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THE BAFFIN CORRECTIONAL CENTRE

Frobisher Bay N.W.T.



*A Review of Current
Programs and Alternatives
by
Harold W. Finkler*

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The Baffin Correctional Centre,
Frobisher Bay, NWT:
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May 1981

A report prepared for the Department of Health and Social Services, Government of the Northwest Territories, with the cooperation and support of the Northern Social Research Division, Indian and Northern Affairs.

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Harold W. Finkler

TABLE OF CONTENTS

Acknowledgements	2
Introduction	11
Chapter I The Baffin Correctional Centre: Program Development	24
Chapter II The Incidence of Crime and Offender Profile	31
Chapter III An Historical Review of the Centre's Program	70
Chapter IV Reaction to the Program and Related Issues	82
Chapter V Alternatives	90
References	103
Appendices	
Appendix A, Baffin Crime Statistics, 1975-80	106
Appendix B, Admissions to the Baffin Correctional Centre, 1975-80	138
Appendix C, Admissions to the Baffin Correctional Centre, 1980	149
Appendix D, Remand Statistics	171

List of Tables

1. Population Estimates by Community, Baffin Region, NWT, December 31, 1977 to 1979	18
2. Population Estimates, Ethnicity by Community, Baffin Region, NWT, December 31, 1978	19
3. Inuit Population Estimates, By Age and Sex, Baffin Region, NWT, December 31, 1978	21
4. Distribution of the Number of Actual Offences, By Offence Type, Baffin Region, NWT, 1975-80	34
5. Distribution of the Number of Actual Offences, Baffin Region, NWT, 1975-80	35
6. Percent Change of Total Number of Actual Offences, Baffin Region, NWT, 1975-80	37
7. Total Number of Actual Offences, By RCMP Detachment, Baffin Region, 1975-80	38
8. Population Estimates, By Number of Actual Offences, Percent of Population and Actual Offences, Offence Rates Per 1000 Population, and RCMP Detachment, Baffin Region, NWT, 1979	39
9. Distribution of the Number of Actual Offences, By Offence Type, Cape Dorset RCMP Detachment, NWT, 1975-80	107
10. Distribution of the Number of Actual Offences, Cape Dorset RCMP Detachment, NWT, 1975-80	108
11. Percent Change of Actual Offences, Cape Dorset RCMP Detachment, NWT, 1975-80	109
12. Distribution of the Number of Actual Offences, By Offence Type, Clyde River RCMP Detachment, NWT, 1975-80	110

13.	Distribution of the Number of Actual Offences, Clyde River RCMP Detachment, NWT, 1975-80	111
14.	Percent Change of Actual Offences, Clyde River RCMP Detachment, NWT, 1975-80	112
15.	Distribution of the Number of Actual Offences, By Offence Type, Frobisher Bay RCMP Detachment, NWT, 1975-80	113
16.	Distribution of the Number of Actual Offences, Frobisher Bay RCMP Detachment, NWT, 1975-80	114
17.	Percent Change of Actual Offences, Frobisher Bay RCMP Detachment, NWT, 1975-80	115
18.	Distribution of the Number of Actual Offences, Grise Fiord RCMP Detachment, NWT, 1975-80	116
19.	Distribution of the Number of Actual Offences, By Offence Type, Igloolik RCMP Detachment, NWT, 1975-80	117
20.	Distribution of the Number of Actual Offences, Igloolik RCMP Detachment, NWT, 1975-80	118
21.	Percent Change of Actual Offences, Igloolik RCMP Detachment, NWT, 1975-80	119
22.	Distribution of the Number of Actual Offences, By Offence Type, Lake Harbour RCMP Detachment, NWT, 1975-80	120
23.	Distribution of the Number of Actual Offences, Lake Harbour RCMP Detachment, NWT, 1975-80	121
24.	Percent Change of Actual Offences, Lake Harbour RCMP Detachment, NWT, 1975-80	122
25.	Distribution of the Number of Actual Offences, By Offence Type, Nanisivik RCMP Detachment, NWT, 1977-80	123

26.	Distribution of the Number of Actual Offences, Nanisivik RCMP Detachment, NWT, 1977-80	124
27.	Percent Change of Actual Offences, Nanisivik RCMP Detachment, NWT, 1977-80	125
28.	Distribution of the Number of Actual Offences, By Offence Type, Pangnirtung RCMP Detachment, NWT, 1975-80	126
29.	Distribution of the Number of Actual Offences, Pangnirtung RCMP Detachment, NWT, 1975-80	127
30.	Percent Change of Actual Offences, Pangnirtung RCMP Detachment, NWT, 1975-80 ...	128
31.	Distribution of the Number of Actual Offences, By Offence Type, Pond Inlet RCMP Detachment, NWT, 1975-80	129
32.	Distribution of the Number of Actual Offences, Pond Inlet RCMP Detachment, NWT, 1975-80	130
33.	Percent Change of Actual Offences, Pond Inlet RCMP Detachment, NWT, 1975-80	131
34.	Distribution of the Number of Actual Offences, By Offence Type, Resolute Bay RCMP Detachment, NWT, 1975-80	132
35.	Distribution of the Number of Actual Offences, Resolute Bay RCMP Detachment, NWT, 1975-70	133
36.	Percent Change of Actual Offences, Resolute Bay RCMP Detachment, NWT, 1975-80	134
37.	Distribution of the Number of Actual Offences, By Offence Type, Sanikiluaq RCMP Detachment, NWT, 1978-80	135
38.	Distribution of the Number of Actual Offences, Sanikiluaq RCMP Detachment, NWT, 1978-80	136

39.	Percent Change of Actual Offences, Sanikiluaq RCMP Detachment, NWT, 1978-80	137
40.	Number of Admissions, By Most Serious Offence, NWT Institutions, 1968-1980	49
41.	Percent Change of Admissions, NWT Institutions, 1968-80	50
42.	Number of Admissions, By Location Where Offence Occurred, NWT Institutions, 1968-1980	51
43.	Number of Admissions, By Ethnic Origin, NWT Institutions, 1968-80	53
44.	Number of Male Inuit Admissions, By Location Where Offence Occurred, NWT Institutions, 1968-80	54
45.	Number of Female Inuit Admissions, By Location Where Offence Occurred, NWT Institutions, 1968-1980	55
46.	Number of Offences For Admissions, By Distribution of Alcohol as a Factor in Offences, NWT Institutions, 1968-80	56
47.	Percent Change of Admissions, Baffin Correctional Centre, 1975-1980	58
48.	Number of Inuit Admissions, By Most Serious Offence, Baffin Correctional Centre, 1975-1980	139
49.	Number of Inuit Admissions, By Location Where Offence Occurred, Baffin Correctional Centre, 1975-1980	140
50.	Number of Inuit Admissions, By Type of Admission, Baffin Correctional Centre, 1975-1980	141
51.	Number of Inuit Admissions, By Type of Court, Baffin Correctional Centre, 1975-1980	142
52.	Number of Inuit Admissions, By Age, Baffin Correctional Centre, 1975-1980	143

53.	Number of Inuit Admissions, By Length of Most Serious Sentence, Baffin Correctional Centre, 1975-1980	144
54.	Number of Inuit Admissions, By In Default of Payment of Fine, Baffin Correctional Centre, 1975-1980	145
55.	Number of Inuit Admissions In Default of Payment of Fine, By Length of Time Served in Default, Baffin Correctional Centre, 1975-1980	146
56.	Number of Inuit Admissions, By Pre-Arrest Employment Status, Baffin Correctional Centre, 1975-1980	147
57.	Number of Admissions, By Type of Release, Baffin Correctional Centre, 1975-1980	148
58.	Most Serious Offence for Inuit Admissions, By Location Where Offence Occurred, Baffin Correctional Centre, 1980	150
59.	Most Serious Offence for Inuit Admissions, By Type of Admission, Baffin Correctional Centre, 1980	151
60.	Most Serious Offence for Inuit Admissions, By Total Number of Charges Within the Sentence That Constitutes the Aggregate Sentence, Baffin Correctional Centre, 1980 ...	152
61.	Most Serious Offence for Inuit Offenders, By Number of Previous Territorial Incarcerations, Baffin Correctional Centre, 1980	153
62.	Location of Court for Inuit Admissions, By Type of Court, Baffin Correctional Centre, 1980	154
63.	Most Serious Offence for Inuit Admissions, By Age on Admission, Baffin Correctional Centre, 1980	155
64.	Number of Previous Territorial Incarcerations for Inuit Offenders, By Age on Admission, Baffin Correctional Centre, 1980	156

65. Age on Admission for Inuit Admissions, By Total Number of Charges Within the Sentence That Constitutes the Aggregate Sentence, Baffin Correctional Centre, 1980	157
66. Most Serious Offence for Inuit Admissions, By Length of Sentence, Baffin Correctional Centre, 1980	158
67. Most Serious Offence for Inuit Admissions, By Marital Status, Baffin Correctional Centre, 1980	159
68. Age on Admission for Inuit Admissions, By Level of Education, Baffin Correctional Centre, 1980	160
69. Level of Education for Inuit Admissions, By Pre-Arrest Employment Status, Baffin Correctional Centre, 1980	161
70. Most Serious Offence for Inuit Admissions, By Level of Education, Baffin Correctional Centre, 1980	162
71. Most Serious Offence for Inuit Admissions, By Pre-Arrest Employment Status, Baffin Correctional Centre, 1980	163
72. Most Serious Offence for Inuit Admissions, By Usual Occupation, Baffin Correctional Centre, 1980	164
73. Usual Occupation for Inuit Admissions, By Pre-Arrest Employment Status, Baffin Correctional Centre, 1980	165
74. Number of Previous Territorial Incarcerations for Inuit Offenders, By Pre-Arrest Employment Status, Baffin Correctional Centre, 1980	166
75. Number of Previous Territorial Incarcerations for Inuit Offenders, By Usual Occupation, Baffin Correctional Centre, 1980	167
76. Number of Previous Territorial Incarcerations for Inuit Offenders, By Level of Education, Baffin Correctional Centre, 1980	168

77.	Most Serious Offence for Inuit Admissions, By Type of Release, Baffin Correctional Centre, 1980	169
78.	Number of Inuit Offenders, By Residence Location, Baffin Correctional Centre, 1975-1980	170
79.	Percent Change of Estimated Inuit Remands to the Yellowknife Correctional Centre, 1968-1978	172
80.	Estimated Number of Inuit Male Remands to the Yellowknife Correctional Centre, By Location Where Offence Occurred, 1968-1978	173
81.	Number of Remands to the Yellowknife Correctional Centre, By Length of Time in Custody, 1980	174
82.	Number of Remands to the Yellowknife Correctional Centre, By Most Serious Offence and Ethnic Origin, 1980	175
83.	Number of Inuit Male Remands to the Yellowknife Correctional Centre, By Residence Location, 1980	176
84.	Number of Inuit Male Remands from the Baffin Region to the Yellowknife Correctional Centre, By Most Serious Offence and Length of Time in Custody, 1980	177
85.	Number of Inuit Male Remands from the Baffin Region to the Yellowknife Correctional Centre, By Residence Location and Length of Time in Custody, 1980	178

INTRODUCTION

As part of the planning process for corrections in the NWT, it had become evident that a more detailed examination of institutional needs for the Baffin Region was required. To this end, the Department of Health and Social Services, GNWT, with the cooperation and support of the Northern Social Research Division, Indian and Northern Affairs, requested the author to undertake a review of the Baffin Correctional Centre, along with exploring alternatives in delivering regional institutional needs.

The resulting study, with its focus on institutional programs for adult male offenders, begins with a documentation of the Centre in terms of its program development, followed by an assessment of the regional incidence of crime and offender profile. This is followed by an historical review of the Centre's program; reaction to the program and related issues; and concludes with an examination of alternative thrusts for consideration in regional correctional planning.

Time constraints precluded studying the institutional requirements for female and juvenile offenders. However, regarding female offenders, while their placement at the NWT Correctional Centre for Women in Fort Smith, may be unsatisfactory in terms of the resulting dislocation from the Baffin milieu, the limited number of females warranting such intervention does not presently justify the establishment of a similar facility in the Baffin.

With respect to juvenile offenders, during the course of the study, the need for regional detention facilities for juveniles was brought to our attention. However, the research required to obtain the requisite information or an accurate reading of the parameters of the problem were beyond the scope and time constraints of this research. Furthermore, any such assessment is further complicated by the need to fully examine the implication for the Northwest Territories of the proposed Young Offenders Act and its requirement for specially designated residential facilities for the young offender.

Prior to the discussion of our findings, beginning with a documentation of the Centre's program development we would like to make these comments regarding the methodology and setting of the research. Specifically, the following outlines the strategies and limitations in gathering the required documentation, qualitative material and data to operationalize our review of the Baffin Correctional Centre.

METHODOLOGY

First, in addition to a review of the literature, administration and organizational files pertaining to the Baffin Correctional Centre, maintained at Corrections Services in Yellowknife, as well as those at the Baffin Correctional Centre in Frobisher Bay, were gathered. Secondly, toward an assessment of the regional incidence of crime, Frobisher Bay R.C.M.P. Sub-Division Crime Statistics were obtained for the period 1975-80. Regarding the offender profile, we analyzed specific variables involving all admissions to NWT correctional institutions, 1968-1980, and undertook an in-depth review of all admissions to the Baffin Correctional Centre, 1975-1980.

However, due to the absence of a readily available judicial data base, we did not analyze regional court statistics involving all offences appearing before the different levels of the judiciary. This is an important omission in our analysis, particularly as it precludes an examination of sentencing patterns in regards to the proportion institutional sentences comprise the total, or the distribution of non-institutional measures.

A critical phase in operationalizing the review rested in our three month field work in the Baffin Region, October 1980 to January 1981; with our base in Frobisher Bay the point of departure for extensive travel to communities throughout the Region. One of the main purposes of this phase was to inform the communities about the issues related to the review of the Baffin Correctional Centre, and through individual and group meetings, provide an opportunity for their input into the research through the expression of their views regarding offenders and social control, and more specifically, the Centre's program, expectations, related issues and potential for future involvement. We concur with the Task Force On The Creation Of An Integrated Canadian Corrections Service (1977) that the "success of any future corrections policy will depend to a large extent on public acceptance and support" (p.4). Consequently, we pursued the medium of community consultations in the belief that the resulting dialogue would also contribute to sensitizing them about correctional issues and re-establish that vital level of community involvement in social control.

Information about the review and the provision for community consultation was disseminated through the means of a regional government press release; an article appearing in the Frobisher Bay based regional weekly, Nunatsiaq News; a series of shows and interviews about corrections broadcast on CBC Radio Frobisher Bay; along with related coverage on community radio stations. Apart from public, group, and committee meetings, as well as radio phone-in shows in the various communities,

approximately 200 personal interviews were conducted. In addition, formal presentations were made to regional delegates attending the Baffin Region Alcohol and Drug Annual Conference in Pangnirtung during mid-November 1980, and to the eighth session of the Baffin Regional Council in Cape Dorset during the end of March 1981.

Those participating in the review comprised representatives from the following:

- Legislative Assembly of the Northwest Territories
- Baffin Regional Council
- Community Councils
- Baffin Region Inuit Association
- GNWT Departments (Health and Social Services; Education; Economic Development; Public Works; etc.)
- Royal Canadian Mounted Police
- Judiciary
- Legal Aid/Legal Profession
- Baffin Correctional Centre
- Yellowknife Correctional Centre
- South Mackenzie Correctional Centre
- Present and former Inmates
- Social Workers
- Social Service and Field Service Officers
- Social Assistance Appeal Committees
- Alcohol Education Committees
- Medical Services
- Mental Health Services
- Cultural Associations
- Clergy
- Other Citizen Committees
- Concerned citizens
- Local entrepreneurs/cooperatives
- Media

While the major thrust of our field consultation was concentrated in Frobisher Bay, the location for the Baffin Correctional Centre, half of our time was spent travelling to the other communities in the region. Initially, the disproportionate number of Frobisher Bay offenders, comprising the major portion of Baffin admissions to correctional institutions, confined the community consultation behind the creation of the centre to that community. However, the increasing proportion of admissions from the other communities has necessitated regional involvement in the review and consideration of alternative thrusts. To that end, consultations were undertaken in the following communities: Pangnirtung, Broughton Island, Clyde River, Pond Inlet, Igloolik, Hall Beach, Cape Dorset, and Sanikiluaq. Regretfully, weather conditions, flight availability, and time constraints precluded our meeting with the communities of Lake Harbour, Arctic Bay, Grise Fiord and

Resolute Bay. However, some consultation with their representatives was effected as a consequence of our presentation to regional delegates attending the annual alcohol conference and eighth session of the Baffin Regional Council.

In addition to the above schedule in our community consultation, meetings were held in Rankin Inlet; as well as in Yellowknife and Hay River, the location for the Yellowknife Correctional Centre, and the South Mackenzie Correctional Centre, respectively. Unfortunately, we did not have time to initiate contact with the communities in the Arctic Coast, or extend our consultation in the Keewatin. With the emergence of admissions to correctional institutions from these regions, it would have been worthwhile to have some indication as to their level of tolerance toward offenders, along with their views regarding the Centre's programs, and alternatives.

THE SETTING

The Northwest Territories, illustrated in the map in Figure 1, comprises 3,376,698 sq. km (1,304,903 sq. miles) or one third the total area of Canada. Despite its vastness, in 1979 its culturally diverse and majority native population (61.7%) numbered only 46,063 inhabitants. According to the Bureau of Statistics, GNWT, the distribution of this population by ethnicity comprised 8,433 (18.3%) Indian; 15,489 (33.6%) Inuit; approximately 4,500 (9.8%) Metis; and 17,641 (38.3%) Other.

The Baffin Region, as shown in the map in Figure 2, containing 13 communities, is predominated by Baffin Island, constituting an area of 476,068 sq. km (183,810 sq. miles). The population estimate for 1980, mainly Inuit, comprised 8,306, with a concentration in the community of Frobisher Bay, and the remainder scattered in Arctic Bay, Broughton Island, Cape Dorset, Clyde River, Grise Fiord, Hall Beach, Igloolik, Lake Harbour, the mining community of Nanisivik in proximity to Arctic Bay, Pangnirtung, Pond Inlet, Resolute Bay, and Sanikiluaq.

Regarding population estimates prepared by the Bureau of Statistics, GNWT, Table 1 presents population estimates by community for the Baffin Region over the period December 31, 1977 to 1979. The table indicates relatively small population gains along with some net out-migration. With respect to ethnicity by community, Table 2, drawn from statistical cross-tabulations compiled by the Statistics Section, GNWT, illustrates the most recent available population estimates for ethnicity by community in the Baffin Region, December 31, 1978. Specifically, it reveals that in 1978 Inuit comprised 81.4% of the regional population surpassing this percentage for all communities with the exception of being under represented in Nanisivik, and somewhat reduced with respect to Frobisher Bay, representing 63.1% of the estimated total.

