicated on the previous table because a relatively high percentage of offenders are outsiders who happened to be in those regions when arrested and convicted. There were 30 (5%) offenders detained during the period in question who really were from these regions.<sup>1/</sup> Unless there is some form of development having serious social dislocation effects, it does not appear to

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<sup>1/</sup> Statistics prepared by the Deputy Superintendent, Yellowknife Institution.

this Committee that a jail facility is required there. Even the transfer of school facilities from Churchill, Manitoba to the Baffin Region is not expected to create severe problems. Frobisher Bay should expect some trouble from a sudden increase in this young population when the transfer takes place but it should not justify the creation of a jail in that region.

This move of a large number of juveniles and young adults to the new educational facilities in Frobisher Bay will certainly put some strain on the only probation officer in that regional office. This is the other basic reason for increasing probation staff in Frobisher Bay besides those mentioned in the previous chapter.

#### Recommendation

The Committee recommends that no correctional institution be built in the eastern or central regions at this time.

There are discrepancies in the statistics on admissions to the Yellowknife Correctional Institution and no attempt will be made to show whether the population of the institution is increasing or decreasing. The D.B.S. Correctional Institution Statistics<sup>1/</sup> are also disappointing in this respect since they do not discriminate between admissions of sentenced offenders and remanded prisoners. The Corrections Service annual reports<sup>2/</sup>,

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<sup>1/</sup> D.B.S. Correctional Institution Statistics.

<sup>2/</sup> Annual Report of Corrections Service, 1967 to 1970.



however, show some increase in the average length of sentence. For the first year reported, the average was for all offenders at the institution. If the average length of stay at the institution continues to increase, there may come a time when the Yellowknife Institution and Camp will not be able to handle the influx of offenders from the courts. It does not seem that this point has yet been reached and it is impossible to predict when this will occur.

Table 13

Average length of stay of sentenced offenders  
in Yellowknife Correctional Institution and  
Yellowknife Camp

Fiscal year	Institution		Camp
	M	F	M
1967-68	45 days		27.9 days
1968-69	97 days	27 days	32 days
1969-70	94 days	31 days	44½ days

Source: Annual reports of Corrections Service.

The Committee believes that the population of the institution could be kept down by a wider use of probation as previously recommended. Also, if and when the new Young Offenders Act comes into force, some sixteen year old offenders may be directed into institutions or to care agencies for children who now get into adult institutions. It should be several years before

there is need for any increase in institutional capacity. However, there are two situations, in the opinion of the Committee, that require some increase in the institutional capacity of the Corrections Service.

(a) Mackenzie Valley Development. When, as expected, a pipeline is built in the Mackenzie Valley, there will be rapid but short-term increase in social problems in that area. Some undoubtedly will become social casualties subject to penal sanctions. There will develop some overpopulation pressure on the Yellowknife Institutions complex that best could be handled by creating another camp in the area close to the scene of activity. This suggests that, in the vicinity of a place like Fort Simpson or Norman Wells, a camp similar to the Correctional Camp at Yellowknife should be established if and when the situation warrants it. A new camp would be preferable to transporting the present Yellowknife Camp to that area since the present camp is much larger than the one which is likely to be needed in that area. Also it would be required for a brief period only and the camp likely would have to close down less than four years after it opens.

Recommendation

The Committee recommends that a small correctional camp for 12 to 18 offenders be established close to the construction sites of the Mackenzie Valley pipeline, if and when the present institutions are unable to cope with the influx of offenders during the construction phase of the pipeline project.

(b) Penitentiary inmates from Northwest Territories.