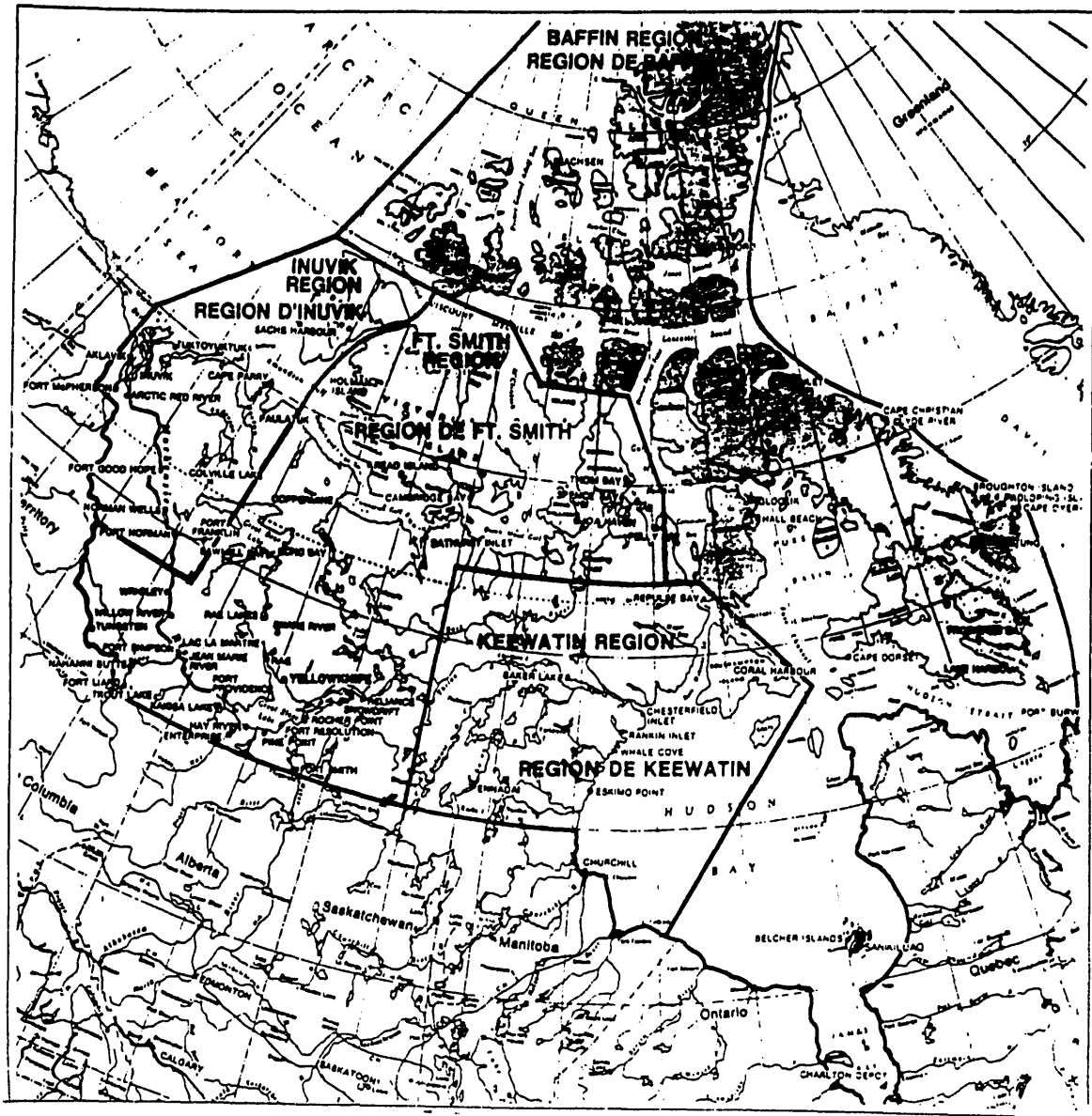


Figure 1 - Map of the Northwest Territories

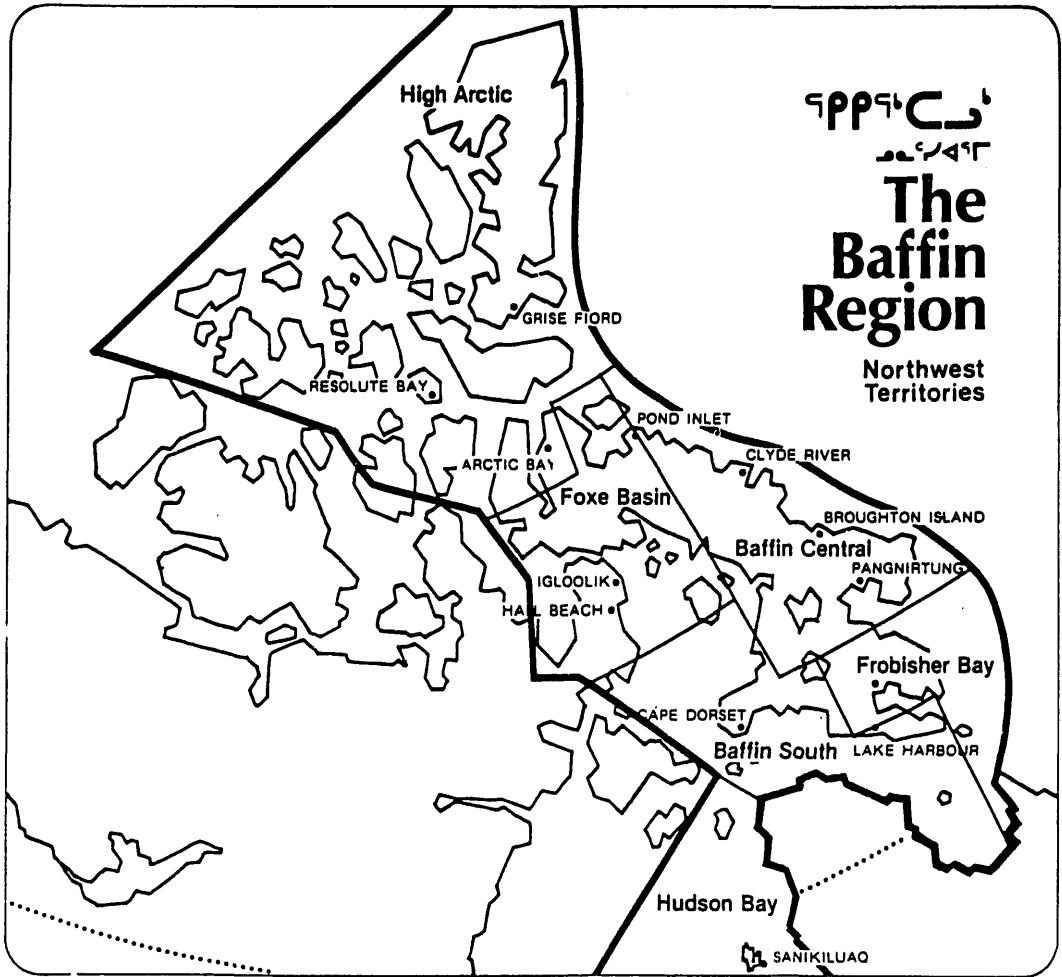


Figure 2 - Map of the Baffin Region

TABLE 1

POPULATION ESTIMATES BY COMMUNITY, BAFFIN REGION, NWT, DECEMBER 31, 1977 TO 1979¹

Community	Population			Percentage Change	
	1977	1978	1979	1978/77	1979/78
<u>BAFFIN</u>	7987	8168	8233	2.3	0.8
Arctic Bay	414	403	377	-2.7	-6.5
Broughton Island	348	329	314	-5.5	-4.6
Cape Dorset	684	693	725	1.3	4.6
Clyde River	412	411	443	-0.2	7.8
Frobisher Bay	2423	2490	2454	2.8	-1.4
Grise Fiord	95	99	95	4.2	-4.0
Hall Beach	349	396	396	13.5	
Igloolik	737	753	766	2.2	1.7
Lake Harbour	268	301	300	12.3	-0.3
Nanisivik	264	273	291	3.4	6.6
Pangnirtung	872	878	909	0.7	3.5
Pond Inlet	620	649	652	4.7	0.5
Resolute Bay	181	167	177	-7.7	6.0
Sanikiluaq	320	326	334	1.9	2.5

¹Source: Bureau of Statistics, Government of the NWT (1980). Population Estimates December 1979. Yellowknife: Department of Information (GNWT).

TABLE 2

POPULATION ESTIMATES, ETHNICITY BY COMMUNITY, BAFFIN REGION, NWT,
DECEMBER 31, 1978¹

Community	Ethnicity				Total N
	Inuit		Other		
	N	%	N	%	
Arctic Bay	383	95.0	20	5.0	403
Broughton Island	313	95.1	16	4.9	329
Cape Dorset	650	93.8	43	6.2	693
Clyde River	382	92.9	29	7.1	411
Frobisher Bay ²	1572	63.1	918	36.9	2490
Hall Beach	379	95.7	17	4.3	396
Igloolik	715	95.0	38	5.0	753
Lake Harbour	279	92.7	22	7.3	301
Nanisivik	34	12.5	239	87.5	273
Pangnirtung	789	89.9	89	10.1	878
Pond Inlet	596	91.8	53	8.2	649
Sanikiluaq	316	96.9	10	3.1	326
Residual ³	238	89.5	28	10.5	266
BAFFIN TOTAL	6646	81.4	1522	18.6	8168

¹Source: Statistics Section, Government of the NWT (1979).
Population Estimates: Statistical Cross Tabulations,
Northwest Territories, December 31, 1978. Yellowknife:
Department of Planning and Program Evaluation (GNWT).

²According to the Bureau of Statistics, GNWT, the number for the non-Inuit or other population was overestimated by 203 in the original publication; and therefore we have revised this number to 918.

³This grouping comprises communities with populations less than 200 persons.

Further cross-tabulations of regional population estimates for 1978 are presented in Table 3 in regards to Inuit population estimates by age and sex in the Baffin Region, NWT. The table shows an almost equal distribution by sex with Inuit males comprising 50.8% of the total as compared to 49.2% for Inuit females. Furthermore, 57.8% of the total Inuit regional population estimated for 1978 was under 20 years of age, with a general decline thereafter for both sexes in each age group.

We will conclude our introduction to the Baffin setting with a brief description of the municipality of Frobisher Bay; since 1974, the site of the Baffin Correctional Centre. Frobisher Bay, including the satellite community of Apex situated some 5 km from the town centre, is located at 63°44' North, 68°28' West on southern Baffin Island, at the head of Frobisher Bay, near the mouth of the Sylvia Grinnel River. Regarding its population, the Bureau of Statistics, GNWT, in its preliminary figures for 1980, has estimated its total at 2433, with no figures yet available for distribution by ethnicity. However, on the basis of the tabulations in Table 2, where Inuit in Frobisher Bay comprised 63.1% of the total in 1978 as compared to 36.9% of the non-Inuit population, we are assuming a relatively similar ethnic distribution in the 1980 population.

Though the Hudson's Bay Company maintained a trading post at Ward Inlet, near Frobisher Bay, since 1914, the present community, named after the English explorer Sir Martin Frobisher, was established in 1942 as a result of the installation of a U.S. Air Force airstrip at the head of Koojesse Inlet. A new 9000' asphalt strip was constructed by the United States Air Force in 1955 during the build up of Strategic Air Command Base and Frobisher Bay became the main logistics centre for the construction of the D.E.W. Line. A significant growth in the civilian population occurred during the middle and late 1950's and 1960's as a result of Inuit migration from the outlying settlements, particularly Lake Harbour, Cape Dorset and Pangnirtung. This stemmed from a desire to participate and share in the benefits of an intensive phase in construction and development in the area, highlighted with the 1970 opening of a multi-million dollar town complex on Astro Hill. On April 1, 1971, Frobisher Bay became incorporated as a hamlet, and as a village, on April 1, 1974, and as a town on Oct. 1, 1980.

Frobisher Bay, with the largest concentration of Inuit in the NWT, is the administrative headquarters of the Territorial Government for the Baffin Region, along with being the communications, transport, and business centre for the Eastern Arctic. At the federal level, represented departments include Environment; Health and Welfare; Indian and Northern Affairs; Northern Canada Power Commission; the Post Office; and the

TABLE 3

INUIT POPULATION ESTIMATES, BY AGE AND SEX, BAFFIN REGION, NWT, DECEMBER 31, 1978¹

Sex	Age Group														Total
	0-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65+	
Male	562	509	513	355	269	276	211	183	144	111	81	76	36	50	3374
Female	518	500	523	362	271	277	199	180	145	98	62	56	30	52	3272
TOTAL ²	1079	1008	1037	717	539	553	410	363	288	209	142	131	66	103	6646

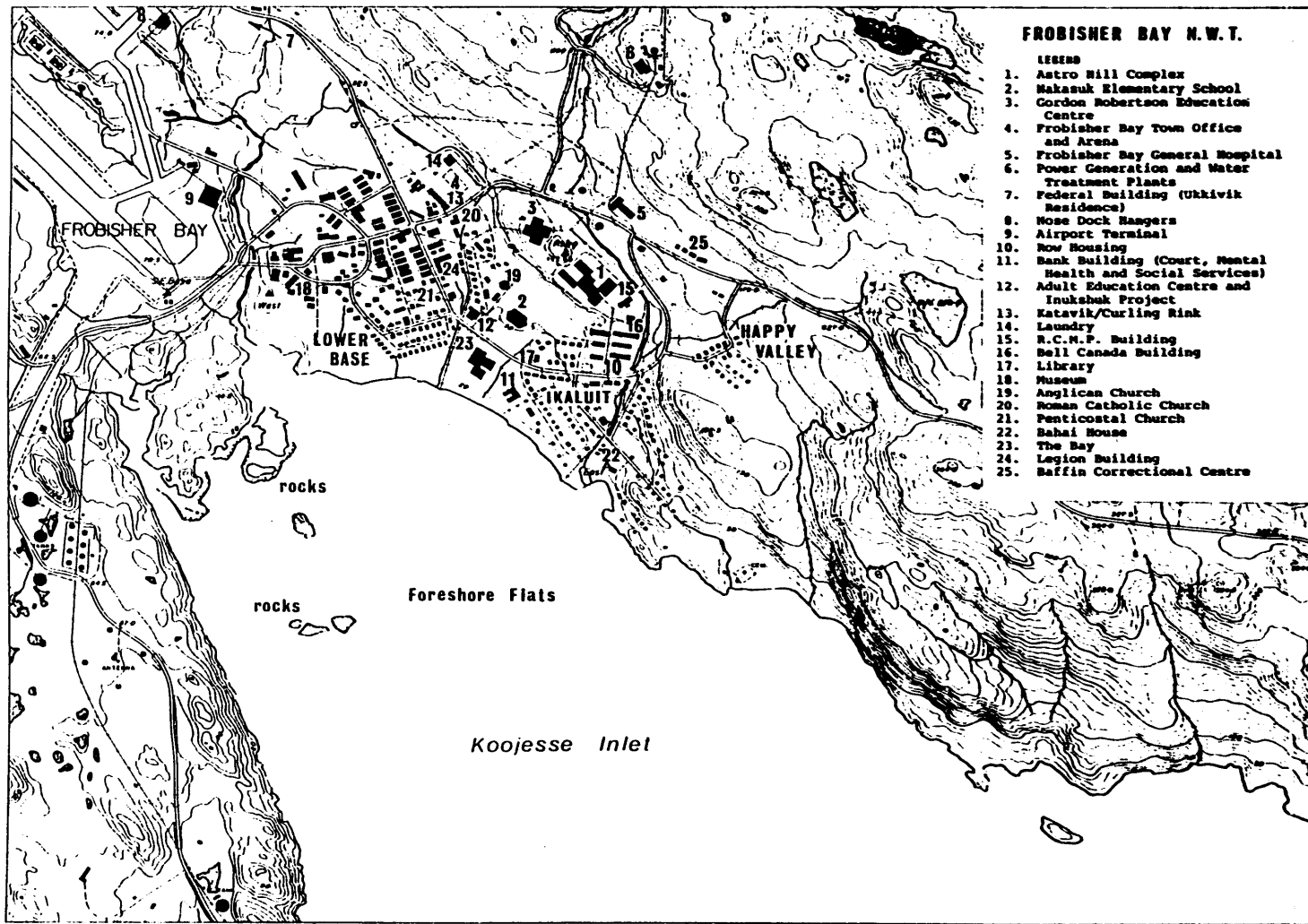
¹Source: Statistics Section, Government of the NWT (1979).
Population Estimates: Statistical Cross Tabulations,
Northwest Territories, December 31, 1978. Yellowknife:
 Department of Planning and Program Evaluation (GNWT).

²According to the Statistics Section, due to rounding, some totals are not the sum of all their individual cells.

R.C.M.P., sub-division headquarters, local and air detachments. As a result, the primary source of employment is in those positions providing the administrative or other services to the community on a wage labour basis. It is partially due to the existence of these services and resources that it was decided to situate the Baffin Correctional Centre in Frobisher Bay as opposed to a more remote setting in the region (Finkler, 1976). Number 25 in Figure 3, a map of Frobisher Bay, illustrates the location of the Baffin Correctional Centre on a site intended to be within ready access to the community.

This concludes our introduction to the research, entailing its terms of reference, methodology and setting. The following chapter, a documentation of the Baffin Correctional Centre in terms of its program development, provides the background to our subsequent historical review of its program.

Figure 3 - Map of Frobisher Bay, N.W.T.



CHAPTER I
THE BAFFIN CORRECTIONAL CENTRE:
PROGRAM DEVELOPMENT

Our documentation of the Baffin Correctional Centre, in terms of its program development, begins with a background to territorial institutional services. This is followed by a review of developments in the establishment of regional community correctional centres, the preliminary to our subsequent discussion on the opening of the Baffin Correctional Centre.

A BACKGROUND TO TERRITORIAL INSTITUTIONAL SERVICES

Prior to the establishment of the territorial corrections program in 1966-67, with its responsibility for probation, parole, and aftercare, as well as adult institutional services, the only facilities available for the short term incarceration of adult offenders were the jails in R.C.M.P. detachments and the larger guard rooms at sub-divisional headquarters in Fort Smith, Inuvik and Frobisher Bay (Finkler, 1976; Wilkins, 1972). Those with longer sentences than three or six months were incarcerated in southern provincial institutions such as Rideau Industrial Farm in Burritt's Rapids, Ontario; whereas offenders with sentences of two years or more, were imprisoned in federal penitentiaries such as Prince Albert Penitentiary. However, in 1967, adult correctional facilities in the Northwest Territories were established in Yellowknife, with the February 20th opening of the Yellowknife Correctional Institution, a small medium - maximum security institution for both male and female offenders with sentences up to two years, and the Yellowknife Correctional Camp, a work camp for male offenders.

While the institutions endeavoured to discharge their responsibility for the custody of the offender, their first objective was his rehabilitation. However, with the gap in cross-cultural models to effect the appropriate intervention with a predominant native offender population, these initial years, according to C.F. Wilkins (1972), reflected experimentation in institutional strategies. Consequently, "in the absence of proven methods it was expedient to employ southern techniques, adjusting them to native needs, with the goal of developing the best possible correctional program for Northerners" (Wilkins, 1972, p.4).

Toward the formulation of a more appropriate corrections policy for the Northwest Territories, in 1970, the Jubinville Commission was charged with the task of program review and recommendations for change. Significantly, one of Jubinville's (1971) recommendations for the enactment of territorial legislation for the correctional treatment of adult offenders, materialized in the passage of An Ordinance Respecting Correctional Services, 1973, entrusting the territorial government with full and complete jurisdiction

over the administration of corrections in the NWT. Furthermore, and also in line with another of the Commission's recommendation, this legislation, through Section 31, authorizes the Commissioner to enter into agreements with the Government of Canada for the retention of northerners, subject to their suitability, whose sentences previously warranted their incarceration in a penitentiary.

In addition, Section 3(2) of the above Ordinance clearly entrenched into legislation the following statement of purpose of the Corrections Service in the Northwest Territories. "The purpose of the Corrections Service is the correction and treatment of offenders against the law and protection of the community by

- a. providing, when requested by a court, information respecting the background of offenders prior to sentencing;
- b. offering probation and parole supervision, and counselling and aftercare services to offenders against the law;
- c. providing for the safe custody and detention of inmates in a correctional centre;
- d. providing supervision, treatment and training of inmates with a view to their rehabilitation; and
- e. promoting and assisting programs designed to prevent and diminish crime within the community".

DEVELOPMENTS IN THE ESTABLISHMENT OF REGIONAL COMMUNITY CORRECTIONAL CENTRES

Following Jubinville's additional recommendations regarding program upgrading and physical modifications for the Yellowknife Correctional Centre, in 1971, the Corrections Service focussed its attention on the Centre's architectural requirements for the optimal delivery of program need. It was during the course of this exercise that further issues were raised.

Specifically, McReynolds (1971), a consultant in correctional environment planning, in his study of the Yellowknife Correctional Centre, questioned the effectiveness of its program to rehabilitate the indigenous offender. In a subsequent study (McReynolds, 1972), he partially attributed the lack of success in existing institutional intervention strategies to the resulting dislocation of offenders from their home communities, particularly the disorientation suffered by Inuit offenders from the Baffin Region. Furthermore, he found that Inuit offenders from the Frobisher Bay area, over a period from 1967 to 1971, comprised the largest increase

of inmates to the Centre of any region in the N.W.T. Consequently, he recommended that "a further study should be undertaken immediately to determine the program content, staff resources and organization, physical plant requirement and location for a modest facility in the Frobisher Bay Region" (p.11).

Subsequent research (Finkler, 1976) at the Yellowknife Correctional Centre confirmed the previous findings. Discussions with staff and inmates, supported by observations, raised doubts about the Centre's rehabilitative capability. Furthermore, "in addition to the criticism of Inuit and other inmates about the limited program, the absence of Inuit staff, and a loneliness due to their removal from their community to a remote institution precluding any visits from relatives and friends, several felt that they learned bad habits from some of the more sophisticated inmates" (p.126).

The above factors, combined with a commitment toward the correction of the offender through short-term, intensive institutional treatment within the community closest to his place of residence, materialized in a policy for decentralized correctional services with the following objectives:

- "(a) Permitting the offender to continue or obtain gainful employment;
- (b) the maintenance of family and social contacts, and often the resolution of problems bearing on eventual rehabilitation of the subject;
- (c) the limiting or avoidance of possible language barriers if the offender were to be dislocated;
- (d) reducing of the travel and escort costs resulting from incarceration in the Yellowknife Centre;
- (e) the reduction of the dangerous consequences of over population at the Yellowknife Correctional Centre" (Wilkins, 1973, p.2).

Following additional study and consultation in Frobisher Bay to identify correctional needs for the Baffin Region (McReynolds, 1973), the Department of Social Development approved the establishment of the Baffin Correctional Centre in Frobisher Bay. According to Wilkins (1973), the Yellowknife Correctional Centre was to remain the primary correctional facility for offenders with longer sentences, or those requiring greater security or specialized treatment needs, or in being in proximity to the offender's residence. Along with the opening of the Baffin Correctional Centre - *Ikajurtauvik* (Inuktitut for a place to get help), on April 15,

1974, another regional facility, the South Mackenzie Correctional Centre in Hay River, commenced its operations in November 1974.

THE BAFFIN CORRECTIONAL CENTRE - IKAJURTAUVIK

Prior to our discussion of the Centre's program development, we would like to refer to previous field research (Finkler, 1976) describing the factors related to its location in Frobisher Bay. Specifically, "there was some resistance at first to the location of the centre in Frobisher Bay on the part of a number of residents who believed that the reputation of the community would suffer if it were established in the area, and that it would be better to isolate these offenders in another community, such as Coral Harbour. However, the Department of Social Development held to its conviction that the centre should be situated where the majority of the offenders lived and in a community where adequate resources existed. Some of the agents of socio-legal control were also concerned about the fact that inmates, as a result of correctional extension programs or passes, would be permitted to circulate unsupervised throughout the community. While non-Inuit tended to be more hesitant than Inuit in their acceptance of inmate participation in the socio-economic life of the community, in general, resistance toward the centre declined as people became more fully aware of its program and objectives.

Structurally, this open community-based institution, devoid of any physical security features, and built of five portable classrooms from the old Sir Martin Frobisher School, was established on a site south of the hospital, within ready access to the community. Initially, it was proposed that the centre be located on the outskirts of town, a distance away from the community. This suggestion was rejected, as well as the idea of hooking all the buildings together, since it was felt that this would make the centre too conspicuous and not blend in with the community as it does now" (p.128-129).

Within the aforementioned terms of reference for the Corrections Service and decentralized community correctional centres, and following consultation with socio-legal and community resources, the following objectives were established for the Baffin Correctional Centre:

- "1. To foster in the Inuit offender an improved self-esteem relative to his cultural background.

2. To teach the offender skills and mechanisms necessary to successful community life in the Eastern Arctic.
3. To promote a public awareness of the problems of criminal justice and corrections and to secure maximum feasible citizen participation in these processes.
4. To activate the public and concerned agencies and to co-operate with them in the provision of appropriate preventive and aftercare services to the community.
5. To promote responsible innovation in corrections by initiating and conducting pilot programs and assessing their efficacy" (Britton, 1973, p.1).

In recognition of the fact that Inuit comprise the majority of those coming to the attention of socio-legal agencies, the Centre's program is oriented to Inuit offenders, and delivered by a predominantly Inuit staff. Specifically, "the program at the centre is unique in that it is specifically designed for the rehabilitation of Inuit offenders and their successful re-entry into the community of Frobisher Bay by motivating them to emulate the positive Inuit models in the community. These Inuit models, while engaged in wage labour, are regarded by the community as good hunters and acknowledged for their traditional values and abilities on the land, not primarily for their occupational skills. Accordingly, Britton (1973) has stated that the program endeavours to help the member to derive "his identity and self-esteem from his traditional abilities" through his association "with staff members who are models of this life style" (p.2). Hence the centre, entitled, *Ikajurtauvik, Inuktitut* for "a place to get help", is geared for those Inuit who, casualties of the interface of Inuit and Euro-Canadian cultures, are characterized by their limited educational or vocational training, inadequate housing, unstable family relationships, sporadic record of employment, and "undeveloped knowledge of the Inuit traditional masculine role and its requisite skills" (Britton, 1973, p.1).

Upon his admission to one of the dormitories, a member proceeds through a series of stages within the program. His movement through the program is determined by his motivation or willingness to learn, as well as through assessments of his performance made by staff and fellow members. At the beginning he is *nattii* or a person who needs to be taught, at which stage there is a great emphasis on his participation in the Outward Bound or hunting program. During this initial phase, staff endeavours to teach the member the basic

traditional skills essential to life on the land, through which the member is able to derive some satisfaction or self-esteem as an Inuk. When he has shown some progress in learning and acquiring an Inuit identity, he becomes an *setuk* or someone who has made progress. At this stage his responsibilities as well as privileges are increased, including his promotion to a single room. On completion of his stay, he becomes an *otiyuna* or a person who has had a full life. These individuals are the graduates of the program and every effort is made to encourage their continued association with the centre as either staff members, which has occurred, or contributing to the program as volunteers.

While the Outward Bound or land program is a major part of a member's rehabilitation, every member is placed to work, or as a trainee, in the community to develop his occupational skills at which time he is also made aware of his responsibilities since those gainfully employed are expected to pay for their room and board". (Finkler, 1976, p. 129-130).

This concludes our discussion on the background to the establishment of the Baffin Correctional Centre and its program development. However, before proceeding with our historical review of its program, we will analyze the regional incidence of crime and offender profile.

CHAPTER II
THE INCIDENCE OF CRIME AND OFFENDER PROFILE

Toward an understanding of the rationale behind the Centre's program development and the issues surrounding the direction and delivery of its services over time, we present a review of the regional incidence of crime, and offender profile of admissions to the Baffin Correctional Centre. Significantly, such information determines "the total demand for service and in part defines the range of services which are required" (Government of Saskatchewan, Department of Social Services, 1975, p. 28).

THE INCIDENCE OF CRIME IN THE BAFFIN REGION

Prior to our examination of the regional incidence of crime, primarily on the basis of actual offences known to the police and proven to be founded, the following entails a brief synopsis of the trends in criminality in the Northwest Territories.

In reference to our earlier review on the emergence of new patterns of deviance in the N.W.T. (Finkler, 1976), "the 1960's have seen a dramatic rise in violations of the Criminal Code, federal statutes, and territorial ordinances in the Northwest Territories, with offences against the Liquor and Motor Vehicle Ordinances, according to Jubinville (1971), comprising approximately 50 percent of the total. Aside from the predominance of violations of the Liquor Ordinance (the Honigmanns, 1965; R.C.M.P. Annual Report, 1962; Slobodin, 1966), liquor has been a contributing factor in offences against the Criminal Code, such as rape or attempted rape, indecent assault (Morrow, 1970); assault, breaking and entering and petty theft (R.C.M.P. Annual Report, 1966; Solicitor General Annual Report, 1968/69). In addition to an increase in liquor violations, offences against the person, mostly within the family unit (McReynolds, 1972), and property offences, the Annual Report by the Solicitor-General for 1970/71 cites the emergence in the Northwest Territories of non-medical use of drugs, particularly in the larger northern communities. However, it is essential to realize that the more serious offences such as murder, manslaughter, rape, assault and robbery comprise only a small portion of the total number of offences committed in the Northwest Territories" (p. 22-23).

While both Jubinville (1971) and Hobart (1978) found the rates in crime in the N.W.T. to be higher in their comparison with the rest of Canada, partially attributed to the greater efficiency in police detection in small and isolated communities, the incidence of serious offences has remained lower. This continuing trend has been confirmed by the R.C.M.P. (Solicitor-General, Annual Report, 1979-1980), who state that the majority of incidents coming to their attention are minor and related to the abuse of alcohol. Specifically, according

to the Annual Report (1979-1980), "crime in the Northwest Territories refers mainly to disorderliness and minor anti-social behaviour and is distinct from the normal concept of crime in which premeditation is a key ingredient" (p. 39).

Our socio-legal analysis of the regional incidence of criminality is primarily based on the examination of crime statistics for R.C.M.P. detachments in the Baffin Region compiled by the Frobisher Bay Sub/Division for the period 1975 to 1980. For the purpose of this analysis we have selected the number of actual offences proven to be founded from the total number of offences reported or known to the police. While the unit of crimes known to the police is an inadequate index of the true crime rate because of its inability to measure the volume of undetected or unreported crime, its proximity to the offence itself makes it a more reliable index of criminality in an area than judicial and correctional statistics. These descriptive statistics are also examined within the context of the findings from our community consultations throughout the Baffin Region.

Regarding the regional distribution of the number of actual offences, by offence type, 1975-80, Table 4 reveals a concentration of violations under territorial ordinances/municipal by-laws though surpassed by against property offences in 1978, ranging from a peak of 48.6% in 1975, to a low of 28.1% in 1978, with gradual annual increases thereafter. This was followed by offences against property, reflecting annual increases from its low of 17.9% in 1975, to a high of 29.8% in 1978, and showing slight annual decreases in 1979 and 1980; other criminal code, fluctuating from 13.9% in 1975, to 17.9% in 1978; and against the person and sexual offences, ranging from 9.8% in 1980, to equal distributions of 14.8% in 1976 and 1977. The remaining categories in order of frequency comprised violations under traffic enforcement; and other federal statutes, until it was surpassed in 1978 by the increase in drug offences.

Table 5, reflecting the distribution of the number of actual offences, Baffin Region, 1975-80, reveals that violations under the Liquor Ordinance comprise the significant number of offences under territorial ordinances/municipal by-laws, ranging from 48.0% of the total number of actual offences in 1975, to a low of 23.9% in 1977, and increasing to its current level of 39.2% in 1980. On examination of the categories against property, other criminal code, and against the person and sexual offences, we find that they are predominated by breaking and entering and theft under \$200, wilful damage, and assaults (not indecent), respectively. It should be noted that prior to January 1, 1977, detailed breakdowns for the drug category were not reported. Also, we have included offensive weapons within our category of against the person.

TABLE 4

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, BAFFIN REGION, NWT, 1975-80

Offence Type	YEAR											
	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	266	11.9	225	14.8	224	14.8	206	12.8	206	11.1	235	9.8
Against Property	401	17.9	365	24.1	528	24.1	479	29.8	513	27.5	622	26.1
*Other Criminal Code	311	13.9	236	15.6	241	15.6	287	17.9	295	15.8	393	16.5
Drugs	36	1.6	32	2.1	47	2.1	71	4.4	86	4.6	90	3.8
*Other Federal Statutes	55	2.5	41	2.7	28	2.7	11	.7	24	1.3	12	.5
*Territorial Ordinances/ Municipal By-Laws	1088	48.6	481	31.7	419	31.7	451	28.1	669	35.9	950	39.8
Traffic Enforcement	80	3.6	136	9.0	112	9.0	102	6.3	70	3.8	83	3.5
GRAND TOTAL	2237	100.0	1516	100.0	1599	100.0	1607	100.0	1863	100.0	2385	100.0

*excluding traffic offences

TABLE 5

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BAFFIN REGION, NWT, 1975-80

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
HOMICIDE - TOTAL	2		1		1	
ATTEMPTED MURDER - TOTAL	1	2				1
Rape	8	4	9	5	11	14
Indecent assault (Female)	10	6	9	8	4	13
Indecent assault (Male)	2	2	1		1	
Other sexual offences	5	8	4	2		5
SEXUAL OFFENCES - TOTAL	25	20	23	15	16	32
Wounding	7	4	4	4	6	3
Bodily harm	39	44	50	39	37	27
Police	4	3	4	4	4	2
Other peace/public officers	13	1		1		
Other assaults	157	132	124	135	123	144
ASSAULTS (not indecent) - TOTAL	220	184	182	183	170	176
ROBBERY - TOTAL			2			2
BREAKING AND ENTERING - TOTAL	90	119	226	196	178	266
THEFT MOTOR VEHICLE - TOTAL	46	62	81	45	87	65
THEFT OVER \$200 - TOTAL	26	38	50	45	63	60
THEFT \$200 AND UNDER - TOTAL	227	139	152	168	157	204
HAVE STOLEN GOODS - TOTAL	2		4	4	5	9
FRAUDS - TOTAL	10	7	13	21	23	16
OFFENSIVE WEAPONS - TOTAL	18	19	18	8	19	26
Arson	12	4	11	9	12	14
Bail violations	2	4	1	1	12	30
Disturb the peace	94	44	68	41	38	85
Escape custody	1	1		2		2
Indecent acts					1	1
Kidnapping		2		1		
Obstruct public/peace officer	1	1	2	1	1	1
Prisoner unlawfully at large			2	1		2
Trespass at night	1	2	4	6	2	2
Wilful damage	124	99	96	119	110	168
Other Criminal Code offences	76	79	57	106	119	88
*OTHER CRIMINAL CODE - TOTAL	311	236	241	287	295	393
ADDICTING OPIATE-LIKE DRUGS - TOTAL	3				8	3
Possession			1			
Trafficking			1			
Importation			1			
OTHER DRUGS - TOTAL			3		8	3
Possession			33	61	48	68
Trafficking			9	9	29	19
CANNABIS - TOTAL	31	32	42	70	77	87
CONTROLLED DRUGS (Trafficking) - TOTAL			1	1	1	
Trafficking			1			
RESTRICTED DRUGS - TOTAL	2		1			
Customs Act	2		7		12	
Immigration Act		3	3	3	2	
Juvenile Delinquents Act	40	13		2	1	
Other Federal Statute offences	13	25	18	6	9	12
*OTHER FEDERAL STATUTES - TOTAL	55	41	28	11	24	12
Liquor	1073	463	383	444	642	935
Other Territorial Ordinances	15	17	36	6	23	14
*TERRITORIAL ORDINANCES - TOTAL	1088	480	419	450	665	949
*MUNICIPAL BY-LAWS - TOTAL			1	1	4	1
Criminal negligence (operating a motor vehicle)			1	2		
Fail to stop or remain (Criminal Code)	5	2			3	4
Fail to stop or remain (Territorial Ordinance)	4	3	5	8	2	10
Dangerous driving (Criminal Code)	1		1	1	2	3
Dangerous driving or without due care and attention (Territorial Ordinance)	6	2	6	5	4	
Fail or refuse to provide sample of breath						5
Driving while impaired	38	35	33	27	28	24
Driving while disqualified or while licence suspended or cancelled (Criminal Code)		1				
Other traffic offences (Federal Statutes)	1					
Other traffic offences (Territorial Ordinance)	25	92	67	59	30	35
Other traffic offences (Municipal by-laws)					1	2
TRAFFIC ENFORCEMENT - TOTAL	80	136	112	102	70	83
GRAND TOTAL	2237	1516	1599	1607	1863	2385

*excluding traffic offences

With respect to the annual percent change of the total number of actual offences, Baffin Region, 1975-80, Table 6 illustrates a significant annual decrease of 32.2% in 1976, with gradual annual increases of 5.5% and 0.5% in 1977 and 1978, and marked increases of 15.9% and 28.0% in 1979 and 1980. Furthermore, regarding percent change over 1975, the actual number of offences in 1980, reflecting a gain of 6.6%, represents the first year to surpass the previous high in 1975.

Table 7, entailing a distribution of the total number of actual offences, by R.C.M.P. detachment, 1975-80, shows that the incidence of criminality has been concentrated in the community of Frobisher Bay, ranging from 61.1% in 1976, to 79.9% in 1975, followed by Cape Dorset, comprising a low of 8.3% in 1975, and a high of 15.4% in 1976, and Resolute Bay, until it was surpassed by Pond Inlet in 1977. Whereas the actual number of offences within the other communities has remained minimal and relatively constant over time, Sanikiluaq has shown a significant annual increase in 1980.

However, in a comparison of population estimates by number of actual offences, percent of population and actual offences, offence rates, and R.C.M.P. Detachment, Baffin Region, 1979, Table 8 reveals that in contrast to the regional offence rate of 226/1000, Frobisher Bay is significantly over represented with a rate of 487/1000, with Resolute Bay and Cape Dorset moderately over represented, comprising 271/100 and 270/1000 respectively, and the remaining detachments, all under represented with respect to their index of crime.

Prior to our individual analysis of the situation within each community, in addition to the influence of change in police personnel, patrolling or enforcement policies, the fluctuations in the regional incidence of criminality illustrated in the previous tables, have been greatly affected by the impact of the closing in 1976 of the liquor store in Frobisher Bay, and increasing community action in exercising local control, as per Section 120 of the Liquor Ordinance, over the desired level of restrictions on the purchase, sales or consumption of alcohol. Furthermore, in Hobart's view (1978), the rise in offences known or reported to the police in some communities may be attributed to the fact that "as native people have become more acculturated, their traditional social controls have become very much less effective, with the result that they have had greater need and greater motivation than ever before to inform the police of offenders in their midst" (p. 264).

TABLE 6

PERCENT CHANGE OF TOTAL NUMBER OF ACTUAL OFFENCES, BAFFIN REGION, NWT, 1975-80

Year	Number	Percent change over 1975	Annual percent change
1975	2237	100.0	
1976	1516	-32.2	-32.2
1977	1599	-28.5	+ 5.5
1978	1607	-28.2	+ 0.5
1979	1863	-16.7	+15.9
1980	2385	+ 6.6	+28.0

TABLE 7

TOTAL NUMBER OF ACTUAL OFFENCES, BY RCMP DETACHMENT, BAFFIN REGION, NWT, 1975-80

DETACHMENTS	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Cape Dorset	186	8.3	234	15.4	167	10.4	147	9.1	196	10.5	306	12.8
Clyde River	21	.9	27	1.8	38	2.4	17	1.0	38	2.0	49	2.1
Frobisher Bay	1784	79.7	927	61.1	1024	64.0	985	61.3	1196	64.2	1499	62.9
Grise Fiord	3	.1	9	.6	8	.5	5	.3	3	.2	6	.3
Igloolik	20	.9	28	1.8	36	2.3	55	3.4	87	4.7	81	3.4
Lake Harbour	36	1.6	36	2.4	20	1.2	34	2.1	37	2.0	20	.8
Nanisivik					30	1.9	54	3.4	55	2.9	65	2.7
Pangnirtung	60	2.7	75	4.9	82	5.1	100	6.2	78	4.2	91	3.8
Pond Inlet	45	2.0	82	5.4	108	6.8	119	7.4	87	4.7	106	4.4
Resolute Bay	82	3.7	98	6.5	86	5.4	67	4.2	48	2.6	61	2.6
Sanikiluaq							24	1.5	38	2.0	101	4.2
Baffin Region TOTAL	2237	99.9	1516	99.9	1599	100.0	1607	99.9	1863	100.0	2385	100.0

TABLE 8

POPULATION ESTIMATES, BY NUMBER OF ACTUAL OFFENCES, PERCENT OF POPULATION AND ACTUAL OFFENCES, OFFENCE RATES PER 1000 POPULATION, AND RCMP DETACHMENT, BAFFIN REGION, NWT, 1979

Community	Population Estimate	Number Of Actual Offences	Percent Of Population	Percent Of Actual Offences	Offence Rate Per 1000 Population
Cape Dorset	725	196	8.8	10.5	270
Clyde River	443	38	5.4	2.0	85
Frobisher Bay	2454	1196	29.8	64.2	487
Grise Fiord	95	3	1.2	.2	31
Igloolik ¹	1162	87	14.1	4.7	74
Lake Harbour	300	37	3.6	2.0	123
Nanisivik ²	668	55	8.1	2.9	82
Pangnirtung ³	1223	78	14.9	4.2	63
Pond Inlet	652	87	7.9	4.7	133
Resolute Bay	177	48	2.1	2.6	271
Sanikiluaq	334	38	4.1	2.0	113
BAFFIN REGION	8233	1863	100.0	100.0	226

¹Igloolik Detachment also comprises the community of Hall Beach.

²Nanisivik Detachment also encompasses the community of Arctic Bay.

³Pangnirtung Detachment also includes the community of Broughton Island.

The subsequent discussion will examine the regional incidence of crime by detachment. While descriptive statistics for each detachment will be analyzed in the text, the actual tables, number 9 to 39, have been included in Appendix A for further reference.

Beginning with the community of Cape Dorset, with an estimated population of 725 in 1979, Table 9, the distribution of the number of actual offences by offence type, recorded by the R.C.M.P. Detachment, 1975-80, reveals a concentration of violations under the territorial ordinances/municipal by-laws, (i.e. with the exception in 1977 when it was slightly surpassed by against property offences) ranging from 59.7% in 1975, to 31.1% in 1977, and increasing thereafter. This was followed by offences against property, (i.e. with the exception in 1978 when other criminal code offences comprised the second largest frequency) with a low of 17.7% in 1978, and a peak of 32.9% in 1977, and other criminal code offences, representing 8.1% and 23.1%, in 1975 and 1978, respectively. The remaining categories in order of frequency entailed traffic enforcement, federal statutes, and drug offences, with the latter exceeding the former two in 1980.

With respect to the distribution of actual offences, Table 10 shows that violations under the liquor ordinance, significantly comprising the category of territorial ordinances/municipal by-laws, ranged from 106 or 57.0%, and 51 or 30.5% of the total of actual offences, in 1975 and 1977, with breaking and entering, and wilful damage, generally dominating the against property and other criminal code categories, respectively. However, the 1980 distribution reflected a sharp increase in theft under \$200, along with a rise in the majority of other property offences.

Table 11, indicating percent change of actual offences, 1975 to 1980, illustrates a major increase of 56.1% in 1980, with lesser increases of 25.8% and 33.3%, in 1976 and 1979, respectively, along with noticeable declines in 1977 and 1978. Furthermore, in reference to Table 8, a comparison to the regional index of crime revealed that Cape Dorset was moderately over represented in 1979 with a rate of 270/1000.

According to the Cape Dorset R.C.M.P. Detachment, the majority of offences are liquor related, including situations where alcohol is a factor in wilful damage, or breaking and entering in search of liquor and/or goods to exchange for it. Furthermore, fluctuations in the incidence of criminality can be attributed to levels of accessibility to alcohol with peaks in police workload coinciding with the arrival of liquor shipments. Regarding the temporary reduction in liquor offences during 1977 and 1978, it is felt that this

is related to the closing of the liquor store in Frobisher Bay, with the rise in incidents during 1979 the result of locating alternative sources. Presently, while an alcohol education committee exists, there are no community restrictions, as per Section 120 of the N.W.T. Liquor Ordinance, on the purchase, sale or consumption of alcohol.

In addition to concern over the emergence of the non-medical use of drugs, community attention is focussed on the formulation of prevention strategies in the area of the inhalation of solvents and gases by juveniles and young adults. In reference to our earlier research (Finkler, 1976), the prevalence of this problem was first documented during the proceedings of the Annual Conference of Justices of the Peace held in Yellowknife during 1968. Specifically, "at that time both the Justices of the Peace from Frobisher Bay and Cape Dorset expressed their concern regarding the inhalation of glue as well as the oral consumption of hair spray, gasoline, and starter fluid, particularly by juveniles, which in their opinion, had been going on for several years" (p. 55).

Regarding the incidence of criminality in Clyde River, 1975-1980, while the distribution of the number of actual offences, by offence type is rather limited, Table 12 reveals that it concentrates about violations under the territorial ordinances, against property, and other criminal code. Table 13, the distribution of the number of actual offences, indicates that liquor offences, breaking and entering, and theft under \$200, tend to dominate. Furthermore, Table 14 reflects a growing increase of offences with a 133.3% growth in 1980 over 1975, and a significant annual increase of 123.5% in 1979, with a pronounced annual gain of 28.9% in 1980 due to the rise of liquor offences. In reference to Table 8, Clyde River, comprising an estimated population of 443, had an offence rate of 85/1000, vastly under represented in comparison to the regional index of crime. The majority of incidents involve a limited number of offenders, and presently, prohibition or other restrictions regarding the consumption of alcohol does not exist.