On December 31, 1969, there were eight inmates from the Northwest Territories in Federal penitentiaries.<sup>1/</sup> In any event, there has never been a very large number of northerners in Federal penitentiaries. By special arrangement there is now one person serving a term of more than 2 years in the Yellowknife Institution who normally would be in a Federal institution in the south. As with the female offenders, the Committee disagrees with the practice of sending northern offenders to southern penitentiaries and this view is based to some extent on the low degree of criminal sophistication of northern offenders as compared to southern offenders. Also, transporting a northerner to a southern penitentiary constitutes a much more serious punishment than usually meted out to southern offenders since he must be taken hundreds and sometimes thousands of miles away from his family and community which is not the case for southern offenders. Agreements between governments exist already for a more rational approach to detention in some regions and similar arrangements should be entered into for the Northwest Territories. This will require the development by the Northwest Territories Corrections Service of an institutional capability it does not have at present. The Yellowknife complex of institutions is not quite adequate for the long-term detention of more serious offenders. The Federal Government should assist in providing this service.

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<sup>1/</sup> Special report from D.B.S.

Recommendation

The Committee recommends that the Northwest Territories Government enter into an agreement with the Federal Government to develop a unit or units for the detention of offenders serving penitentiary terms; such unit(s) to be connected into the present Yellowknife Correctional Institution.

Institutional Programs

The Yellowknife Correctional Institution was originally built to hold a small number of inmates and it was estimated that a limited program of educational and vocational training would be needed. Medical treatment, recreation, social and spiritual aspects of the program were also provided. The space needed for program seems to have been kept to the strict minimum and, consequently, even individual therapy and counselling as well as group counselling appear to be difficult to put into effect.

Medical

There is a nurse on staff responsible for the medical aspect of the institution program. Whenever an inmate becomes so ill he requires a doctor's attention, a doctor can be called in to provide treatment. Unfortunately, there is reason to believe that this arrangement is not proving satisfactory. The inmates interviewed by the Committee, as well as the staff, indicated problems which require immediate attention. Cases were cited which, in the opinion of the Committee, show that the health of prisoners is

threatened by the present arrangement. The need for psychiatric treatment was also demonstrated and shown to be inadequate. Three or four short visits per year are not enough.

#### Recommendation

The Committee recommends that the method of providing medical services for inmates in the correctional institutions be re-examined and that appropriate measures be taken to correct the situation.

#### Education

There is one classroom in the Yellowknife Correctional Institution where inmates at any level of schooling can attend. Recently, the institution was able to arrange for correspondence courses and for some inmates to be released on a daily basis to attend local educational facilities. There is one teacher on the institutional staff. The Committee was provided information on the many difficulties encountered by the institution in trying to establish academic training. Representatives of the Department of Education were also consulted. The Committee came to the conclusion that the resources in personnel, classroom equipment and space are somewhat limited for the task to be done. While a great deal of academic training can be done inside the institution in terms of preparation for vocational training, upgrading and correspondence courses under the guidance of the teacher, it appears to this Committee that the community school facilities

have not been used to any extent. Whenever possible, inmates should go to outside schools for vocational training, as well as for strictly academic courses when they have reached the appropriate point of development.

In most cases, inmates have not succeeded in regular schools and have a low academic standing. They need to be motivated by new approaches and considerable attention. This is true of the other institutional programs and the teaching staff must cooperate with the other staff in planning and executing the program. They are all working towards the same goal. This does not mean that the institutional academic program necessarily must be operated by one who is on the institutional staff. The Department of Education has resources and staff capable of maintaining a high standard of teaching. Also there is the added advantage of maintaining professional contacts with teachers in other educational institutions, and such contacts would facilitate the transfer of inmates who are ready to the appropriate schools in the community.

#### Recommendation

The Committee recommends that the Department of Education be asked to plan and operate the academic program in the Yellowknife complex of correctional institutions.

Vocational

The original idea of establishing a vocational shop for testing inmates in their trade skills was too limited. It might have met the need in the case of only short sentences. The shop is now less than adequate since some inmates are serving long terms and there is now more time available for formal training. The Committee visited the vocational shop and found it very crowded and even a dangerous place to have more than a few men work there at the same time. For example, some welding is being done in the shop which could harm the vision of others working at other tasks such as carpentry or mechanics. This area must be considerably increased or inmates be taken to community vocational training facilities.

If the institution is enlarged to accommodate federal prisoners as recommended, additional training facilities will be required. They are already inadequate. To what extent should the institution be equipped with such training facilities and to what extent should community facilities be used? The answer can best be arrived at in consultation with the other agencies and individuals who should be involved in such planning. The Department of Education which is already responsible for vocational training for the rest of the community should be asked to participate in planning and to operate the vocational training program. Obviously the Federal authority should also be involved if the recommended takeover of federal offenders is accepted.

Recommendation

The Committee recommends that the Department of Education be asked to plan and operate the vocational training program in the Yellowknife complex of correctional institutions.

Industries

Some inmates do not have the educational training needed for vocational training. Those who do should have a chance to put their training into practice. Others have short sentences making it impossible to receive any training. Nevertheless, all have to eventually return to the community and need preparation for employment. To achieve such a goal in addition to keeping inmates occupied at some meaningful work, institutions in most jurisdictions have resorted to industrial production. The purpose of such production should continue to correspond to the general goal of an institution which is to rehabilitate. It should not become a goal in itself. The Camp program seems to achieve a balance in respect to meaningful work and preparation for employment on the outside. The Committee was favourably impressed with the work done there. As in most jurisdictions it is very difficult to maintain a balance between the workload and the rehabilitation purposes. To ensure that the full potential of inmate work is achieved, some form of planning should be done with industry and labour. Institutions are not in the market to compete with labour or industry but merely to improve the training and work potential of individuals who eventually return to the labour force.



Recommendation

The Committee recommends that the Territorial Government establish an advisory committee made up of correctional administrators, private industry and labour with the task of developing the best means of providing meaningful work for the inmates of the Yellowknife complex of correctional institutions.

Social

The Yellowknife institutions are at a disadvantage in the social program area in comparison to southern institutions. They are situated far from the homes of a large percentage of the inmate population. Consequently, contact with the community by these inmates is next to impossible. The presence of female inmates provides an opportunity for social experience and the institution has been carrying on a program in this area. Some contacts are possible through sport events and visits by local citizen groups. Because of the special situation of the Yellowknife institutions this aspect of the program must be amplified. Otherwise a large number of inmates will have lost contact with the outside and their social living experiences will be so restricted as to make it impossible to feel comfortable in social situations when released. They may even go so far as to commit further offences to return to prison rather than face situations they no longer are able to handle.

Recommendation

The Committee recommends that the Corrections Service make a special and determined effort to establish more contacts with community groups and to facilitate social interaction between the inmates and the community.

Recreation

Recreation is needed, even in a jail. It serves to break the monotony of institutional life and can serve the rehabilitation aims of the institution. Some sports activities can provide needed social contacts and help individual inmates to acquire a feeling of achieving and self-confidence. Recreation also involves handicraft, art, drama, reading, etc. All of these activities can provide an outlet for energy and creativity, prevent boredom and even help some overcome emotional problems. The Committee firmly believes that these activities are useful and should be continued and, if possible, increased.

At present, space available for the recreation program is too limited and will become more inadequate when the size of the institution is enlarged and when the population is changed by the admission of offenders serving longer terms. The capacity of the institution was augmented from the original planned capacity and the average length of sentence already seems to be increasing. This trend is likely to be accentuated by a greater use of probation because only very serious offenders

serving longer terms are likely to be incarcerated. Certainly, nothing approaching adequate space was made available for arts and crafts.

#### Recommendation

The Committee recommends that space for the recreation program be increased.

#### Spiritual

The Yellowknife institutions are not large enough to justify more than part-time chaplaincy. They appear to be well served by the local ministers representative of the major faiths. The Committee has no recommendations to make in this matter. As in the case of the previous subject matter, the spiritual program can, in addition to providing for the spiritual needs of the inmates, serve for other purposes such as social interaction or educational purposes.