In regards to the incidence of crime in the community of Frobisher Bay, having an estimated population of 2433 in 1980, with Inuit comprising 63.1% of the total in 1978, Table 7 previously indicated a concentration of crime within the community, ranging from 61.1% in 1976, to 79.7% in 1975, of the total of actual offences in the Baffin Region. Furthermore, Table 8 reflected its significant over representation with respect to the regional index of crime for 1979, constituting an offence rate of 487/1000. Finally, on the basis of preliminary population estimates for 1980, its offence rate would be greater, comprising 616/1000 as compared to the regional index of 287/1000.

On examination of the distribution of the number of actual offences, by offence type, Table 15 illustrates a concentration of violations under territorial ordinances/municipal by-laws, though exceeded moderately by against property offences in 1977, representing a high of 48.7% in 1975, and a low of 25.5% in 1977, and indicating subsequent gradual annual increases. This was followed by offences against property, ranging from 16.6% in 1975, to 32.4% in 1977, with moderate to slight annual reductions in 1978 to 1980; other criminal code, fluctuating from 14.4% in 1979, to 16.3% in 1978; and against the person and sexual offences, from 16.1% in 1977, with subsequent annual declines to a low of 9.5% in 1980. The remaining categories in order of frequency comprised traffic enforcement and other federal statutes, until both were exceeded by drug offences in 1978 and 1980.

Table 16, entailing the distribution of the number of actual offences for Frobisher Bay, 1975-80, reveals that liquor offences comprise the majority of the total, ranging from a high of 48.4% in 1975, to a low of 23.4% in 1977, and rising steadily to 43.6% in 1980; followed by theft under \$200, breaking and entering, assaults (not indecent), wilful damage, and disturb the peace, while all undergoing annual fluctuations that affected their order of frequencies, they tended to dominate the offence distribution.

An analysis of percent change of actual offences for Frobisher Bay, 1975-80, reflected in Table 17, shows significant and slight annual decreases of 48.0% and 3.8%, in 1976 and 1978, respectively, with subsequent marked growth of 21.4% in 1979 and 25.3% in 1980. Despite a significant decline of 48.0% in 1976, with the increasing annual growth in crime, the 1980 percent change over 1975 only indicates a 16.0% loss.

According to the agencies for socio-legal control, fluctuations in the incidence of criminality have coincided with the availability of alcohol, and consequently, the impact of the closing of the liquor store in that community has had a regional as well as local effect in the reduction of crime and improvement in the quality of life. However, Smart (1979), in his study on the effects of the closing of the Frobisher Bay liquor outlet, found that "arrests for both public drunkenness and assault showed an immediate reduction after the store's closing and later a return to a level approximating pre closing levels" (p. 912-913). Our statistical review confirms this trend, and this has been attributed to securing alternative sources through importing from the western arctic and Montreal, or locally, from bootleggers.

As a consequence of the already rising incidence of liquor related offences, there is local as well as regional concern regarding the implications of a current proposal before the Frobisher Bay Town Council requesting the re-opening of the liquor store, but this time with restrictions. With Frobisher Bay the regional capital, and transfer point for many persons in and out of the region, the Baffin Regional Council at its recent session in Cape Dorset, discussed the regional ramifications of the re-opening of the liquor store and toward safeguarding existing liquor controls, it felt that the issue warrants regional consultation prior to any proposed changes.

Situations in the community of Grise Fiord, with an estimated population of 95 in 1979, generate very limited criminal activity. This is confirmed by Table 18, the distribution of the number of actual offences, 1975-80, indicating a range from 3 to 9 offences annually - too small for analysis.

Our subsequent discussion includes the communities of Hall Beach as well as Igloolik, comprising an estimated population of 396 and 766 in 1979, respectively. In view of the absence of full time R.C.M.P. service, the community of Hall Beach is patrolled regularly by the Igloolik R.C.M.P. Detachment, with all offences reported or known to the police falling within their jurisdiction for investigation. While some members of the community have requested the stationing of a full time member, according to the R.C.M.P., the current workload in Hall Beach is not sufficient to economically warrant such a course of action.

Regarding the distribution of the number of actual offences, by offence type, Igloolik R.C.M.P. Detachment, 1975-1980, Table 19 reveals a concentration of violations under the Territorial ordinances over the period 1975 to 1977, ranging from 38.9% to 50.0%, in 1977 and 1975 respectively, then exceeded in order of frequency by against property offences in 1978 until 1980, comprising 34.5% in 1978, with subsequent annual increases to a peak of 58.0% in 1980. This was followed by other criminal code offences and against the person and sexual offences, both alternating their order of frequency.

Table 20, presenting the distribution of the number of actual offences, Igloolik R.C.M.P. Detachment, 1975-80, shows that liquor offences, and more recently, breaking and entering, and theft under \$200, have predominated, with the latter two combined comprising 49.4% of the total in 1980. With respect to percent change of actual offences, Igloolik R.C.M.P. Detachment, 1975-80, Table 21 reflects significant annual increases of 28.6% and 58.2%, in 1977 and 1979, respectively, with a slight decline of 6.9% in 1980. Furthermore, regarding

percent change over 1975, this peaked in 1979, indicating a 335.0% increase.

While we are unable to determine the offence rate for each community, their combined rate comprises 74/1000, greatly under represented in comparison to the regional index. However, according to the Igloolik Detachment, Hall Beach generates approximately 30% of the total number of offences, predominantly breaking and entering, theft over and under \$200, along with other minor property offences, committed by a limited number of persons.

The existence of prohibition in Hall Beach, and the requirement for the approval by the alcohol education committee in ordering, importing, and bringing liquor into Igloolik, have been factors in containing the incidence of liquor related offences. Furthermore, in Igloolik, the committee monitors liquor orders, whereby subsequent disturbances or complaints attributed to a person's misuse of alcohol result in the committee's restriction or cancellation of future orders.

Within the community of Lake Harbour, comprising an estimated population of 300 in 1979, and an offence rate of 123/1000, greatly under represented in comparison to the regional index, territorial ordinances significantly dominated its distribution of the number of actual offences, by offence type, over the period 1975-1978, illustrated by Table 22, ranging from 27.8% in 1976, to 60.0% in 1977, though exceeded in 1980 by against property, drugs, and against the person and sexual offences. Furthermore, according to Table 23, the distribution of the number of actual offences, 1975-80, reflects a concentration of liquor offences during 1975 to 1980, peaking to 60.0% of the total in 1977, with major subsequent annual declines in 1979 and 1980. The reduction in liquor related incidents, beginning in 1979, can be partially attributed to the establishment of Lake Harbour's prohibition status where no person is permitted to purchase, sell, import or possess liquor. The recent decline in offences is more readily visible in Table 24, entailing the percent change of actual offences, Lake Harbour R.C.M.P. Detachment, 1975-80, indicating a significant annual change, as well as percent change over 1975, of -45.9% and -44.4%, in 1980, respectively.

The jurisdiction of the Nanisivik R.C.M.P. Detachment, while located since 1977 within the predominantly non-Inuit mining community of Nanisivik, at a distance of some 21 km. by road from the Inuit community of Arctic Bay, encompasses the two communities, having an estimated population of 291 and 377, in 1979, respectively. With respect to the detachment's distribution in the number of actual offences, by offence type, 1977-80, Table 25 reveals a concentration of against property

violations until 1980, ranging from 30.9% and 60.0%, in 1979 and 1977, respectively, at which time it was exceeded by territorial ordinances, representing 36.9% of the total. This was followed by against the person and sexual offences, and other criminal code, alternating their order of frequency. Table 26, illustrating the distribution of the number of actual offences, 1977-80, shows the dominance of offences for theft of \$200 and under, as well as the increasing incidence of liquor offences, peaking to 24 or 36.9% of the total in 1980. With respect to percent change of actual offences, 1977-80, Table 27 reflects significant to large annual growths of 80.0% and 18.2%, in 1978 and 1980, respectively, with the 1980 percent change over 1977 comprising an increase of 116.7%.

In addition to Arctic Bay's concern about its need for a full time R.C.M.P. service, in 1977, the alcohol education committee raised the matter regarding the problems precipitating as a result of liquor and drugs being brought to Nanisivik by mine employees. Accordingly, to the R.C.M.P. Detachment, during 1980, approximately 60% of their workload pertained to incidents generated in Nanisivik, predominantly liquor offences; whereas against the person and sexual offences, and about 2/3 of breaking and entering, and theft, occurred in Arctic Bay. However, Nanisivik's offence rate of 82/1000 in 1979 remains significantly under represented in comparison to the regional index.

While the community of Broughton Island, comprising an estimated population in 1979 of 377, recently acquired full time R.C.M.P. service, it is designated as an outpost detachment and remains within the jurisdiction of the Pangnirtung R.C.M.P. Detachment. Despite its large population, the Pangnirtung Detachment, in a comparison to the region, is vastly under represented in its index of crime, constituting 63/1000 in 1979.

Regarding the distribution of the number of actual offences, by offence type, Pangnirtung R.C.M.P. Detachment, 1975-80, Table 28 reveals a significant representation of against the property offences, with the exception in 1975, ranging from 21.7% to 58.0%, in 1975 and 1978, respectively. This was followed by other criminal code, and against the person and sexual offences. With respect to the distribution of the number of actual offences, 1975-80, Table 29 shows a general concentration of breaking and entering, and theft \$200 and under, though liquor offences predominated the earlier period, 1975 to 1976. This change may be partially explained by the fact that Pangnirtung, having an estimated population of 909 in 1979, representing the second largest community in the region, has opted for prohibition.

On examination of the percent change of actual offences, Pagnirtung R.C.M.P. Detachment, 1975-80, Table 30 reflects general annual increases in crime, from 9.3% to 25.0%, in 1977 and 1976, respectively, though marking a decline of 22.0% in 1979. Percent change over 1975 indicated a major increase of 66.6% in 1978.

According to the Pagnirtung Detachment, while the community of Broughton Island, currently devoid of any community restrictions pertaining to liquor, has comprised approximately 25% to 30% of the total offences - predominantly breaking and entering, and liquor related assaults - a reduction in incidents is anticipated as a result of the provision of a full time R.C.M.P. service since December 1980. However, in addition to concern about underage drinking, the issue surrounding the non-medical use of drugs by young adults and the inhalation of gas and solvents by juveniles has been raised.

The community of Pond Inlet, having an estimated population of 652 in 1979, was under represented with respect to its incidence of crime, constituting 133/1000. Table 31, the distribution of the number of actual offences, by offence type, Pond Inlet R.C.M.P. Detachment, 1975-80, shows a concentration of territorial ordinances/municipal by-law offences, with the exception during 1978 and 1979, at which time it reached its low of 21.8% in 1978, but reflecting a significant increase in 1980, comprising 48.1% of the total. This was followed by against property, and other criminal code, with a consistent incidence of against the person and sexual offences. Regarding the distribution of the number of actual offences, Pond Inlet R.C.M.P. Detachment, 1975-80, Table 32 reveals a predominance of liquor offences, with its significant increase in 1980 resulting in 46.2% of the total, along with breaking and entering, other assaults, disturb the peace, and wilful damage, in alternating orders of frequency, rounding out this concentration. With respect to percent change of alcohol offences, Pond Inlet R.C.M.P. Detachment, 1975-80, Table 33 reflects a significant annual increase of 82.2% in 1976, with a major decline of 26.9% in 1979, but increasing to 21.8% in 1980; whereas percent change over 1975 peaked to 164.4% in 1978.

In a comparison with the regional index of crime, the community of Resolute Bay, with its estimated population of 177 in 1979, was moderately over represented with a rate of 271/1000. Regarding the distribution of the number of actual offences, by offence type, Resolute Bay R.C.M.P. Detachment, 1975-80, Table 34, reflects a concentration of against property offences, ranging from 27.9% and 50.7%, in 1980 and 1978, respectively, followed by territorial ordinances over the period 1975 to 1977, and subsequently exceeded by other criminal code offences beginning in 1978 to 1980. With respect to the distribution of

the number of actual offences, Table 35 shows a predominance of liquor offences, theft over and under \$200, breaking and entering, other assaults, and wilful damage. In a review of percent change of actual offences, Table 36 indicates a major annual growth of 19.5% in 1976, with subsequent annual declines; and the 1980 percent change over 1975 to represent a loss of 25.6%.

According to the Frobisher Bay R.C.M.P. Sub/Division, the majority of incidents coming to the attention of the Resolute Bay Detachment, occurred at the M.O.T. base, some four miles from the community, comprising 68% and 74%, in 1979 and 1980, respectively. While the detachment is presently situated near the base, there are plans for its relocation within the community.

Prior to the establishment of full time R.C.M.P. service on April 1, 1977, the community of Sanikiluaq, in the Belcher Islands, was patrolled by the R.C.M.P. Detachment from Moose Factory, until July 1, 1976, and subsequently, by the Frobisher Bay R.C.M.P. Detachment. With respect to the distribution of the numbers of actual offences, by offence type, Sanikiluaq R.C.M.P. Detachment, 1978-80, Table 37 indicates a concentration of territorial ordinance violations during 1978 to 1979, comprising 37.5% and 31.6%, respectively, thereafter surpassed by against property offences, peaking to 45.5% in 1980. This was followed by against the person and sexual offences, and other criminal code, alternating in their order of frequency.

Table 38, the distribution of the number of actual offences, 1978-80, reflects a dominance by liquor offences, surpassed by theft \$200 and under, and breaking and entering in 1980, with the latter two comprising 19.8% and 21.8% of the total. The situation regarding the percent change of actual offences, illustrated by Table 39, shows a dramatic rise in the 1980 annual change, as well as percent change over 1978, constituting 165.8% and 320.8%. While Sanikiluaq's offence rate of 113/1000 in 1979 was somewhat under represented, on the basis of an estimated population of 340 in 1980, its rate increased significantly to 297/1000; moderately over represented with respect to the regional index of 287/1000.

An additional area of concern within this prohibited community, apart from its frustration over the dramatic recent growth in criminality and the non-medical use of drugs centres about the inhalation of solvents and gases, including propane fuel, by juveniles and young adults. Consequently, the community has requested the implementation of legislation to prohibit the use of these substances as intoxicants.

This concludes our analysis of the individual communities with respect to their incidence of crime. The regional overview portrays a concentration of offences under the N.W.T. Liquor Ordinance and against property, along with a frequency of incidents surrounding disorderly conduct, assaultive behaviour, the emergence of the non-medical use of drugs, predominantly cannabis, and the hazardous inhalation of solvents and gases by teenagers and young adults. Our subsequent discussion centres on offender profile in order to identify the appropriate range of institutional services required.

OFFENDER PROFILE

Our analysis of the Baffin offender profile will begin with an analysis of all admissions to the N.W.T. correctional institutions, 1968-1980, followed by a review of admissions to the Baffin Correctional Centre, 1975-80, and concluding with an in depth study of the Centre's 1980 offender population.

On examination of the total number of admissions, by most serious offence to all N.W.T. institutions, over the period 1968 to 1980, Table 40 reveals a predominance in incarceration for violations under the N.W.T. Liquor Ordinance, assaults, break and enter, followed by equal distributions of theft and driving with more than 80 mgs. of alcohol in blood, and concluding with breach of probation, comprising 14.4%, 12.4%, 11.7%, 8.3%, and 7.5%, respectively. However, while admissions in 1980 for assaults, break and enter, theft, and breach of probation, generally adhered to the above distribution, imprisonment for driving with more than 80 mgs. of alcohol in blood had increased to 16.1% of the total, with those under the N.W.T. Liquor Ordinance, showing a marked decline to 4.8%.

Regarding percent change of all admission to N.W.T. institutions, 1968-1980, Table 41 shows significant annual increases of 65.3%, 34.3%, 27.6%, and 22.6%, in 1973, 1977, 1976 and 1974, respectively, with major and moderate losses of 26.7%, 12.5%, 11.0%, 5.7% and 5.1%, in 1972, 1970, 1979, 1978, and 1975, respectively. With respect to percent change of admissions over 1968, peak growth was reflected during 1977, 1978, and 1980, comprising 122.5%, 109.7%, and 107.0%, with reductions of 32.5%, 10.9%, and 7.9%, in 1972, 1970, and 1971, respectively.

Table 42, entailing the number of admissions by location where offence occurred, N.W.T. institutions, 1968-1980, reveals a concentration in Fort Smith, Yellowknife and Inuvik, representing 43.1%, 24.0% and 18.7%, with the Baffin region comprising 7.8%. However, by 1980, while

TABLE 40

NUMBER OF ADMISSIONS, BY MOST SERIOUS OFFENCE, NWT INSTITUTIONS, 1968-1980¹

Most Serious Offence	YEAR														Total N	%
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980			
Manslaughter			2		2	2	2	3	4	2	2	3	4	26	.4	
Other crimes tending to deprive life		1														
Rape				2			3	3	3	8	2	6	5	1	.0	
Attempted rape	1	1		1		1	1	1	1	3	1			34	.6	
Other sexual offences	3	4	8	3	4	8	3	6	10	18	10	11	11	99	1.7	
Kidnapping and abduction									1	1	1			3	.0	
Wounding	3			1					6	1	4	2	6	29	.5	
Assaults	39	49	47	52	37	68	51	52	74	72	67	60	73	741	12.4	
Offensive weapons	4	5	5	11	4	13	15	16	11	22	21	22	16	165	2.8	
Robbery	2			2	2	3		2	3	6	8	4	2	34	.6	
Break and enter	46	28	41	33	40	34	41	60	61	72	78	68	97	699	11.7	
Theft	22	16	22	29	16	24	46	46	48	64	55	56	55	499	8.3	
Offences resembling theft Having in possession	7	6	6	9	11	11	9	7	11	10	9	9	14	119	2.0	
Arson								2	1					9	.1	
Mischief in relation to property	1	3	5	5	6	14	22	16	15	27	11	12	14	151	2.5	
False pretences	8	8	5	3	1	2	4	4	3	4	4	2	3	51	.8	
Forgery	2	6	1	3	2	4	1	3	2	4	4	10	3	45	.7	
Fraud		3	1	3	1		2		1	3	2	1	3	20	.3	
Corruption and disobedience	6	1		4	2	8	11	4	5	4	12	6	7	70	1.2	
Disorderly conduct	15	31	17	29	16	9	40	8	15	23	13	1	3	220	3.7	
Offences related to operation of a motor vehicle	1	2	2	8	1	9	6	10	12	6	3	3	6	69	1.1	
Impaired driving	11	13	24	16	11	27	38	40	40	29	15	8	12	284	4.7	
Driving with more than 80 mgs. of alcohol in blood		1	2	3	2	5	3	8	48	99	108	109	110	498	8.3	
Failure or refusal to provide breath sample					2	1	3	1	4	11	10	24	22	78	1.3	
Taking motor vehicle without consent	11	5	8	5	6	7	18	10	13	23	13	5	17	141	2.4	
Prison breach		5	1	3	6	13	25	12	22	16	18	21	36	178	3.0	
Failure to comply with probation order			2	2	5	15	25	47	39	98	96	60	60	449	7.5	
Other Criminal Code	3	8	7	7	6	7	4	8	5	5	9	6	6	75	1.2	
Narcotic Control Act			5	2	3	6	8	5	11	10	14	18	18	100	1.7	
Food and Drug Act			1	1										7	.1	
Other Federal Statutes	2	4	2	2	4	5	7	9	13	9	12	27	33	129	2.2	
NWT Liquor Ordinance	138	129	71	58	35	70	51	39	50	71	72	44	33	861	14.4	
NWT Motor Vehicle Ordinance	2	2	5	3	1	1	2	5	4	5	5	5	9	49	.8	
Other Territorial Ordinances	2	4	1	3	1			1		1		4	1	18	.3	
Municipal by-laws					1	1	1	1	6	3	8	3		24	.4	
GRAND TOTAL	329	335	293	303	222	367	450	427	545	732	690	614	681	5988	99.9	

¹While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1968 as our base year.

TABLE 41

PERCENT CHANGE OF ADMISSIONS, NWT INSTITUTIONS, 1968-80¹

YEAR	N=5988	100.0%	Percent change over 1968	Annual percent change
1968	329	5.5	100.0	
1969	335	5.6	+ 1.8	+ 1.8
1970	293	4.9	- 10.9	-12.5
1971	303	5.1	- 7.9	+ 3.4
1972	222	3.7	- 32.5	-26.7
1973	367	6.1	+ 11.5	+65.3
1974	450	7.5	+ 36.8	+22.6
1975	427	7.1	+ 29.8	- 5.1
1976	545	9.1	+ 65.6	+27.6
1977	732	12.2	+122.5	+34.3
1978	690	11.5	+109.7	- 5.7
1979	614	10.3	+ 86.6	-11.0
1980	681	11.4	+107.0	+10.9

¹While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1968 as our base year.

TABLE 42

NUMBER OF ADMISSIONS, BY LOCATION WHERE OFFENCE OCCURRED, NWT INSTITUTIONS, 1968-1980¹

Offence Location By Region	YEAR													Total	
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	N	%
Yellowknife	167	138	81	73	61	71	107	116	132	160	122	100	111	1439	24.0
Port Smith	106	102	130	141	92	215	232	188	227	288	293	292	274	2500	43.1
Inuvik	46	69	53	57	33	40	59	74	116	183	170	90	129	1119	18.7
Baffin	8	13	21	22	23	31	40	37	46	56	49	39	85	470	7.8
Keewatin			1	2	1	1	1	1	7	10	13	15	12	64	1.1
Arctic Coast	1	10	7	6	8	7	8	8	17	30	36	39	35	212	3.5
Out of NWT		1			3		1	1		3	3		2	14	.2
Unknown	1	2		2	1	2	2	2		2	4	39	33	90	1.5
GRAND TOTAL	329	335	293	303	222	367	450	427	545	732	690	614	681	5988	99.9

¹While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1968 as our base year.

admissions for offences occurring in Fort Smith and Inuvik generally maintained their frequency, Yellowknife had dropped to 16.3%, with Baffin rising to 12.5% of the total.