#### Space requirements in Yellowknife Correctional Institution

During the tour of the Yellowknife Institution and in discussions with staff at the institution, at headquarters and in some field offices, this Committee explored with those interviewed what are the advantages and disadvantages of the facility. There is no need to go into very much detail about some of the advantages and disadvantages. One advantage is that it is a small institution where an offender can get good care and attention,

where the offender is not crushed by a mass prison culture. Yet, its smallness means lack of space for diversification or staging of program. The Committee wishes to list a few other disadvantages or shortcomings of the institution without going into detail. Its general recommendation is that they receive attention and correction along with the other modifications previously recommended:

1) Office space is insufficient. In addition to the Superintendent and Deputy-Superintendent, the chief supervisor, the chief matron and other program chiefs should have enough office space where they can do their paper work and interview or counsel inmates. The general office at the institution entrance appears to be too small for the number of persons working there and subject to noise and interruptions.

2) Maximum security. This section serves too many functions in too small a space: i.e. offenders being admitted, holding persons on remand, disturbed inmates, inmates under punishment and those awaiting transportation elsewhere.

3) Storage space. Lack of storage space was obvious in most sections of the institution including the offices, classroom, vocational shop, dormitories, etc.

4) Visiting room. The space allotted for visitors and the inmates being visited is too small. When more than two groups have to be accommodated it is likely that no privacy is possible.

5) Lounge and locker-room space for staff. The Committee did not see any space allotted for this purpose. This could be an oversight in the tour arranged for the Committee.

14. PAROLE AND AFTER-CARE

(a) Parole

Parole is the means by which an inmate in a correctional institution can be released to serve the remainder of his sentence in the community. His release is usually subject to the conditions that he show some indication of reform and that he abide by the restrictions imposed by the parole authority. The only parole authority for the Northwest Territories is the National Parole Board in Ottawa which maintains a service regional office in Edmonton. The staff in this office is responsible for processing applications and making inquiries in each case. While the general responsibility for the case and authority over the parolee is in the hands of the Edmonton regional officer, the immediate supervision of the parolee is done by the Probation Service of the Northwest Territories.

The National Parole Board has jurisdiction in cases of offenders sentenced under any act of Canada except a child as defined by the Juvenile Delinquents Act. It does not have jurisdiction over offenders sentenced under provincial (territorial) and municipal statutes. Consequently, unless the territorial authority establishes its own parole board, these offenders cannot be released on parole. There may not be many such offenders serving sentences that are long enough to justify establishing a parole authority but the situation

whereby the federal government is responsible for deciding whether an inmate in a territorial institution should be granted parole is also very awkward and unnecessary. Paroling all offenders from territorial institutions should be the responsibility of a territorial parole authority except in cases of inmates who are a federal responsibility i.e. those serving two years or more. The Quimet Report<sup>1/</sup> has recommended such a development and this Committee takes the same view.

#### Recommendation

The Committee recommends that the Territorial government establish a parole authority responsible for the paroling of offenders sentenced under Territorial statutes and that it negotiate with the Federal authority for enabling legislation to take over the paroling of offenders under its authority. The appropriate provisions should be included in a Territorial Corrections Ordinance.

In view of the small number of offenders in the institutions, a parole authority in the Northwest Territories would not require any full time appointment and the preparation of cases could be coordinated by the probation staff in Yellowknife. A three-man board to decide on parole applications would not likely require much more than one meeting of a few hours' duration every month or so. The selection of board members should ensure representation from as many disciplines as possible with at least one representing corrections. This work could even be designated as a form

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<sup>1/</sup>  
Quimet Report page 283

of public service to be done without remuneration except for the payment of the expenses incurred.

A parole authority needs a service agency to provide case investigation and supervision of parolees. At present, the Probation Service does some of this work for the National Parole Service in Edmonton. Probation officers make community enquiries and exercise supervision over parolees released from Northwest Territories institutions as well as those released from southern institutions who come to the Territories to live and work. With a few adjustments, the Probation Service could do this work for a Territorial parole authority.

Enquiries by this Committee have revealed that very few inmates from the Yellowknife institutions have been released on parole. The institution staff indicated as much and the National Parole Service representative in Edmonton had this to say: "The volume of applications from the Yellowknife Correctional Institution has always been very low. The highest on record was ten cases in 1969. For some reason this has fallen off and there have only been three cases processed in 1970. Most of these cases resulted in paroles and it would appear that this is because the institution does a fair amount of counselling on a pre-selection basis, and therefore discourages applications in the poor cases."<sup>1/</sup> The institution staff have also offered another explanation to the

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<sup>1/</sup>

Personal communication from Edmonton Regional Representative. National Parole Service. September 22, 1970.

effect that use is made of work release rather than parole. This work release authority has been in the law since mid-1969 only and does not explain the earlier low parole rate. In the 1967-68 fiscal year there were two paroles from the Institution and one from the Camp but there is no mention of work release of any inmate during that year.<sup>1/</sup> In the following year, the institutional statistics do not mention parole releases at all but the Probation Service statistics show eleven persons on parole which would include those persons coming from southern Canada. On the other hand, work release was granted to 6 institution inmates, 6 camp inmates and 5 female inmates. In the next year 23 inmates were involved in work release and one in educational release.<sup>2/</sup>

Another possible explanation for the few parole releases could be that sentences are all too short to make a parole application worth making. In the case of sentences of less than three or four months, there is some justification for not preparing an inmate for early release on parole and for the inmate using all his time at the institution to improve his education or his vocational skills. Even in those cases, however, parole might be possible and very helpful. Although no statistics are available on the length of sentences being served in the Yellowknife complex of institutions, persons interviewed estimated the number of sentences longer than three months at more than forty in any year during which

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<sup>1/</sup> Annual Report of Corrections Service year ending March 31, 1968.

<sup>2/</sup> Annual Report of Corrections Service.



the institutions have been operating. The Committee can only conclude that parole has not been used to the extent that it should have been.

This Committee is also concerned that a bad situation is being created where there apparently is no hope of full parole release except work release which the statute limits to fifteen days. Work release is not a completely satisfactory substitute since it is limited in its application. In most cases, it applies only to those who can find work in the Yellowknife area and who have to be released at expiry of sentence soon after they enter the program. Those who could be paroled back to the far-away communities are unable to benefit.

#### Recommendation

The Committee recommends that more use be made of parole by more active preparation of inmates for earlier release, encouraging inmates to apply for parole and assisting inmates in making post-release plans to return to their communities.

Like probation, parole is a form of community treatment of offenders which has benefits for both the offenders and society. They are more quickly returned to their communities where they are helped to face their problems by supervisors. Those who find employment can maintain their families and contribute to the economy. Parole reduces the period of time they are cut off from family and community thus minimizing the deleterious effects of incarceration.

Another type of benefit accruing to society in general is the low cost of maintaining such an offender under control and supervision in the community as compared to incarceration. It is similar to probation in this respect.

(b) Work release

Work release authorized under the Prisons and Reformatories Act provides for the temporary absence of a prisoner from an institution for humanitarian reasons or to assist in the rehabilitation of a prisoner. This authority is granted to an official designated by the Lieutenant Governor of the province in which the prisoner is confined and limits the duration of any temporary absence to a period of fifteen days. There is no limitation set on the number of times such a temporary absence can be granted during a sentence. This statutory authority was not meant as a substitute for parole. If an inmate has employment and has demonstrated his ability to take on his responsibilities for one or two fifteen-day periods, he should be paroled. If the only difficulty preventing full release on parole is the lack of accommodation, it is still inappropriate to use a correctional institution for that purpose and other forms of accommodation must be developed. In this case, half-way house or hostel accommodation is the answer. This Committee has made recommendations on this matter in previous chapters.

The Northwest Territories Gaol regulations give authority to the Director of Corrections to allow inmates to work

or attend school or other institutions outside of the correctional institutions. Such releases are subject to terms and conditions. If such regulations have been or are being used for offenders sentenced under Territorial statutes only, this appears to be within the powers of the Territory but, for offenders sentenced under federal statutes, it would appear to be beyond these powers. A Correctional Ordinance should clearly outline these powers and supplement the powers made available under the parole section.

Recommendation

The Committee recommends that a Correctional Ordinance provide for work release as suggested above.