With respect to the number of admissions by ethnicity, N.W.T. institutions, 1968-80, Table 43 indicates a pre-dominance of those of Indian origin, followed by Metis, Inuit, and Other, comprising 39.8%, 23.4%, 21.6%, and 14.8%, respectively. In reviewing the 1980 distribution, we find that while Indian, Metis and Other admissions have dropped slightly to 35.8%, 22.9%, and 12.0%, respectively, Inuit admissions increased to 28.8%. In reference to the 1979 N.W.T. population estimates by ethnicity, wherein Indian, Inuit, Metis, and Other, comprised 18.3%, 33.6%, 9.8%, and 38.3%, respectively, it is evident that those of Indian and Metis origin are significantly over represented in admissions to N.W.T. institutions, with Inuit and Others, slightly and significantly under represented. Furthermore, on the basis of the above figures, the 1980 institutional admission rate per 100,000 population by ethnicity reveals a rate of 1478/100,000 for all groups, with Metis and Indians, largely over represented, constituting an admission index of 3466/100,000 and 2893/100,000, respectively, followed by an under representation in the rate for Inuit and Others of 1265/100,000 and 469/100,000.

Regarding the number of male and female Inuit admissions, by location where offence occurred, N.W.T. institutions, 1978-1980, Tables 44 and 45 reveal a concentration of male admissions from the Baffin and Inuvik regions, comprising 38.4% and 29.6%, in contrast to the situation for females, reflecting a preponderance of 59.5% of admissions, from Inuvik, with the community of Inuvik representing 111 or 51.6% of the female total. Female Inuit admissions, from the Baffin region, predominantly from Frobisher Bay, over this period, only represented 32 or 14.9%. However, with respect to male Inuit admissions, by community where offence occurred, Table 44 indicates a majority from Frobisher Bay and Inuvik, comprising 290 or 26.9% and 176 or 16.3% of the total, followed by those from Cambridge Bay, Tuktoyaktuk, Coppermine, and Yellowknife.

In view of the prevalence of liquor precipitated criminality, we endeavoured to ascertain the distribution of alcohol as a factor in the total number of offences culminating in admissions to N.W.T. institutions, 1968-80. To this end, Table 46, reflecting our findings, reveals that alcohol as a factor in the offence constituted 62.7% of all offences, ranging from 41.9% to 79.1%, in 1971 and 1978, respectively, with the category of other i.e. intoxicated at the time of the offence, or contributing to juvenile delinquency by

TABLE 43

NUMBER OF ADMISSIONS, BY ETHNIC ORIGIN, NWT INSTITUTIONS, 1968-80¹

Ethnic Origin	YEAR													Total	
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	N	%
Indian	169	134	117	123	100	153	184	183	205	273	274	225	244	2384	39.8
Inuit	38	69	67	68	47	60	84	83	125	167	164	125	196	1293	21.6
Metis	71	85	66	75	43	103	116	88	124	172	148	152	156	1399	23.4
Other	49	47	42	37	28	51	65	73	90	119	101	104	82	888	14.8
Unknown	2		1		4		1		1	1	3	8	3	24	.4
GRAND TOTAL	329	335	293	303	222	367	450	427	545	732	690	614	681	5988	100.0

¹While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1968 as our base year.

TABLE 44

NUMBER OF MALE INUIT ADMISSIONS, BY LOCATION WHERE OFFENCE OCCURRED, NWT INSTITUTIONS, 1968-80¹

Offence Location By Settlement/Region	YEAR														Total	
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	N	%	
Yellowknife	4	8	7	2	2	5	6	2	6	11	9	3	5	70		
YELLOWKNIFE REGION - TOTAL	4	8	7	2	2	5	6	2	6	11	9	3	5	70	6.5	
Fort Smith			3	4	1		2	2		3			1	16		
Hay River				1				1		2	3	1		8		
Fort Simpson							1							1		
FORT SMITH REGION - TOTAL			3	5	1		3	3		5	3	1	1	25	2.3	
Norman Wells												1		1		
Fort Norman										2				2		
Inuvik	5	5	3	11	10	8	10	13	33	23	19	9	27	176		
Aklavik		1	2	6		1	2	4	4	6	7	6	13	52		
Fort McPherson						1	1				1			3		
Tuktoyaktuk	5	5	4	3		3	1	8	3	11	19	10	6	78		
Sachs Harbour							2		2	3			1	8		
INUVIK REGION - TOTAL	10	11	9	20	10	13	16	25	42	45	46	26	47	320	29.6	
Igloolik							1							1		
Hall Beach											1			1		
Pond Inlet											2		3	4		
Clyde River										1	2	1	3	7		
Arctic Bay								2	2	5		1	4	14		
Resolute Bay			1	1	1	2	5		1	2	2		1	2		
Grise Fiord												1		15		
Frobisher Bay	8	12	14	19	13	16	26	29	34	30	23	20	46	290		
Lake Harbour								1	1	1	1	1		4		
Cape Dorset			1		4	4	3	2	5	9	6	4	9	47		
Pangnirtung											2	1	3	6		
Broughton Island								1			6		3	10		
Sanikiluaq									2	3		2	6	13		
BAFFIN REGION - TOTAL	8	12	16	20	18	22	35	35	44	51	44	31	78	414	30.4	
Rankin Inlet			1	1				1	6	5	3	3	5	25		
Eskimo Point										1	3	3		4		
Chesterfield Inlet												2	2	4		
Baker Lake					1					1	3	3		8		
Coral Harbour				1			1		1	2	1		1	7		
Repulse Bay													1	1		
Whale Cove						1								3		
KEEWATIN REGION - TOTAL			1	2	1	1	1	1	7	9	7	13	9	52	4.8	
Holman Island											1	1	1	3		
Cambridge Bay		6	4	4	1	1			8	13	12	15	17	81		
Coppermine	1	4	2	2	3	3	6	4	2	8	11	15	12	73		
Gjoa Haven					1					1				2		
Spence Bay					3	2	2	3	4	2	1	1	3	21		
ARCTIC COAST REGION - TOTAL	1	10	6	6	8	6	8	7	14	24	25	32	33	180	16.7	
UNKNOWN - TOTAL				1				1				6	7	18	1.7	
GRAND TOTAL	23	41	42	56	40	47	69	74	113	145	137	112	100	1079	100.0	

¹While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1968 as our base year.

TABLE 45

NUMBER OF FEMALE INUIT ADMISSIONS, BY LOCATION WHERE OFFENCE OCCURRED, NWT INSTITUTIONS, 1968-1980¹

Offence Location By Settlement/Region	YEAR													Total N	Total %			
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980					
Yellowknife																		
YELLOWKNIFE REGION - TOTAL	2	2	1		1		1	5	1		4		1		18			
Fort Smith																		
Fort Simpson							2					1			3			
FORT SMITH REGION - TOTAL							2				1		1		4		1.9	
Inuvik																		
Aklavik	13	26	21	10	3	3	7	2	6	8	7	1	4	111				
Tuktoyaktuk									2	6	1	1	3	13				
INUVIK REGION - TOTAL	13	26	21	10	3	3	7	2	8	14	8	6	7	128		59.5		
Resolute Bay																		
Frobisher Bay																		
Cape Dorset		1	2	2	3	1	1				1			3				
BAFFIN REGION - TOTAL		1	3	2	3	8	4	1	2		2	2	4	27				
Rankin Inlet																		
Baker Lake											1	5		1	7			
KEEWATIN REGION - TOTAL											1	5		1	8		3.7	
Cambridge Bay																		
Coppermine																		
Spence Bay							1	1	1	4	4	4	2	14				
ARCTIC COAST REGION - TOTAL							1	1	1	1	1	4	2	8				
UNKNOWN - TOTAL					1	1					6	8	4	2	23		10.7	
GRAND TOTAL	15	29	25	12	8	13	14	9	12	22	27	13	16	215		100.0		

¹While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1968 as our base year.

TABLE 46

NUMBER OF OFFENCES FOR ADMISSIONS, BY DISTRIBUTION OF ALCOHOL AS A FACTOR IN OFFENCES, NWT INSTITUTIONS, 1968-80¹

Year	Total Offences	Alcohol a Factor in the Offence						Total	
		NWT Liquor Ordinance	Impaired Driving	Failure or Re- fusal to Provide Breath Sample	Driving With More Than 80 Mgs. of Alcohol in Blood	NWT Act	Other	N	%
1968	484	211	14			3	52	280	57.8
1969	506	196	15		1	3	74	289	57.1
1970	440	111	34	2	3	1	53	204	46.4
1971	489	102	20	3	9		71	205	41.9
1972	419	70	20	3	6	2	85	186	44.4
1973	634	139	37	7	8		204	395	62.3
1974	829	144	55	6	5	3	351	564	68.0
1975	847	117	58	3	17	2	378	575	67.9
1976	1020	132	58	12	69	2	424	697	68.3
1977	1419	212	40	19	121	8	616	1016	71.6
1978	1391	211	17	18	121	5	729	1101	79.1
1979	1209	141	12	35	133	5	462	788	65.2
1980	1486	137	15	29	134	1	387	703	47.3
GRAND TOTAL	11173	1923	395	137	627	35	3886	7003	62.7

¹While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1968 as our base year.

supplying a minor, or the commission of against property offences while in search of liquor and/or goods to exchange for alcohol, comprising 3886 or 34.8% of the total of all offences, followed by 1923 or 17.2% under the N.W.T. Liquor Ordinance, 1159 or 10.4% under impaired driving or related sections, and 35 or .3% under the N.W.T. Act. However, we suspect that the earlier lows, as well as recent declines and other fluctuations may not be genuine due to the omissions in recording by institutional staff or misinformation presented by the offender himself. Consequently, we believe that the involvement of alcohol in crime is probably much higher than indicated in several of our annual tabulations. Nevertheless, we feel that an accurate measurement of this element is essential to the formulation of more effective institutional and post release treatment strategies.

In summarizing the previous findings within the context of our subsequent analysis of the Baffin offender, admissions from the Baffin region comprised 7.8% of the number to N.W.T. institutions, by location where offence occurred, though increasing to 12.5% in 1980. Regarding the number of admission by ethnicity to N.W.T. institutions, over the period 1968-80, Inuit represented 23.4%, rising to 28.8%; yet remaining slightly under represented in regards to their 1980 institutional admission rate of 1265/100,000. In addition, Baffin males, predominantly from the community of Frobisher Bay, constituting 38.4%, dominated the distribution of Inuit male admissions; whereas Inuit female admissions from this region, also mainly from Frobisher Bay, only represented 32 or 14.9%.

Prior to our analysis of all admissions to the Baffin Correctional Centre, it should be mentioned that while the Centre opened on April 15, 1974 as a facility for adult offenders, i.e. 16 years of age and over, in order to facilitate annual comparisons, we have used 1975 as our base year. Furthermore, Inuit offenders have comprised almost all admissions, during the Centre's history, with the exception of three non-Inuit, admitted in 1974, 1977, and 1980, respectively. Consequently, while the following descriptive statistics over the period 1975-80, include the relevant information for the two non-Inuit offenders, they appear as a footnote to the tables.

Table 47, percent change of admissions to the Baffin Correctional Centre, 1975-80, reflects major annual increases of 50.0% and 41.0%, in 1976 and 1977, respectively, with declines of 21.8% and 18.6% over the period 1978 to 1979, and concluding with a dramatic up surge in annual, as well as the percent change over 1975 of 128.6% and 207.7%.

TABLE 47

PERCENT CHANGE OF ADMISSIONS, BAFFIN CORRECTIONAL CENTRE, 1975-1980¹

Year	N=278	100.0%	Percent change over 1975	Annual percent change
1975	26	9.3	100.0	
1976	39	14.0	+ 50.0	+ 50.0
1977	55	19.8	+111.5	+ 41.0
1978	43	15.5	+ 65.4	- 21.8
1979	35	12.6	+ 34.6	- 18.6
1980	80	28.8	+207.7	+128.6

¹While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

While this recent development may be partially attributed to a genuine rise in regional crime, it is also complemented by the increasing acceptance of the transfer of Baffin offenders from the Yellowknife Correctional Centre, to conclude their sentence at the Baffin Correctional Centre.

While our subsequent review of all admissions to the Baffin Correctional Centre, 1975-80, will be analyzed in the text, the specific descriptive statistics, i.e. tables 48-57, appear in Appendix B for further reference.

To this end, we begin with Table 48, the number of Inuit admissions by most serious offence, Baffin Correctional Centre, 1975-80, which reveals a concentration of admissions for break and enter, comprising 26.8%, followed by theft, breach of probation, assaults, other sexual offences, and violations under the Narcotic Control Act, representing 12.3%, 10.9%, 9.8%, 8.7%, and 5.4%, respectively. Regarding the number of Inuit admissions by location where offence occurred, Baffin Correctional Centre, 1975-80, Table 49 shows that the Baffin Region significantly predominated, constituting 87.0%, followed by the Keewatin, and Arctic Coast, representing 7.2% and 3.6%, with equal distributions of 1.1% for Inuvik and Yellowknife. Furthermore, whereas Inuit admissions from the community of Frobisher Bay initially dominated the distribution with 84.6% in 1975, increasing admissions from other communities have reduced this to a low of 44.2% in 1978, with its percentages over the period 1976 to 1980, comprising 69.2%, 51.8%, 44.2%, 57.1%, and 49.4%, respectively. However, in considering the percentages of Frobisher Bay admissions in a comparison to the outlying settlements within the Baffin Region, 1975 to 1980, other than the increase indicated by its representation of 74.1% of the total in 1979, a declining trend in its composition of the regional total is evident with percentages from 88.0%, 73.0%, 62.2%, 51.3%, 74.1% and 56.6%, during the years from 1975 to 1980.

Regarding the number of Inuit admissions, by type of admission, Baffin Correctional Centre, 1975-80, Table 50 shows that the majority, with the exception in 1979, constituted direct admissions, comprising 69.6%, with 30.1%, the portion entailing transfers from the other territorial institutions. With respect to the number of Inuit admissions by type of court, Baffin Correctional Centre, 1975-80, Table 51 reflects a concentration of admissions sentenced by the Territorial Court, encompassing 55.8%, followed by the Justice of the Peace Court, and Supreme Court of the N.W.T., representing 27.9% and 14.1% of the total. Interestingly, during 1979, those sentences by the Supreme Court of the N.W.T. constituted 9 or 25.7% of the total, whereas those by the Justice of the Peace Court comprised 2 or 5.7%,

though increasing the composition to 28 or 35.4% of the 1980 total. The increase in transfers from the Yellowknife Correctional Centre in 1979 probably entailed a major portion of admissions sentenced by the Supreme Court.

Table 52, the number of Inuit admissions by age to the Baffin Correctional Centre, 1975-80, shows a concentration of those between the ages of 18 to 29, comprising 192 or 69.9%, with a peak in admission of those in the age category, 18 to 20, representing 85 or 30.8% of the total. The distribution in the previous table, clearly demonstrates the increasing admission of young adults to the Centre, particularly the 18 to 20 group, representing a high of 44.2% in 1978.

With respect to the number of Inuit admissions to the Centre by length of most serious sentence, 1975-80, Table 53 indicates that 226 or 81.9% of the total comprised sentences of less than 182 days, predominantly entailing those with sentences between 32 and 92 days, representing 37.0% of the total, and followed by the sentence category of those incarcerated for less than 32 days, constituting 20.6%. However, according to Table 54, the number of Inuit admissions by in default of payment in fine, Baffin Correctional Centre, 1975-80, only 29 or 10.5% of all admissions encompasses those whose aggregate sentence was partially or totally attributable to an in default of payment. Furthermore, Table 55, the number of Inuit admissions in default of payment of fine by length of time served in default, reflects a range from 5 to 180 days, with the majority serving less than 30 days.

On examination of the number of Inuit admissions by pre-arrest employment status, Baffin Correctional Centre, 1975-80, Table 56 reveals that 51.4% were unemployed, a percentage peaking to 69.8% in 1978, with those working periodically or full time, representing 18.1% and 15.2%, respectively. Regarding the number of Inuit admissions by type of release, Baffin Correctional Centre, 1975-80, Table 57 shows that 83.3% of the incarcerations terminated in expiration of sentence, followed by early release, comprising 8.0%.

As we have previously indicated, the two non-Inuit admissions to the Baffin Correctional Centre, over the period 1975-1980, represent too limited a number for analysis. However, it confirms the under representation of non-Inuit admissions to correctional centres in the Baffin and elsewhere in the Northwest Territories, and consequently, does not presently justify a need to radically alter the orientation and delivery of the Centre's cross-cultural program, originally designed to meet the needs of the Baffin offender population - predominantly Inuit.

In summary, with respect to our analysis of all Inuit admissions to the Baffin Correctional Centre, 1975-80. we found the following distribution:

- 1) 26.8% entailed break and enter as their most serious offence;
- 2) 87.0% originated from the Baffin region;
- 3) 56.1% resulted from offences committed in Frobisher Bay;
- 4) 69.6% comprised direct admissions;
- 5) 55.8% were sentenced by the Territorial Court;
- 6) 69.6% were between 18 to 29 years of age;
- 7) 81.9% represented sentences less than 182 days;
- 8) 10.5% involved in default of payment;
- 9) 51.4% were unemployed prior to their arrest; and
- 10) 83.3% terminated in the expiration of sentence.

In proceeding with our in depth study of the 1980 offender population of the Baffin Correctional Centre, the actual descriptive statistics, embodied in Tables 58-78, are contained in Appendix C for further reference.

First, regarding the distribution of the most serious offence for Inuit admissions (excluding the one non-Inuit admission for this and subsequent tables), by location where offence occurred, Baffin Correctional Centre, 1980, Table 58 shows a concentration of 32.9% for admissions entailing break and enter, predominantly involving offenders from Frobisher Bay, and to a lesser extent, Cape Dorset. This was followed by equal distributions of 11.4% for theft and breach of probation, with the former mainly comprising admissions from Hall Beach and Frobisher Bay, and the latter, admissions from Clyde River, Frobisher Bay and Cape Dorset. Admissions from Frobisher Bay dominated the overall distribution, representing 49.4% of the total, followed by Cape Dorset, Sanikiluaq, and equal percentages from Clyde River and Hall Beach, comprising 10.1%, 6.3%, and 5.1%, respectively.

With respect to an examination of most serious offence for Inuit admissions by type of admission, Baffin Correctional Centre, 1980, Table 59 indicates the concentration of direct admissions, comprising 70.9%, followed by transfers from

other territorial institutions, representing 29.1%. Furthermore, both categories were dominated by admissions for break and enter, constituting 22.8% and 10.1% of the total admissions, with breach of probation, the second largest group under the heading of direct admissions.

Table 60, illustrating most serious offence for Inuit admissions by total number of charges within the sentence that constitutes the aggregate sentence, Baffin Correctional Centre, 1980, reveals that 55 or 57.0% of the total admissions involved more than one charge in their aggregate sentence, particularly for those incarcerated for break and enter, theft, and breach of probation, with 48.1% of the total in that range from two to four charges. Regarding the most serious offence for Inuit offenders, by number of previous territorial incarcerations, Baffin Correctional Centre, 1980, Table 61 indicates that 57 or 85.1% of offenders had more than one previous territorial incarceration, encompassing mainly those sentenced for break and enter, theft, and breach of probation, with 43 or 64.2% having one to three previous convictions.

On examination of the location of court for Inuit admissions, by type of court, Baffin Correctional Centre, 1980, Table 62 shows that the majority of admissions resulted from sentences by the Territorial and Justice of the Peace Courts, comprising 50.6% and 35.4%, respectively, with the community of Frobisher Bay predominating the location of these courts. In regards to the most serious offence for Inuit admissions, by age on admission, Baffin Correctional Centre, 1980, Table 63 indicates that 52 or 65.8% of admissions, the majority incarcerated for break and enter, were concentrated in the age bracket, 18 to 29, with a peak reflected in the age category 18 to 20, comprising 25 or 31.6% of the total. Furthermore, Table 64, illustrating the number of previous territorial incarcerations for Inuit offenders, by age on admission, Baffin Correctional Centre, 1980, reveals that the age group 18 to 29 represents the majority of those with one to three previous convictions, comprising 31 or 46.3% of the total number of offenders. Finally, with respect to the age on admission for Inuit admissions, by the total number of charges within the sentence that constitutes the aggregate sentence, Baffin Correctional Centre, 1980, Table 65 shows that the aforementioned age category constitutes 42 or 53.2% of the total admissions, having one to three charges included in their aggregate sentence.

Table 66, reflecting the most serious offence for Inuit admissions, by length of sentence, Baffin Correctional Centre, 1980, indicates that 66 or 83.5% of admissions entailed sentences less than 182 days, particularly predominated by admissions for break and enter, with a concentration on the sentence category, 32 to 92 days, representing 38.0% of the total.

With respect to the most serious offence for Inuit admissions by marital status, Baffin Correctional Centre, 1980, Table 67 reveals that the majority, 84.8% of admissions for all offence groups, represented single persons. Regarding the age on admission for Inuit admissions, by level of education, Baffin Correctional Centre, 1980, Table 68 shows that 44 or 55.7% of Inuit admission had a level of education from grade 7 to 9, with the age category 18 to 20, predominantly the total, constituting 21 or 26.6%. Admissions with limited or low education tended to comprise those 30 years of age and over. However, on considering the level of education for Inuit admissions by pre-arrest employment status, Baffin Correctional Centre, 1980, Table 69 indicates that while 47 or 59.5% of all admissions were unemployed, 26 or 55.3% of this sub-total comprised those with a grade 7 to 9 education. Finally, Table 70, most serious offence for Inuit admissions, by level of education, Baffin Correctional Centre, 1980, illustrates that the predominant number of admissions for break and enter, theft, breach of probation, and sexual offences, comprising 32.9%, 11.4%, 11.4%, and 7.6%, respectively, entailed those with a grade 7 to 9 education, with their combined offence total by that level of education constituting 32 or 40.5% of the total.