(c) After-care

"The term 'after-care' applies to programs intended to help the prison inmate bridge the gap between life in prison and life in the community."<sup>1/</sup> The Ouimet Report goes on to recommend that after-care services be recognized as an essential part of every prison system on the basis that treatment within prison and treatment on after-care must be viewed as aspects of a continuing process. It is generally recognized that the offender's return to the community is a serious test on his journey to rehabilitation. He usually needs guide posts and sustenance along the way. The difficulty lies in the fact that he has terminated his sentence and is not obliged to seek guidance or ask for assistance. Counselling or help cannot be forced

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<sup>1/</sup>  
Ouimet Report p. 369

onto him. It is, therefore, important to motivate him while he is detained to realistically assess his need for help and, if he so wishes, request it before release so that it will be available at the time he needs it most. Studies have shown that most recidivism takes place within a few months of release.

In most jurisdictions, "after-care" is handled by voluntary agencies directed by groups of citizens. In the Northwest Territories, no such organization exists. In consequence, the Probation Service has taken on this function. In the opinion of this Committee, it is the logical consequence of previous recommendations on parole matters that the Probation Service continue to do this work bearing in mind that the help cannot be forced upon the offender and that there are no legal sanctions, as in other aspects of probation and parole work, which can be applied if a person initially accepts help and then refuses to cooperate. To be effective in this work, the probation officers will require complete information about the inmate's progress in the institution, his release plans, his needs and problems. More important perhaps, they will require contacts with the inmate's community, must be able to assist him in finding employment or obtaining financial assistance if he is without work, be able to establish a contact with his family and friends, have hostel or other accommodation resources if required etc. All this will mean, as in probation, the necessity of developing a system of volunteers with the consequent public awareness of correctional

problems. Because there are no voluntary agencies in the Northwest Territories, it is incumbent on the Probation Service to develop interest in correctional matters amongst the citizens.

In view of the parole and after-care role proposed in this report, it is suggested that the name of the service be changed to reflect this role. Since the term "after-care" has the wider meaning which includes parole, it is suggested that this term be used.

#### Recommendation

The Committee recommends that (a) the Probation Service be renamed the Probation and After-care Service, (b) that this service develop its "after-care" capabilities along with the others in probation and parole, (c) that the proposed Correctional Ordinance provide for the use of this term.

## 15. STAFF DEVELOPMENT

To a large extent, people change because of other people. In correctional services, the staff are the principal change agents. Thus, the importance of developing staff who are aware, competent and devoted to the task of rehabilitation whether it is as a probation and after-care or correctional institution officer. In many cases, the probation and after-care officers and those working within institutions are working with the same offender at the same time. The work done by one must complement the work of the other. They cannot work at cross purposes but as a team. This is also true within institutions where the educators, the therapists, the administrators, supervisors and matrons have to plan and apply together the rehabilitation program of the offender.

Staff training must provide the knowledge that makes it possible to work efficiently together. It should impart knowledge about objectives and methods to obtain them. If staff cannot get training on a continuing basis to repeatedly make them aware what they must do, and how, as well as where they fit into the total picture, they will become frustrated and unresponsive. They must feel they participate and are doing an important part of the work.

W. T. McGrath,<sup>1/</sup> in his report on the Alberta corrections system, aptly stated the need for communication in staff

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<sup>1/</sup> W. T. McGrath. Report of the Alberta Penology Study. p. 187

training for correctional services:

"It is important that lateral and horizontal channels of communication be opened within the correctional services. Staff at all levels should participate in developing the system as a whole. This requires specific channels through which any staff suggestions can quickly reach the official responsible for planning, where they can be assessed and, if approved, implemented.

Staff doing the same job throughout the Province should be able to exchange information and share experience. This can be partly accomplished through written material but annual conferences that bring staff together are most important.

Staff should be able to keep in touch with developments in corrections, particularly in their own specialty, throughout Canada and in other countries. This can be accomplished through professional journals and other published literature, the circulation of a newsletter, attendance at conferences outside Alberta, workshops and lectures."