On examination of Table 71, most serious offence for Inuit admissions, by pre-arrest employment status, Baffin Correctional Centre, 1980, we find that the majority of those comprising the concentration of 59.5% of all previously unemployed admissions, encompassed those incarcerated for break and enter, theft, breach of probation, and sexual offences, representing 32 or 40.5% of all admissions. Regarding the most serious offence for Inuit admissions, by usual occupation, Baffin Correctional Centre, 1980, Table 72 shows that the category of general labour generally predominated all offence groups, comprising 50.6%, followed by the classifications, trapper/hunter/fisherman, and no skills, representing 13.9% and 11.4%, respectively. Furthermore, the distribution in usual occupation for Inuit admissions by pre-arrest employment status, Baffin Correctional Centre, 1980, illustrated by Table 73, reveals that 25 or 53.2% of those previously unemployed were classified in the general labour category, with the other two concentrations of those unemployed, comprising those designated as hunters, and with no skills.

With respect to the number of previous territorial incarcerations for Inuit offenders, by pre-arrest employment status, Baffin Correctional Centre, 1980, Table 74 shows the category of those unemployed, comprising 55.2% of all offenders, was dominated by those with one to three previous

territorial incarcerations, representing 23 or 34.3% of the total. Furthermore, Table 75, the number of previous territorial incarcerations for Inuit offenders, by usual occupation, Baffin Correctional Centre, 1980, indicates that the group designated as general labour, comprising 49.2% of the total, also encompassed a predominant number of offenders with one to three previous convictions, constituting 20 or 29.8% of all offenders. Regarding the number of previous territorial incarcerations for Inuit offenders, by level of education, Baffin Correctional Centre, 1980, illustrated by Table 76, we find that offenders having grade 7 to 9 education, representing 38 or 56.7% of the total, mainly encompassing those with one to three previous convictions, comprised 27 or 40.3% of all offenders. Finally, regarding most serious offence for Inuit admissions, by type of release, Baffin Correctional Centre, 1980, Table 77 reveals that 84.8% of admissions terminated in expiration of sentence.

On examination of the total number of Inuit offenders by residence location to the Baffin Correctional Centre, over the period 1975-1980, Table 78 indicates that from a total of 163 different offenders, representing 276 admissions, 136 or 83.4% were from the Baffin region, predominantly Frobisher Bay, and to a lesser extent, Cape Dorset, who comprised 79 or 48.5%, and 20 or 12.3% of all offenders, or 58.1%, and 14.7% of those from the Baffin region. This was followed by offenders from the Keewatin, Arctic Coast, Inuvik, and Yellowknife regions, constituting 8.6%, 4.9%, 1.2%, and .6%, respectively.

In concluding our in depth study of the 1980 Inuit offender population to the Baffin Correctional Centre, the following highlights summarize our findings:

- 1) 32.9% admissions entailed break and enter as their most serious offence;
- 2) 87.3% admissions originated from the Baffin region, with 49.4% from Frobisher Bay;
- 3) 70.9% comprised direct admissions;
- 4) 57.0% admissions involved more than one charge;
- 5) 48.1% admissions encompassed two to four charges, with the percent of those having one to three charges, by the age category 18 to 29, comprising 53.2%;

- 6) 85.1% offenders had more than one previous territorial incarceration;
- 7) 64.2% offenders had one to three previous territorial incarcerations, with the percent of those by the age category 18 to 29, representing 46.3%;
- 8) 50.6% admissions were sentenced by the Territorial Court, followed by 35.4% the result of decisions made by the Justice of the Peace Court;
- 9) 65.8% admissions were between 18 and 29 years of age, with the percent of those by age category 18 to 20, constituting 31.6%;
- 10) 83.5% admissions represented sentences less than 182 days, with the percent of those between 32 to 92 days, comprising 38.0%;
- 11) 84.8% admissions involved single persons;
- 12) 55.7% admissions had grade 7 to 9 education;
- 13) 59.5% admissions were unemployed prior to their arrest;
- 14) 50.6% admissions were classified as general labour in regards to their usual occupation; and
- 15) 84.8% admissions terminated in expiration of sentence.

Finally, with respect to 163 Inuit offenders, over the period 1975 to 1980, representing 276 admissions, the findings revealed the following:

- 1) 83.4% originated from the Baffin region, with the percent of those from Frobisher Bay, comprising 48.5%; and
- 2) 58.1% of Baffin offenders originated from Frobisher Bay.

It is within the context of the offender profile that we conduct our subsequent historical review of the Centre's program. Furthermore, the correlation of information concerning the characteristics of admissions to the Baffin Correctional Centre facilitates the identification as well as formulation of the required range of institutional services, and provides the basis for correctional planning in the Baffin.

Prior to proceeding with our subsequent chapter, we would like to situate the previous analysis of the incidence of crime into some historical perspective, particularly with regards to the impact of the post World War II settlement of Euro-Canadians in the north in terms of its disruptive effect upon the traditional Inuit forms of social control. To this end, we will refer to our earlier research which summarizes the literature in this area.

"During the late 1950's and 1960's, there was an unprecedented immigration of Inuit from small isolated camps to semi-urban communities, such as Frobisher Bay and Inuvik, to benefit from the greater opportunities for wage employment, and the existing educational, medical and social services (Graburn, 1963; Jenness, 1964). However, according to Graburn, rather than an improvement in the quality of life, the unforeseen growth in the population of Frobisher Bay gave rise to such problems as housing, employment and social control. Furthermore, Jenness as well as Smith (1971) and Vallee (1962) have indicated that the caste structure of the white dominated communities, with Inuit relegated to an inferior status and denied full partnership in the socio-economic structure of the community, only accentuated the feelings of frustration and hostility of Inuit toward the new way of life.

The Inuit's increased contact with Euro-Canadian culture through their immigration to white dominated communities has led to a significant breakdown of traditional family and village control (Cavan and Cavan, 1968; Graburn, 1963). Traditional reactions to conflict, such as withdrawal (Schuurman, 1967) or public opinion, (Chance, 1966) are ineffective in a semi-urban and southern oriented milieu. The erosion of the previous means of social control can be attributed to the very aspects that distinguish town from camp life, such as the decline in people's dependency on one another (Chance, 1966), a larger and less homogenous population (Vallee, 1962), and what Goldschmidt (1956) views as a general demise of primary relationships.

One of the major problems to evolve from the strains of Inuit adaptation to Euro-Canadian culture has been the decline in parental control. Several researchers (Cavan, 1968; Chance, 1966; Ferguson, 1961; Schuurman, 1967) have attributed this to a shift in dependency by the young from the father, from whom they acquired skills for subsistence on the land, to wage labour, resulting in their greater independence from the family and its control. Furthermore, these researchers as well as the N.W.T. Indian-Eskimo Association (1967), have indicated that parental control is undermined by the socialization of Inuit children

into the white culture through the schools, churches, social centre, etc., resulting in their growing alienation from the traditional value orientations of their families. In Schuurman's opinion, these factors have contributed to a disorganization among some families characterized by the rejection of parental authority and a decline in traditional family solidarity" (Finkler, 1976, p. 22).

The increasing incidence of criminality has been attributed to the negative response by some Inuit to adapt to the unfamiliar value orientations and structure of the more dominant culture, particularly during a period of accelerated change. "Cavan and Cavan (1968), Clairmont (1963), and Jenness (1964) have indicated that one of the major sources of conflict to emerge from the interfact of Inuit and Euro-Canadian culture stems from the resentment and rebellion of Inuit; especially the younger element, against their being denied the legitimate means to participate more fully in the socio-economic structure of the white dominated communities. Accordingly, in Clairmont's opinion, the emergence of a deviant sub-culture, providing alternative criteria for prestige and self-esteem, can be interpreted as a negative response or adaptation to their being prevented from achieving the accepted white middle class goals. Furthermore, Cavan and Cavan (1968), as well as Vallee (1962), stated that the traditional parental and village authority to control deviant behaviour has been reduced through the emulation by some Inuit of the negative behaviour exhibited by those white transients, who are themselves unable to rise in the socio-economic hierarchy" (Finkler, 1976, p. 23).

During the course of our community consultation, varying local perceptions or theories were offered as to the causality of criminal behaviour. We feel these views are noteworthy in providing an insight to what the communities consider, on the basis of their experience and value system, to be important factors leading to criminality. Though we have not ranked these factors in order of their priority in view of their variance among individuals, they have been grouped by respondents comprising representatives from the agencies of socio-legal control, community, and current as well as former inmates. The socio-legal category includes those associated with the R.C.M.P., judiciary, corrections, social services, along with those government officials whose tasks involve their contact with offenders; whereas representatives from the community include members of the general public as well as citizen committees.

Specifically, our community consultation with those responsible for socio-legal control, elicited the following viewpoints regarding factors in crime.

1. As a consequence of the conflicting demands generated by the cultural interface, it was felt that some Inuit lost their self respect, and motivation, with the frustration due to their inaccessibility to full and equal participation in the socio-economic life of the region, manifesting itself in delinquent behaviour, predominantly liquor related. Furthermore, this behaviour also stems from a growing animosity toward a white dominated society.
2. Several persons believed that the imposition of a non-Inuit educational system has significantly eroded the traditional respect for the authority of parents and elders. This factor, with its subsequent breakdown in communication between the old and young, or generation gap, has resulted in a general disrespect for authority, and subsequent involvement in criminality. This also appears to have produced a disregard of the consequences of breaking the law, to the point of several challenging the boundaries of acceptable behaviour and their sanctions.
3. A negative family environment was also regarded by many as a major element in generating anti-social behaviour. The adverse effects of such an environment, encompassing situations of parental neglect and lack of guidance, frequently due to excessive drinking within the family, were seen to produce crime. This may also occur in cases of children with no father or one unable to provide the needed direction, or the instance where a youth is having a difficult relationship with a step parent. Marriage problems, often due to the change in traditional Inuit male-female roles, were also perceived to cause crime. It is interesting to note the comments of one social worker who felt that several offenders, while coming from good families, had been spoiled as children. This results in a low tolerance for not having their own way, along with a delay in accepting the full responsibility for their affairs, and actions.
4. Finally, the factors regarding the lack of single family housing or adequate accommodation; limited education or not possessing the required level to obtain satisfactory or meaningful employment; few skills or the absence of job training; and the boredom of settlement life with a void in recreation activities; were further cited as contributing to delinquency.

In addition to the factors concerning a low self image; disrespect for the authority of elders and parents; a negative home environment, characterized by parental neglect and lack of guidance; breakdown in male-female relationships; and lack of recreation activities; along the lines of those described previously, members from the community cited the following.

1. Specifically, in addition to the excessive use of alcohol, they also identified the media as a negative influence to maintaining traditional values and authority; as well as the disruptive affect of some non-Inuit transients as factors in reducing the effectiveness of community social control.
2. Furthermore, in contrast to former times, several viewed the protracted period of adolescence, the consequence of school enrollment, as delaying the acceptance of adult responsibility, and contributing to the involvement in delinquent behaviour.

Regarding current and former inmates, this group attributed their anti-social behaviour to the following aforementioned factors. Specifically, they cited the area of a negative home environment; marriage problems, breakdown in communication between the young and old; alcohol abuse; and the situation of housing; as contributing elements. Furthermore, several referred to difficulties stemming from their inability to cope with life outside their home settlement, away from family, friends, and familiar surroundings, as well as dealing with community rejection.

In conclusion, we believe that an appreciation of the above views in combination with correctional theory, is potentially useful in the formulation of institutional and community prevention strategies.

CHAPTER III
AN HISTORICAL REVIEW OF THE CENTRE'S PROGRAM

The historical review summarizes the developments to date in the areas of staffing and administration; admission policies and related issues; and program review. In our discussion on staffing and administration, we begin with a focus on staff composition, recruitment, functions, as well as related issues.

STAFFING AND ADMINISTRATION

The current complement of 15 staff, predominantly Inuit with the exception of the superintendent, and business manager, comprises a superintendent and his trainee, three corrections officers II, seven corrections officers I, and the aforementioned business manager, along with a full time cook and his assistant. Their general allocation by shift comprises the superintendent and/or his trainee, the business manager, one correctional officer II, two correctional officers I, and one cook on days; with one correctional officers II, and one corrections officer I on the afternoon shift; with one or two corrections officers I on nights.

As noted in our earlier research (Finkler, 1976), a concentrated effort was made to engage Inuit staff in delivering the correctional needs for the Baffin offender. Thus, "in contrast to the recruiting problems encountered by the police, judiciary and other institutions, the centre has been able to attract Inuit to participate in this innovative correctional program. Inuit hired as staff, comprising hunters, several acknowledge leaders, a few with social work and police experience, and including some who have experienced incarceration themselves, were drawn to a program that relied on their skills and values as Inuit for the rehabilitation of fellow Inuit rather than on their academic qualifications or ability to enforce the centre's rules and regulations" (p. 129). However, since its inception, there has been a significant turnover in personnel within all positions, along with the continuing difficulties in staff recruitment from the outlying communities in the region.

With respect to the range of functions inherent within the above positions, the superintendent, in his administrative as well as supervisory capacity, is responsible for the direction of the Centre's program, operation, and maintenance. The corrections officer II, through his supervision of the corrections officers I, ensures that adequate custodial procedures are observed during the implementation of the Centre's treatment and training program; with the corrections officer I, having the direct responsibility for the custody, control, discipline, and rehabilitation of inmates.

One of the difficulties incurred during the Centre's operation has centred on maintaining effective staff performance in service delivery, along with providing for their adequate and on going training. Fluctuations in work performance have been attributed to changes in administration, unfamiliarity with institutional operations or government regulations and procedures, accompanied by problems related to shift rotation, and the authoritarian nature of the job which includes having to confront inmates. Furthermore, while the Centre's initial program thrust emphasized staff involvement, as well as commitment, in the treatment process, the recent rise in the number of offenders, particularly from the outlying settlements, as well as more difficult cases, has raised a concern in the need for the staff's broader familiarization with the range of correctional responsibilities, including the aforementioned functions of custody and security.

However, while the need for adequate staff training, particularly on-the-job training, along with mobility and career planning, has been identified in the past (McCaskill, 1976), the Centre's distance from training resources, as well as its unique cultural and administrative context, did not readily facilitate correctional training. This is further complicated by the requirement in formulating an alternative training methodology in its application to the cross-cultural situation. Nonetheless, McCaskill (1976), in his administrative and operational review of community correctional centres, recommended that "immediate priority be given to development of an 'On The Job Training Program' for Community Correctional Centre staff" (p. 13), as "it will assist in the operational functioning of the centre (Baffin Correctional Centre)" (p. 14). Furthermore, he believed that "on-the-job training with a heavy emphasis on policies, procedures and their adaptation to the work environment will be of major assistance in resolving various problems at B.C.C. (Baffin Correctional Centre)" (Ibid.).

Increasingly, there has been an effort to meet the Centre's training needs which has materialized in staff exchanges with other correctional centres, and staff workshops, along with the recent development of a training program for an Inuk superintendent trainee. Specifically, the latter program, in addition to a general familiarization with corrections philosophy and policies, encompasses the areas of institutional security, sentence administration, staff supervision and training, administration, and public relations.

In addition to the previously mentioned factors accounting for fluctuations in work performance, difficulties in staff supervision and the maintenance of effective delivery of services, occasionally, the unsettling effects of changes in the Centres' management personnel has had a bearing on its operation. Specifically, since its opening on April 15, 1974, the Baffin Correctional Centre, initially responsible and accountable to the Corrections Service, Yellowknife, has undergone several changes in its position of superintendent, beginning with the resignation of its first superintendent, a non-Inuit, during the summer of 1975. However, his successor, another non-Inuit, within a few months was found unsuitable for the position, with the subsequent situation of acting superintendents, alternating between headquarters and Centre personnel, finally resolved in January 1976, with the appointment of the Centre's chief supervisor, as the first Inuk superintendent.

His personal skills and dedication to the task more than compensated for his lack of formal correctional or professional background, and ensured the continuation of the Centre's innovative program in the delivery of correctional services within the cross-cultural context of the Baffin region. Nevertheless, gradually, some problems arose, partially attributed to the absence of locally available professional direction, and resources to the superintendent to assist him in dealing with the difficulties incurred in staff management and their on going training, along with those related to program administration and delivery. Furthermore, according to McCaskill (1976), a situation emerged whereby, "the lack of effective communication between B.C.C. and the various departments is the cause of many of the problems faced by B.C.C. in obtaining services" (p. 5-6). Consequently, he recommended regional collaboration of a professional nature between the Centre and the regional superintendent of Social Services, along with their forming "a collateral relationship that will give B.C.C. a more formal liaison with regional managers of the various services departments" (Ibid.). It was for the above reasons that a major policy decision was made during 1978 to transfer the responsibility, accountability, and authority for the Baffin Correctional Centre from the Corrections Service to the Baffin region, with the superintendent of the Baffin Correctional Centre reporting to the regional superintendent of Health and Social Services.

However, by 1979, it was evident that regionalization had been unable to entirely resolve the Centre's former difficulties or restore its deteriorating relationships with the other socio-legal agencies. During the Spring, the Inuk superintendent tendered his resignation to seek alternative employment. This was followed by a series of

acting superintendents, all non-Inuit, until the Fall secondment of the former superintendent of the Yellowknife Correctional Centre, a non-Inuit, to head the Baffin Correctional Centre. In addition to upgrading the Centre's operations, one of the primary objectives during the term of his administration is the training of an Inuk as superintendent.

ADMISSION POLICIES AND RELATED ISSUES

Admission policy to the Baffin Correctional Centre is in part dictated by its limited bed space and its low control or minimum security capability. Whereas, initially, the Centre planned to limit its capacity to 15, and while it has experienced some lows in its population during its history, during 1980, its average count has risen from seven to 16, and on occasion, as in March 1981, reached a daily high of 24 inmates.

Originally, "on notification of a person's sentence by the courts to the detachment jail, staff and inmates, referred to as members in order to reduce the social distance between the personnel and the prisoners, meet informally to openly discuss the person's suitability for the centre's program. The first phase begins with an informal assessment by the superintendent in discussion with the probation officer and police as to the person's record, risk factors and his general qualification for the program. Secondly, there is an informal evaluation among Inuit staff and members, as well as a staff member's discussion with the candidate in the detachment jail. On completion of these two phases, a consensus is reached among the superintendent, staff and members during a joint meeting.

The main criteria for admission are that the program be able to help the person and that he be sufficiently motivated to benefit from it. Furthermore, there must be assurances that the person is capable of behaving in the open environment of the centre and poses no danger to himself or the community" (Finkler, 1976, p. 129).

However, currently, the decision regarding referrals from the R.C.M.P. for direct admissions or transfers from the Yellowknife Correctional Centre, are predominantly undertaken by the superintendent, though influenced by his staff in terms of their knowledge of the offender. While the Centre continued to adhere to its limited criteria in admitting the majority of first and low risk offenders, there has been an increasing acceptance of recidivists and/or more difficult offenders. Though some exceptions are made to admit those with sentences up to 18 months,

generally the Centre will not accept those with sentences longer than one year or shorter than two weeks. As we have indicated, the Centre also receives mainly Baffin, along with some Keewatin offenders whose incarcerations were initiated at the Yellowknife Correctional Centre, but whose progress or current status have deemed them suitable to conclude their sentence in the Baffin Correctional Centre. In the past, there have been some difficulties regarding the latter transfers due, in part, to a misunderstanding about the Centre's admission policy and its relationship to program objectives, and its minimum security setting. Apparently this issue has been resolved between the two centres with subsequent transfers undertaken in consultation with the Baffin Correctional Centre in terms of the offender's attitude, behaviour, security risk, and the availability of bed space.

During its history, as a consequence of the Centre's operation below capacity, a decision was taken to consider the admission of other Inuit offenders from outside the Baffin, with the determining factor in such transfers being individual suitability and correspondingly less weight to community of origin and sentence length. Furthermore, Keewatin interests have requested the consideration of their offenders for direct admission to the Baffin Correctional Centre as a more suitable alternative to Yellowknife. However, while admissions from the Keewatin have increased, they tend to comprise transfers from the Yellowknife Correctional Centre due to the lack of an appropriate screening mechanism for their transfers from R.C.M.P. custody to either the Yellowknife or Baffin Correctional Centres.

Regarding drug offenders, while the staff remain wary about the possible persistence of such usage during their incarceration within a minimum security setting, this category has not been arbitrarily excluded from admission to the program, though their sentence may have commenced in the Yellowknife Correctional Centre. Similarly, a discretionary policy exists in regards to the admission of non-Inuit on the basis of their suitability to the program. However, in view of their under representation in N.W.T. admissions to correctional institutions, it is not surprising that only three such cases have been admitted to the Centre.

In concluding this section we should mention that during 1978, the Corrections Service complied with Sanikiluaq's request for the direct admission of all their offenders to the Yellowknife, rather than to the Baffin Correctional Centre. The rationale behind the community's request lay in its belief that punishment through imprisonment to a

more conventional prison, than to a minimum security setting, would be a more effective deterrent. However, while the recent administration has begun to accept direct admissions from Sanikiluaq, the community has reserved its judgement on this change pending its re-assessment of the Centre's program.

One of the limitations in the Centre's physical structure is the absence of any secure holding unit for the detention or segregation of disciplinary problems stemming from inmate misconduct. This has necessitated the Centre's reliance on the detention facilities at the R.C.M.P. Detachment. According to The Committee To Study Frobisher Gaol Facilities (1978), this added responsibility, along with remands and short term servers, has often been a source of contention between the force and the Centre. However, the existing facilities preclude the latter's internal management in the disciplining of inmates warranting detention, or the consideration of holding and segregating remanded prisoners.