It is particularly important for staff in Northwest Territories correctional services to have an input into policy development and planning, to exchange information with colleagues within the services as well as keeping in touch with developments and with others working in the same field in other jurisdictions. Long distances, transportation and communication difficulties tend to so isolate staff from each other that a special participation effort must be made to achieve high morale and dedication.

The high turnover in the staff of correctional services in the past few years was reported to the Committee. It

is a very serious matter that also requires the special attention of the Department of Personnel. This department can assist the Corrections Service in the recruitment and training of staff. The assistance of this department could perhaps go a few steps further. A long-term plan for staff training should be developed and probably should be linked to an incentive pay scale which would provide some motivation for staff to take further academic training as well as in-service training.

#### Recommendation

The Committee recommends that the Corrections Service enter into discussions with the Department of Personnel to develop plans for recruitment and staff training as suggested above.

#### Native staff

Native staff in the correctional services are conspicuous by their absence. Only a few are now employed in some of the institutions. There are no natives working in probation. All kinds of reasons have been put forward to explain this situation but proposals to improve it have been very scarce.

The Committee does not consider that hiring native staff needs to be justified in any way but it wishes to recall a few reasons why they are essential. First of all the majority of the subjects in correctional institutions and on probation case-loads are themselves natives. Communication with them is impossible,



at least very difficult, if the service officers are not able to speak their language and understand their cultural characteristics. Their unique understanding of northern living conditions and cultures should be reflected in policy-making. The Territorial Administration has a policy of creating job opportunities for native people and correctional work should not be an exception. Employing native northerners should in the long run, ensure some stability and avoid the high staff turn-over now being experienced. Certainly, many more jobs within the service could be handled by natives.

Recruiting staff is the responsibility of the Personnel Department. In-service training is carried out by the Service involved. This arrangement does not seem to produce the complement of native staff that must be developed. On the one hand, there appears to be some difficulty in reaching native people through the Personnel Department competitions. Perhaps new communications media must be used to achieve this. On the other hand, the in-service training by the Corrections Service is, of necessity, brief and difficult to carry out because of the small size of the operation. In this respect, the Personnel Department should continue to place personnel resources at the disposal of the Corrections Service to assist in doing the job.

The education and training experience required of applicants should perhaps be adjusted or be made more flexible in

order to attract more native applicants. Whatever additional in-service training that this might require should be possible. In any event, the recruiting and training of native correctional workers should be more aggressively pursued. Except for the preceding comments, the Committee does not make any more specific recommendation than the one made earlier in this chapter.

#### Careers in Corrections

Staff development should be geared to creating the best conditions possible for a career in correctional work. Such conditions cannot be fully developed by the Corrections Service alone. It must interest other social institutions in the task. For example, the Education Department could assist in counselling young people to enter this field and in creating appropriate training courses leading to this type of work. The professions like the legal and medical and social work professions could provide an input into the planning and training for correctional work.

#### Recommendation

An advisory committee, including representatives from the above mentioned fields of interest, should be established to assist the Corrections Service in meeting its staff development objectives.

16. RESEARCH, PLANNING AND CITIZEN PARTICIPATION

The Northwest Territories Corrections Service is a small operation compared to the provincial or federal services but its need for review and assessment of its programs and effectiveness is just as important. Programs should constantly be reviewed to assess whether they are meeting the stated goals and also to find more effective ways of doing so.

The Committee's views on the data collection system have been expressed in previous chapters but some of the requirements of such a system bear repeating: 1) correctional data should be integrated into a system covering the total criminal justice field. 2) the system should assist in both research and planning. 3) statistical material should be available on short notice for use in planning. Parallel to the data collection system, there should be a communication system within the services for the transmission of staff ideas to those responsible for planning and research. These ideas can provide important leads to questions or problems in need of study and evaluation. The Corrections Service should perhaps consider creating a position of research and planning officer with other responsibilities such as staff training. These functions are not getting the full attention

they require. Accumulating research information from other jurisdictions is another aspect of this work that needs continuous and coordinated attention. A more thorough examination of these various aspects of the corrections work should be made than this Committee was able to do.