PROGRAM REVIEW

Further to our earlier discussion on the Centre's program development, our review of the land program indicates a general decline in the frequency, length, and scope of inmate/staff participation in supervised hunting trips. Initially, the land program was designed to teach Inuit offenders hunting and survival skills, along with offering situations of challenge, stress, and isolation, in order to provide them with a sense of achievement and identity as a consequence of their experience on the land. It also facilitated opportunities for the acquisition of skills and staff/inmate communication. However, community pressures, as well as conditions imposed by Fish and Wildlife (GNWT), in the areas of organized hunts, quotas, licensing, disposal or distribution of game, etc; gun control legislation with its requirement for firearms acquisition permits; along with budgetary problems related to the high cost of equipment and repairs, and the maintenance of a balanced staff ratio for the town, as well as land program, are some of the factors reducing the scope and operation of this program. Its current emphasis falls somewhat short of its intended objectives as a program for cultural inclusion and acquisition of traditional skills, and merits organized steps toward its revitalization as a major program thrust.

During its history, the Centre has made an intensive effort to involve inmates in community service work. The majority of these community projects are related to town cleanup or

assistance to citizens; generally tasks that do not put the Centre in competition with the outside community over the scarcity of locally available employment. In the past, the Centre's inmates have also assisted in the construction of the Kativik Community Centre, as well as in activities related to staging the annual Toonik Tyme Carnival, and currently are involved in arena maintenance under contract to the town during the winter months. The Centre has also inquired into the possibility of securing a barrel crusher and co-ordinating inmate labour toward the elimination of the thousands of oil drums remaining in the Frobisher Bay area. However, despite its commitment to community service work, the current range of activities remains limited, and require renewed initiatives and imagination to explore the development of alternative projects.

While there appears to be a renewed emphasis by the recent administration to develop its work release program, the Centre continues to have difficulty maintaining a consistent and balanced range of employment opportunities for its inmates. In the past, the program has employed inmates in government, as well as business, as classroom assistants, carpenter apprentices, drivers, etc., with a concentration as general labourers in construction or sea lift related activities, primarily during the summer season. However, in addition to the difficulties in maintaining a balanced range of employment for inmates, the uneven fluctuations in placements beyond the Centre's control, particularly during the Winter lull, reduce its ability to effectively co-ordinate this program for the optimal therapeutic benefit for inmates. Furthermore, other than the recent involvement of two inmates in a locally based carpentry training course, no vocational training program exists. Nevertheless, their participation in this program has been extremely encouraging, and raises the possibility for the expansion of similar thrusts as an integral part of its work release program.

Presently, educational placements for inmates, primarily enrollment in a basic job readiness program offered by the adult education centre or academic upgrading at the latter centre or the high school, have declined. Adult education tries to teach the prerequisite skills for further training or employment. While no inmates are presently enrolled, during the previous four years, three inmates had been enrolled in academic upgrading, on a full time basis, which also provided work experience as well as teaching in life skills. However, incidents surrounding inmate misconducts and a subsequent difference of opinion between the Centre and adult education over inmate supervision requirements while within the latter's control, combined with doubts in some instances, regarding the sincerity of inmate

motivation for education; appears to have soured the Centre's commitment to inmate referrals to this program option. Furthermore, the frequency of short sentences, along with education's concern about offender's previous unsatisfactory academic performance or the matter of their supervision, have reduced the opportunities for motivated inmates to enroll in the regular high school program to further their education. It is evident that immediate attention is required to restore the utilization of the above resources as a vital component in the range of program options.

While the majority of incidents warranting intervention by the agencies of socio-legal control, including the Baffin Correctional Centre, involve the misuse of alcohol, presently, there is no alcohol and drug information or counselling program available for inmates. Initially, attention was directed to this area through alcohol workshops or in meetings on alcohol abuse as part of the Centre's evening program, also involving the Alcohol Education Committee and other resources. However, while this program has not functioned for some time, with staff not trained to initiate its revival, it remains an important consideration in the Centre's future development and delivery of program services for inmates.

In contrast to earlier years, there has been a reduction in organized social and recreational activities within the Centre and the community, as well as in the evening program. Regarding recreational activities, some of the decline has been attributed to fluctuations in interest among the inmates themselves, with the older ones, perhaps out all day on work release, preferring more relaxing and sedentary activities, as opposed to the younger and more active inmates, desiring organized physical recreation. Furthermore, other factors include difficulties related to the logistics of staff supervision and costs in providing hockey or other equipment. With respect to the evening program, on a regular basis, resource persons from the community, including elders, were invited to meet with inmates and discuss such topics as law, policing, social services, money management, traditional ways, etc. This interaction contributed to a further understanding by inmates on various subjects, as well as sensitized the community to inmate concerns and needs, along with eliciting varying levels of commitment for their involvement in the correctional process. The obvious benefits of this program, in terms of the further development of inmate life skills, as well as the potential for drawing community involvement in corrections, merit exploring the means and content toward re-establishing this program.

While it has been the established procedure for medical examination of all inmates from the Yellowknife Correctional Centre prior to their transfer to the Baffin Correctional Centre; it is only recently that the Centre's persistence has finally resulted in satisfactory arrangements with a local clinic to undertake history and physical examinations of all direct admissions to the Centre. Regarding mental health services, the Centre has generally been satisfied with the availability of the system of backup psychiatric consultation provided through contractual arrangements with the Clarke Institute, Toronto. Furthermore, timely intervention in such infrequent cases has been facilitated through the locally based auxiliary services of the mental health unit, primarily involved in screening referrals and followup to treatment.

During its history, there has been a decline in inmate counselling by the staff with the provision of these services gradually deferred to the area office of Social Services. However, due to occasional breakdowns in communication or liaison between the two operations, fluctuations attributed to changes in superintendents and individual interpretations as to the definition and role of social service involvement in corrections, coupled with staff shortages and the priority of fulfilling other service needs, the area office has been unable to effectively discharge its responsibility in meeting the social service needs of inmates. Nevertheless, the availability of counselling and related treatment services for inmates, along with a greater attention to inmate classification, and pre-release planning, are fundamental to the success of the Centre's program objectives.

Our program review would be remiss in neglecting to provide some comments regarding the Centre's physical structure in terms of its capability to effectively discharge its correctional mandate, along with meeting existing and future program needs. It was for this reason that McCaskill (1976) recommended "that consideration be given to the present conditions of living areas, work areas and general space at the centres and their effects on centre programs" (p. 18). This was based on his finding that the Baffin Correctional Centre, as illustrated in Figure 4, exists "in a constant state of needed repairs" (p. 18), and furthermore, "the living and working areas are more and more crowded as guidelines and regulations are attempted to be met" (Ibid.).

During the course of our review, we found that the physical state of these structures has further deteriorated with evidence of an increasing evidence of maintenance repairs

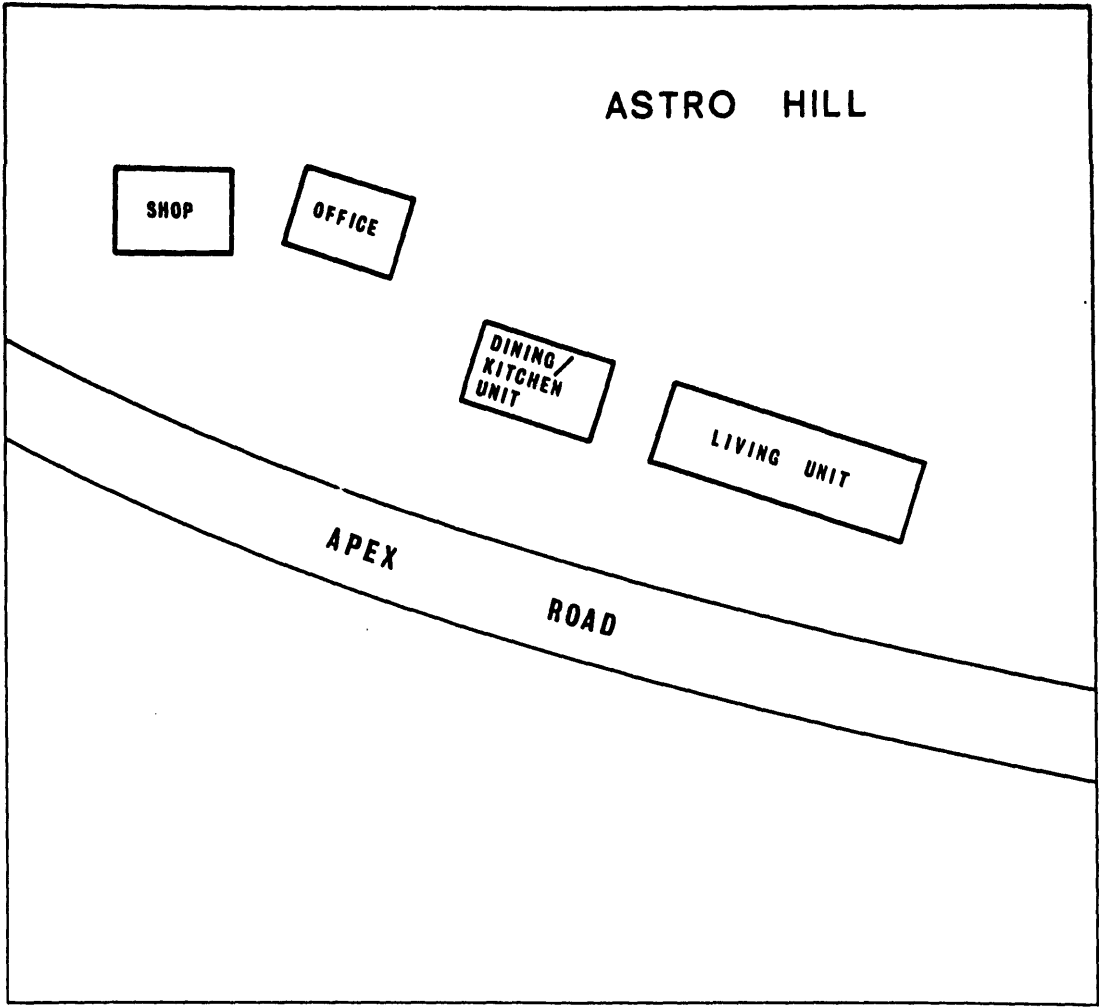


Figure 4 - BAFFIN CORRECTIONAL CENTRE SITE PLAN

compounded by the added accommodation and service demands resulting from the rise in intake. Furthermore, presently, these energy inefficient structures do not readily facilitate the control and supervision of inmates, or staff communication, or the construction of a secure holding unit for its internal management of disciplinary problems.

CONCLUSION

Generally speaking, the Baffin Correctional Centre has succeeded in the creation of a therapeutic environment, devoid of the more harmful or negative influences of conventional prisons, and providing inmates with an innovative alternative program, within the cross cultural context of the Baffin Region, administered and delivered by indigenous staff. Furthermore, since its existence, there has been a decline in the number of new offenders to the Yellowknife Correctional Centre from Frobisher Bay, as well as in the number of former recidivists who have showed a marked improvement in their ability to control the quality of life, reflected in a reduction or elimination of behaviour warranting socio-legal intervention.

While our previous summary has demonstrated several deficiencies within the Centre's administration and program delivery, areas necessitating future development and revitalization in concert with other departmental and community resources, the current administration has succeeded in re-establishing its intake to capacity, as well as the line of communication or its working relationship with the other agencies for socio-legal control. Notwithstanding inflation as well as increases in operations and maintenance due to the rise in admissions, the per diem rate over a four year period has only climbed from \$91.90 in 1976/77 to \$106.82 in 1979/80. Furthermore, recent efforts have materialized in a stabilization in the Centre's administration and operation within the framework of the Corrections Ordinance and Regulations, along with advancing a program for staff training.

CHAPTER IV
REACTION TO THE PROGRAM AND RELATED ISSUES

As we have previously indicated, one of the main purposes of our community consultation in the Baffin region was to inform them about the issues related to the review of the Baffin Correctional Centre, and through individual and group meetings, provide an opportunity for their input into the research through the expression of their views regarding offenders and social control, and more specifically, the Centre's program, expectations, related issues and potential for future involvement. This chapter reveals their reactions to the Centre's program along with perspectives on related issues. Following the methodology set out in Chapter II, though we have not ranked these perspectives in order of their priority in view of their variance among individuals, they have been grouped by respondents comprising representatives from the agencies of socio-legal control, community, and current, as well as former offenders. We begin with the reactions of those responsible for socio-legal control, entailing the R.C.M.P., judiciary, corrections, social and related services, along with those government officials whose tasks involve their contact with offenders.

Specifically, the following comprise their reactions to the Baffin Correctional Centre and related issues.

1. At a general level, there is a consensus for the implementation of more stringent measures in the Centre's administration and operation. There is the belief that such action would be more effective in deterrence than existing liberal policies at the Centre. There was also the feeling that there should be a more conservative approach initiated regarding temporary absences in the community, particularly the reduction of unsupervised movement, and other unearned privileges.
2. On the basis of their experience with offenders, the majority did not feel that the Centre had much impact in changing their behaviour. While several were more optimistic in regards to the deterrent value for first offenders, particularly as a consequence of the dislocation incurred by some offenders from their home communities, many felt that the material comforts, relaxed administration, activity, and routine did not present a sufficient deterrence. Several shared the view that the Centre's function should be to correct, but in the context of deterrence, with some Justices of the Peace sentencing on this basis. However, many have become disillusioned as to its ability to achieve this end.

3. It was found that the perception of those involved in socio-legal control, about the Centre, was frequently based on secondary sources rather than their first hand experience with its operation. Furthermore, the information was often provided by a former inmate to the Centre, who tended to exaggerate its material benefits, while neglecting to mention its rehabilitative merit. Nevertheless, it should also be understood that the reality of an offender's disadvantaged socio-economic environment may result in the Centre being perceived attractively materially, and emotionally. Furthermore, on the basis of his experience with former offenders, one social worker explained that when things go particularly bad for them in the community, "there is a temptation to recidivate to return to a familiar place, with good friends and accommodation".
4. While some concern had been expressed about the need to separate offenders by age, length of sentence, and number of previous incarcerations, the majority of Centre staff did not share this view, except with respect to the exclusion of potentially disruptive or violent offenders.
5. Other than some concern regarding the use of fire-arms by inmates, and its recent decline as a primary program thrust, the majority viewed the hunting program as containing worthwhile cultural and rehabilitative benefits, along with generating the acquisition of requisite skills to pursue this activity on release. It was regarded as particularly valuable for offenders, the majority who do not get an opportunity to get out because of a lack of equipment, either due to no job to provide the necessary funds, or absence of skills. Furthermore, while participating in this program, it was felt that they would get the chance to learn traditional skills as well as achieve a needed sense of confidence about their ability to survive on the land.
6. Regarding counselling, concerns were expressed about the need for its increase, along with more staff training in this area or the employment of an institutional social worker. There was also the view that staff were reticent to intervene unless help was requested; or confront and discipline inmates, with subsequent inaction resulting in a deterioration of the situation. Problems were also raised regarding the difficulty of staff in counselling older people, or an offender's dependence on staff to resolve his situation.

7. With respect to programs, there was the feeling about the need for an alcohol education program, increased recreation, along with other activities, especially during the evening. However, one viewpoint expressed the desire to confine inmate participation to legitimate public events such as feasts or Toonyk Tyme. There was a general favourable reaction to the work release program in providing many with the opportunity to improve their work performance and habits. However, while an inmate's work record may be particularly good while at the Centre, several employers hesitated to continue such employment on release because of problems related to punctuality and absenteeism.
8. There was also concern expressed about the need for increased staff training, particularly for unilingual correctional officers, along with an upgrading in the Centre's administrative and security procedures.
9. In regards to related issues, the matter was raised concerning the court's limited non-institutional sentencing options, particularly in situations where the community has rejected the offender or where the latter allegedly prefers a sentence to the Centre in order to work with pay, than be bound to volunteer his services through a community service order. The judiciary also expressed its concern as to how it could react positively to pressures in opting for non-institutional measures when probation, diversionary or other community based resources were inadequate or non-existent. Furthermore, a member of the bench commented on the court's lack of information as to how the offender progressed during his incarceration and the need for feedback to assess whether their sentencing measure or intervention was effective in achieving its desired goal.
10. Whereas the area of aftercare planning was more so emphasized during the Centre's initial operation, criticism has been raised about the lack of communication between the Centre and the settlements. In addition to uncertainty as to an offender's release, several social service staff cited the absence of information regarding developments or progress during his incarceration.
11. Finally, there was a consensus regarding the increased need for community involvement in social control.

Community reaction to the program, drawn from our consultation with representatives from national and regional native associations, Baffin Regional Council, regional and local leaders, cultural associations, citizen committees, the clergy, local entrepreneurs/cooperatives, and the general public, centred on the following.

1. The community generally shared the views of the previous group in that a too liberal or lenient approach to inmate administration and treatment undermines their expectation of the deterrent value of the incarceration. They identified the issues of unsupervised movement within the community, including the concern about alleged instances of inmate use of alcohol or drugs, the material comforts of the environment, inmate allowances, the hunting program, employment with pay, recreation, and other activities as potential incentives to recidivism.
2. Regarding the Centre's ability to effect change in an offender's behaviour, many began with expressing their appreciation for the availability of such a service and the rehabilitation orientation of its program. Nevertheless, other than the provision of safe custody, many were not encouraged with the results of the incarceration in terms of having any significant rehabilitative, deterrent or preventive value. Community views about the Centre, as was the case with those involved in socio-legal control, were greatly influenced by secondary sources, particularly former inmates to the Centre, who tended to focus their comments on the material comforts, rather than the rehabilitative or deterrent benefits of their incarceration.
3. With respect to the separation of offenders, there was some concern about the current mixing of first offenders with recidivists, with several advocating punishment for the latter in terms of more restrictions.
4. While several regarded the on the land program as a privilege, the majority felt it to be beneficial in the acquisition of traditional skills, and its potential for followup on release. However, on the basis of one incident, one community expressed its concern about inadequate staff supervision of inmates while out hunting.

5. In addition to their concern regarding the Centre's liberal administration and discipline policies, several raised the matter concerning the lack of direction and guidelines for program delivery, as well as the inadequate opportunities for vocational and educational upgrading, limited counselling, improperly trained staff, and reservations about the merits of the availability of sports, and other recreational activities.
6. During our consultation, lengthy discussion was focussed on the misunderstanding created by the Centre's *Inuktitut* name, *Ikajurtauvik*. Several felt that the word, referring to the place where you get help, lead to such misconceptions as "a place for people who need social assistance", or "a place for sick or handicapped persons, or for training". Consequently, the majority recommended the word, *Anullaksiivik*, which they understand to mean a prison, or place of confinement or detention as punishment. Furthermore, the term, *Qimauqarvik*, emerged during our meetings in Pond Inlet, describing "a place where a person goes for refuge".
7. With respect to related issues, concerns were expressed about the lack or limited use of non-institutional or community based interventions, as well as inadequate community involvement in social control. The latter development has been attributed to several factors including an inability to cope with the dynamics of current settlement life, too preoccupied with other matters or not sufficiently sensitized as to its importance, fear of retaliation, or due to a general reticence to intervene in another's behaviour.

Regarding former and current inmate reaction to the Centre's program, and related issues, they expressed the following views.

1. Notwithstanding the attraction to the variety of recreational activities available at the Yellowknife Correctional Centre, the majority preferred admission to the Baffin Correctional Centre, because of its more liberal administration, its proximity to family and home community, the availability of Inuit staff, along with the opportunity to participate in the land and work release programs.

2. While some concurred with the view that the material, program, or other benefits may induce several to recidivate, for many, incarceration, even in a minimum security institution was a boring or disagreeable, and occasionally unsettling experience. The latter was particularly more so among first offenders from the outlying settlements, more acutely sensitive than those from Frobisher Bay, due to the dislocation from family and home environment, caused by their incarceration. However, the majority did feel that incarceration provided the needed time for introspection and making decisions about one's future.
3. Several recidivists remarked on a noticeable increase of restrictions in the Centre's recent administration and operations, and consequently, view it as becoming more like a conventional institution. Furthermore, there was the feeling that the emerging emphasis on inmate supervision and control, reduced staff involvement in meeting inmate treatment needs, particularly counselling. While the majority preferred Inuit staff, several cited the need for staff training in the area of human relations to facilitate staff/inmate communication, and objectivity in disciplining inmates.
4. Regarding the mixing of offenders by age, length of sentence, or ethnic origin, the majority did not experience or perceive any problems warranting their separation.
5. The vast proportion of inmates favoured on the land program for its value in the acquisition of traditional skills and potential for followup on release. However, several expressed a concern about the decline in the program in terms of the frequency and duration of outings, the level of participation, as well as in the teaching of requisite skills.
6. Generally, inmates reacted favourably to the work release program for providing the opportunity to improve their work habits and performance, as well as to earn wages, especially beneficial for those with families or debts. However, several comments were directed toward the absence of proper assessment and classification procedures assisting the offender to maximize existing program options, and thereby, lay the foundation for success on release. Concerns were also expressed regarding the limitations in vocational training, as well as in educational upgrading, along with the lack of any alcohol and drug information/counselling program, or pre-release planning, particularly in securing employment.

7. Finally, the majority did not feel that their communities were concerned about their welfare, or sensitive to their problems and needs, or prepared to assist in their adjustment or re-entry into community life.

In conclusion, it is our view that an appreciation of these perspectives, related to the Baffin reaction to the Centre's current program, serves as a timely point of departure for our subsequent examination or identification of alternatives in delivering regional institutional needs.