Some research is now being done on the inmate population of the Northwest Territories. The Service's annual reports have made mention of this work for the past few years. It is most important that the unique features of the northern offender population be studied in a scientifically coordinated manner. Consequently it is most important that this work be given more emphasis and resources be allotted to it.

#### Citizen participation

In several chapters of this report mention was made of the need to develop participation of citizens in the affairs of all correctional agencies. This Committee sees this as one of the first priorities of the Corrections Service for the next three to five years. Citizens and private and public agencies should become involved in specific aspects of correctional work as previously recommended. Their participation should not end there. All criminal justice agencies can benefit from citizen involvement through advisory committees. On this matter of advisory councils the Quimet Report stated: "Crime prevention and control is the

responsibility of the whole community. It follows that major groups in the community should be directly involved in planning the government's criminal justice programs, including criminal law and its enforcement and the correctional services. Also there are individuals in the community who possess special knowledge of particular value in such planning."<sup>1/</sup>

Recommendation

The Committee recommends that the Government of the Northwest Territories establish a Criminal Justice Advisory Council.

School Programs and the Law

Citizen interest in criminal justice should reach further. It should reach young people in the schools. The Department of Education should consider introducing a course in the schools on law and its underlying principles as well as on the institutions responsible for its application. Young people would gain some understanding of why laws must be obeyed. Some crime and delinquency prevention might result but this should not necessarily be the purpose of such a program.

Recommendation

The Committee recommends that the Department of Education consider introducing in the school curriculum a course on law, its underlying principles and the social institutions responsible for its application.

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<sup>1/</sup>  
Ouimet Report, page 430.

The need for understanding the law and how it is applied is possibly just as great in the adult population. Citizen interest in criminal justice should manifest itself in adult education programs. Some effort should be made to foster understanding of the law and the rights of citizens who find themselves in conflict with the law.

Recommendation

The Committee recommends that communities involved in adult education programs be encouraged by the Department of Education to include in their programs some basic information on law and its administration. The Department of Education should provide the instruction materials required.

17. SUMMARY OF CONCLUSIONS

In this report, the Corrections Study Committee proposes that the Government of the Northwest Territories reorient its corrections program along three different but converging directions:

1) The juvenile correctional services should be transferred to the child welfare program. The suggestion of the Committee is based on the view held by the great majority of those consulted that the northern juvenile offenders are responding to neglect situations much more than anything else. Also, they lack the criminal sophistication that would justify a special correctional program for them. At the same time, the Committee hopes that the Government will channel more resources into the child-care programs to ensure that a maximum delinquency prevention outcome is attained.

2) The Committee wishes to impress on the Northwest Territorial Government that community treatment of offenders has been underdeveloped. If priorities have to be established in the treatment of adult offenders, then probation, parole and after-care should be placed at the top of the list. While some modifications to institutions may be required to make them more efficient and to increase their capacity to handle offenders now

sent elsewhere, the emphasis on use of community facilities always should be kept in mind. Also, the Committee wishes to dispel any misunderstandings that may still exist about the "mobility" of the Yellowknife Correctional Camp. It is not recommended that such a camp be moved about the Territories just for the purpose of assisting communities to improve their tourist facilities. This is placing the wrong emphasis on the use of such a facility and it would remove it from easy access to community treatment facilities. That it remain close to the best possible community facilities is more important.

3). The Northwest Territorial Government should deliberately and dynamically embark on a program of citizen involvement in criminal justice. The core of such a program should be the selection, recruitment, training and use of volunteers in probation and after-care. The logical outcome of their involvement should lead to the formation of advisory bodies on various aspects of criminal justice. This Committee sees the mobilization of public support as an essential part of the future corrections program.

The present report is not seen as the end of a process of change and adaptation but only as the starting point. The Committee hopes that its proposals will meet with acceptance and it believes that their application will be beneficial. To attain the proposed objectives will require still more consultation



and discussion with people in corrections, the judiciary, law enforcement, other government departments, organized groups and individuals in the general public.

The Committee extends its gratitude to all those who gave of their time, energy and professional advice. Without their generous help, given in a spirit of good-will, this work would not have been possible.