CHAPTER V
ALTERNATIVES

As part of the planning process for corrections in the Northwest Territories, we were requested to undertake a review of the Baffin Correctional Centre, along with exploring alternatives in delivering regional institutional needs. Our previous discussion, with its focus on institutional programs for adult male offenders, began with a documentation of the Centre in terms of its program development; followed by an assessment of the regional incidence of crime and offender profile, an historical review of the Centre's program, and reaction within the Baffin region to the program and related issues.

However, prior to the examination of alternative thrusts for consideration in regional correctional planning, particularly in regards to program development and delivery, there must be an appreciation of the underlying principles which form the basis in any future planning. To this end, we believe that several of the principles contained in Enomoto's (1979) statement of basic principles inherent in correctional planning, apply to the discussion at hand.

Specifically, one primary consideration lies in the realization that "prisons are still necessary to perform a legitimate function in the criminal justice system, even though society will continue to search for more basic solutions to the problem of crime" (Enomoto, 1979, p. 193). Furthermore, "confinement in prison serves as punishment to those found guilty of committing acts which society has defined as unacceptable, has some deterrent effect, and prevents certain people from committing illegal acts in the community for the period of time they are confined" (Ibid.). However, while there was a consensus that correctional thrusts should continue to address themselves to the underlying causes of criminality, Enomoto (1979) states that "experience to date suggests that crime will continue to be with us for the foreseeable future" (Ibid.).

The deprivation of liberty was considered as the basic punishment, and consequently, "prison environment must be made as safe, humane, and potentially constructive as possible" (Ibid.). During our community consultation, lengthy discussion centred on their expectations, as well as reaction, in regards to the Centre's program. Specifically, while there was a sincere appreciation over the care and custody provided by the Centre, many were not encouraged about it having any significant rehabilitative value, or sufficient deterrent or preventive effect. Consequently, several advocated a more punitive approach in the Centre's administration and operation, including some

reduction in its environmental standards. This evolves from the expectation of sentencing to imprisonment for punishment, as opposed to the view that the deprivation of liberty, in itself, is sufficient to achieve this end. Furthermore, these feelings stem from the community's unrealistic expectations about the effectiveness of prisons. To this end, Enomoto (1979), outlines the following limitations "on the extent to which prisons can accomplish any of the following with consistent, predictable or measurable certainty:

- Change the long-term behaviour of unwilling clients.
- Change inmate attitudes.
- Determine which individuals will commit violent acts while in prison or after release.
- Reduce community crime (except through control of criminals temporarily removed from the community).
- Change communities in which crime occurs.
- Reduce recidivism.
- Cure addiction to drugs or alcohol" (p. 193-194).

Finally, attention should also be directed at enhancing inmate participation "in those decisions that, directly affect them, (and) create responsibility and accountability" (Enomoto, p. 195), and the utilization of community resources. It is within the context and appreciation of these principles, basic to future correctional planning, that we approach our examination of the consideration of alternatives in meeting regional institutional needs.

Prior to the identification of alternatives, it is important to reiterate that the volume and range of services are dependent on trends in the incidence of regional crime and offender profile. While our previous analysis assessed the current incidence of regional criminality as well as the profile of the Centre's present population, the following factors are crucial considerations in meeting future program requirements.

FACTORS AFFECTING INSTITUTIONAL POPULATION TRENDS

With regards to general population growth as a factor in population forecast, a review of the population projections for the Baffin Region, 1978 to 1988, undertaken by the Statistics Section, GNWT, reveals an increase of 30.1% over the ten year period. Assuming the stability of other variables, this would imply a corresponding rise in admissions to the Baffin Correctional Centre. However, while the natural growth of the high risk age category, 15 to 29, increased to 38.1% over a similar period, its distribution within the regional population remained relatively constant, representing 29.2% and 31.0% in 1978 and 1988, respectively.

However, fluctuations or the instability of the following factors have a bearing on institutional population trends. Specifically, situations of accelerated and uncontrolled resource development within the region, with its migration of transient workers, predominantly within the high risk age group, for potential anti-social behaviour, may place additional demands on the volume and range of institutional services. In consideration of the relationship between employment and recidivism, with 59.5% of admissions to the Baffin Correctional Centre, 1980, previously unemployed, the existing demands for employment within the region have already exceeded the number of available jobs, with any subsequent deterioration inevitable, contributing to an increase in crime.

Regarding additional factors, the consequences of the settlement of land claims, and the division of the NWT, will also have an influence in the direction and demand in regional services, as well as in the regional's socio-economic outcome.

The availability of liquor, and the level of community control in restricting the purchase, sale, or consumption of alcohol, will continue to influence the volume and type of admissions. Furthermore, legislative changes for effective control over the inhalation of solvents and gases will reduce the incidence of anti-social behaviour, and subsequent admissions, along with the proposed decriminalization of the simple possession of cannabis.

Other factors that will influence the direction of program need entail the emerging general increase in sentence length, in contrast to the current situation wherein 83.5% of admissions to the Centre represent sentences less than 182 days; along with a decline in the community's level of tolerance toward offenders and subsequent demand for the adoption of more stringent measures in dealing with unacceptable behaviour. However, it is our view that the primary considerations in the population forecast depend on the regional development and revitalization in the range of community based alternatives to sentencing, as well as non-institutional sentencing options, and significantly, on the community's sharing its responsibility for social control.

While the absence of a readily available judicial data base precluded any regional analysis of court statistics, our review of the Centre's population profile reflected the institutionalization of those not posing a particular threat to the community, a situation moreso evident in admissions from the outlying settlements than Frobisher Bay;

and insufficient consideration of the range of non-institutional measures. It is envisaged that success toward the development and revitalization alternatives to incarceration, dependent on the level of community support and participation in crime control, will result in a subsequent reduction in the admission of minor or nuisance offenders, offsetting the anticipated increase in the number of more difficult and serious offenders with longer sentences.

In conclusion, while it is difficult to forecast the effects of the aforementioned intervening variables on admission projections for the Centre, we envisage that their net overall impact will reflect a regional increase in crime, with any corresponding rise in admissions and program needs greatly dependent on the success of initiatives in alternatives to sentencing, maximizing non-institutional sentencing options, and community involvement in social control.

We conclude this study on the Baffin Correctional Centre with an examination on alternative thrusts for consideration in regional correctional planning, focussing on staffing, admissions, program development and delivery.

VIEWS ON STAFFING AND ADMINISTRATION

Regarding staffing, our previous discussion on the subject noted the importance of maintaining effective staff performance in service delivery, primarily through the provision of adequate and ongoing training. To this end, we are encouraged by the increasing efforts in the identification and delivery of training requirements, particularly the sensitivity in meeting the needs of a predominantly Inuit staff through the formulation of an alternative methodology for cross-cultural training.

However, while the changing offender profile has required a broader familiarization by staff with the range of correctional responsibilities, including the functions of custody and security, it is essential that the training thrust continues to reflect equal attention to the refinement of interpersonal skills for such vital areas as counselling, mediating, liaison, inmate discipline, and staff/inmate communication. Furthermore, where appropriate, complementary locally based government and community resources should be available to assist in meeting the identified training needs. Finally, particularly as a consequence of the changing offender profile, the need exists for renewed emphasis on staff recruitment from the outlying settlements.

As a consequence of the increasing acceptance of recidivists and/or more difficult offenders, along with the admission of the majority of first and low risk offenders, legitimate concerns have been raised regarding the Centre's ability to meet the current and anticipated service and accommodation needs. Furthermore, the present facility does not readily facilitate a flexibility in the administration and delivery of program needs for the increasing range of offenders emanating from the change in admission policy; or provide for its internal management in the disciplining of its inmates warranting detention or segregation. In order for the Centre to effectively discharge its correctional mandate within an environment that emphasizes inmate development and responsibility, the issue of alternatives in regards to its physical structure merits immediate and serious consideration. However, this decision should be undertaken in the context of the proper identification of current and future program requirements, within an environment facilitating their optimal delivery, and the desired level of inmate control and supervision, including the Centre's capability to manage its internal disciplining through the provision of an on-site holding unit for detention and segregation.

Hitherto, a total of three non-Inuit offenders have been admitted to the Baffin Correctional Centre on the basis that their individual suitability (primarily in terms of attitude, gravity and length of sentence, recidivism and security, length of northern residence, and family or employment considerations, as well as bedspace), enabled them to derive maximum benefit from the Centre's therapeutic environment and program. However, as we have previously mentioned, their under representation to correctional centres in the N.W.T. or Baffin presently does not require a change in the Centre's discretionary policy of admission, or justify a need to radically alter the orientation and delivery of its cross-cultural program, originally designed to meet the needs of the Baffin offender - predominantly Inuit.

Presently, in the absence of any secure holding unit for detention or segregation within the Centre's existing facility, persons remanded into custody are housed at the detention facilities at the Frobisher Bay R.C.M.P. Detachment up to a period of 14 days, with longer terms served at the Yellowknife Correctional Centre. Primarily toward the alternative and optimal use of locally available manpower in more strict policing functions, along with economic considerations, the R.C.M.P. would prefer to transfer the remand responsibility entirely to Corrections, and to the Baffin Correctional Centre, in the event alterations to its physical structure includes a

secure holding unit. However, in view of the belief that the needs of those remanded into custody are distinct from long term prisoners, the Canadian Committee on Corrections (1969) recommended that "the same institution should not perform the function of both detention and institution for longer term prisoners" (p. 290). Nevertheless, the limited volume of persons remanded into custody to the Yellowknife Correctional Centre from the Baffin region, along with those detained at the R.C.M.P. Detachment, merit the consideration for their integration into the Baffin Correctional Centre, in the eventuality it develops a proper detention capability.

While we were unable to determine the volume of remands detained at the Frobisher Bay R.C.M.P. Detachment, we will examine the situation regarding the regional remands to the Yellowknife Correctional Centre. Though these descriptive statistics pertaining to regional remands will be analyzed briefly in the text, the actual tables, numbers 79 to 85, have been included in Appendix D for further reference.

First, on the basis of the examination of the institutional remand records, Table 79, illustrating the percent change of estimated Inuit remands to the Yellowknife Correctional Centre, 1968-78, reveals a total number of 137 Inuit remands over a ten year period, with their percent composition of the total annual distribution, ranging from 4.2% to 24.3%, in 1968 and 1970, respectively. Regarding the estimated number of Inuit male remands to the Yellowknife Correctional Centre, by location where offence occurred, 1968-1978, Table 80 indicates that Inuit male remands from the Baffin region, comprising 40.2%, predominated this period, with equal distributions of 18.9% for the Inuvik and Arctic Coast Regions; followed by those from the Yellowknife Region, representing 14.2%.

With respect to the number of remands to the Yellowknife Correctional Centre, by length of time in custody, 1980, Table 81 shows the concentration of those serving less than 14 days, constituting 76 or 57.1%. Table 82, entailing the number of remands to the Yellowknife Correctional Centre, by most serious offence and ethnic origin, 1980, reveals a predominance of Indian remands, comprising 39.8%, followed by Inuit, Metis, and Other, representing 28.6%, 16.5%, and 14.3%, respectively; with the charge of break and enter, constituting 28.6% of the total number, generally the primary reason for each group's detention. On examination of the number of Inuit male remands to the Yellowknife Correctional Centre, by

residence location, 1980, Table 83 indicates that the Baffin Region, predominantly Frobisher Bay, comprising 34.2%, dominated the distribution, followed by the Inuvik and Arctic Coast Regions, representing 26.3% and 21.0%, respectively.

While the number of Inuit male remands from the Baffin Region to the Yellowknife Correctional Centre by residence location and length of time in custody, 1980, was rather limited, Table 84 shows that 6/13 remands served between 15 to 30 days, with Table 85 confirming that the majority originated from the community of Frobisher Bay.

In conclusion, the previous remand statistics do confirm the limited number of Inuit remands from the Baffin region detained at the Yellowknife Correctional Centre. This fact, in combination with the dislocation incurred by their removal from the home environment, generally precluding visits from family and friends, along with the absence of Inuit staff, and the costs involved in such transfers, merit exploring the retention of the majority of remands from the region through the development of a detention capability at the Baffin Correctional Centre.

Prior to our discussion on alternative considerations, we would like to point out that a proper assessment and classification process of the offender on admission is critical to the effective delivery of program thrusts. However, during the course of our community consultation, concern was expressed about the gaps in such procedures, consequently reducing the opportunities for offenders to maximize existing program options, and thereby lay the foundation for successful release. In our opinion, this area remains a major deficiency within the Centre's administration, and necessitates immediate attention.

CONSIDERATIONS FOR PROGRAM DEVELOPMENT AND DELIVERY

The following areas for program development and delivery should be considered within the context of involving community support and participation in creating an environment conducive to inmate development and responsibility. Furthermore, we subscribe to the view that "because programs and services which tend to isolate clients in a specifically correctional setting are not likely to assist with their progressively responsible integration within the community, and because it is essential to avoid unnecessary duplication of costly educational, vocational, recreational and therapeutic resources located in the community, clients should participate, insofar as possible in such programming

located in the community" (Government of Saskatchewan, 1975, p. 66). However, any such initiatives in community corrections will only materialize as a consequence of the community's commitment to share in its responsibility for social control, in conjunction with the development of "appropriate mechanisms to allow for citizen participation in corrections planning and programming" (Ibid.)

First, with respect to the Centre's land program, our review indicated that its current emphasis falls somewhat short of its intended objectives as a program for cultural inclusion and acquisition of traditional skills, and, consequently, merits organized steps toward its revitalization as a major program thrust. To this end, a revitalization of the therapeutic aspects of the land experience may begin with considering the value of instituting a more rigorous approach to providing challenging opportunities conducive to learning responsibility and achieving self confidence. Furthermore, other possible considerations involve the increased frequency, length, and scope of inmate participation in supervised hunting trips, particularly during the initial phase of incarceration. Thought should also be given to proper staff rotation ensuring the maintenance of a balanced ratio for the town, as well as land program. In addition to the merits of a reduced staff/inmate ratio in the land program to enhance teaching and counselling, the establishment of a cabin, perhaps some 40 miles down the bay, would provide a needed base for the storage and repair of hunting gear, as well as functioning as an occasional shelter. A revitalized program would also supplement the Centre's diet through the availability of caribou, seal, and fish, as well as partially fill the community's desire for native food, particularly among those unable to hunt for themselves.

Regarding community service work, we found that despite the Centre's commitment to this area, the current range of activities remains limited, and require renewed initiatives and imagination to explore the development of alternative projects. Perhaps this area can be better developed in collaboration with the community, beginning with the joint identification of community service needs, with its emphasis on inmate assistance to the disadvantaged elements in the community - the aged, handicapped, sick, or needy. Furthermore, a consideration may also be given to integrate the delivery of community services by inmates in such areas as housing or mechanical maintenance, as an opportunity for skills development within the context of a program of vocational training.

As we have mentioned previously, despite the Centre's recent emphasis to develop its work release program, the difficulties in maintaining a balanced range of employment for inmates, in combination with the uneven fluctuations in placements related to an inadequate economic base unable to meet existing demands for employment, have reduced its ability to effectively co-ordinate this program for the optimal therapeutic benefit for inmates. An alternative approach in this area, within the context of skills learning sensitive to the reality of existing or changing employment opportunities within the communities, involves its closer relationship to vocational training, currently absent within the Centre's program. In planning for vocational training, we refer to Enomoto's (1979) approach for consideration of the terms of reference for its operationalization. Specifically, "to achieve this we plan to develop short-term training modules, to relate training to the work activities, to use community resources heavily, and to provide training that relates to expected job opportunities in the community" (p. 210). With respect to up-grading the vocational and educational skills of inmates, the Centre requires something more substantial than an on-the-job training focus which remains generally devoid of a training component, as well as objectives and follow through on release. However, alternative action may begin with a proper assessment on intake of the offender's education capabilities through testing undertaken by adult education, in conjunction with the determination of his level of aptitude by Canada Manpower. These steps, combined with a social assessment, culminate in an individualized plan of action for meeting identified training needs.

These training needs could be met through the utilization of work opportunities existing within the Centre. For example, there are certain basic skills that can be taught such as through an inmate's involvement as an apprentice cook or with the Department of Public Works in the maintenance of the Centre. Accordingly, to the Manpower Division, Department of Economic Development and Tourism, through competency based training, every task or knowledge inherent in any job has been broken down into every smallest identifiable bit. Consequently, if a person is training to be an industrial warehouseman, while in the Centre, he can move through the required phases and leave with some identifiable skill and recognized standard. With respect to short term offenders, perhaps the development of a basic job apprenticeship program should be considered.

In this area, pre-release planning is also important in terms of a proper assessment to co-ordinate employment and training during aftercare. Consequently, in order to meet the full range of requirements in vocational training, the Departments of Education and Economic Development and Tourism, along with Canada Manpower must be prepared to assist in making their resources available in the development, as well as realization of individualized training plans for offenders. Furthermore, in view of the decline in educational placements for inmates, primarily enrollment in a basic job readiness program or academic upgrading, particular attention is required on restoring the Centre's utilization of these essential resources in its range of program options, in addition to securing its assistance in educational assessments.

In contrast to earlier years, our review revealed a reduction in organized social and recreational activities within the Centre and the community, as well as in the evening program. However, in addition to the consideration of a program for soapstone carving, enabling those with otherwise limited occupational skills to supplement their incomes on release to purchase essentials for hunting, some thought should be given toward re-establishing the evening program. Specifically, at one time, resource persons from the community, including elders, were invited to meet with inmates and discuss a variety of topics. The obvious benefits of this interaction, in terms of the further development of inmate life skills, as well as the potential for community involvement in corrections, warrant a revitalization of this program.

With respect to the scope of inmate participation in religious activities, during the course of our community consultation, extensive comments centred on therapeutic value of spiritual guidance and the need for its re-establishment as an integral part of the Centre's program. To this end, the Centre's administration should collaborate with church groups in identifying areas and means for their regular involvement.

In addition to a decline in inmate counselling by the staff, our review found that the area office of Social Services has been unable to effectively discharge this added responsibility in meeting the social service needs of inmates. The availability of counselling services is fundamental to the success of the Centre's program thrust and all efforts should be exerted in filling this present void.

To this end, alternative considerations may include a re-emphasis for staff training in this area; or formalizing coverage by the area office on a more regular basis; or providing for an institutional social worker to undertake this function, along with a combined responsibility for classification, training, and pre-release planning. Perhaps these services could also be complemented by resources from within the community, comprising leaders, elders and church people; and by the means of group confrontation, to emphasize to the offender that his actions are disrespectful of traditional Inuit lifestyle and culture, and that he must learn to be accountable for his behaviour. Nevertheless, counselling should also build on restoring an offender's negative self-image, particularly enforced among those whose behaviour has culminated in their rejection by the community. These considerations emanate from a concern about the fact that presently, the offender's removal from the community is not providing the opportunity for his accountability to the community or his confrontation with self.

Regarding other matters, in addition to the Centre's consideration of an alcohol and drug counselling/information program, it should respond to community, as well as socio-legal and inmate concerns, about the need for pre-release planning with both the community and offender to facilitate the successful transition to community life. Furthermore, such planning is essential to effective aftercare and a reduction in recidivism.

Throughout our study we have emphasized the community's need to share in the responsibility for socio-legal control of unacceptable behaviour. With regards to their participation in the Centre's programming, the community could make a significant contribution through direct service in the following areas: the teaching of traditional skills as part of the land or evening program; providing apprenticeship opportunities for inmates within the context of vocational training, work release, or community service; participation in the evening program through a contribution of their knowledge; resource persons for an alcohol and drug information/counselling program; providing counselling or spiritual guidance; assistance in pre-release planning; and aftercare.

With respect to community involvement in the formulation of regional correctional policy, to this end, during the course of our community consultation, there was a consensus on the need for community participation in determining the

content, direction, and delivery of the Centre's programming. Furthermore, this belief was reflected in a motion carried unanimously at the eighth session of the Baffin Regional Council in Cape Dorset, during the end of March 1981. Specifically, it directed the Executive Committee of the Baffin Regional Council to enter into negotiations with the Minister of Health and Social Services, for its involvement in the planning process with respect to the Baffin Correctional Centre and related programs.

In conclusion, we are encouraged by this initiative for regional involvement in meeting correctional needs, and hope that our background study of the Baffin Correctional Centre provides the requisite information for future planning.

* * *

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APPENDIX A

BAFFIN CRIME STATISTICS, 1975-80

(TABLES 9 - 39)

TABLE 9

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, CAPE DORSET RCMP DETACHMENT, NWT, 1975-80

OFFENCE TYPE	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	11	5.9	25	10.7	17	10.2	16	10.9	17	8.7	19	6.2
Against Property	35	18.8	42	17.9	55	32.9	26	17.7	41	20.9	81	26.5
*Other Criminal Code	15	8.1	40	17.1	18	10.8	34	23.1	22	11.2	42	13.7
Drugs	4	2.2	1	.4	3	1.8	3	2.0	3	1.5	10	3.3
*Other Federal Statutes	4	2.2	12	5.1	11	6.6	3	2.0			4	1.3
*Territorial Ordinances/ Municipal By-Laws	111	59.7	98	41.9	52	31.1	55	37.4	108	55.1	144	47.0
Traffic Enforcement	6	3.2	16	6.8	11	6.6	10	6.8	5	2.6	6	2.0
GRAND TOTAL	186	100.1	234	99.9	167	100.0	147	99.9	196	100.0	306	100.0

*excluding traffic offences

TABLE 10

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, CAPE DORSET RCMP DETACHMENT, NWT, 1975-80

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
HOMICIDE - TOTAL					1	
ATTEMPTED MURDER - TOTAL		1				
Rape					2	2
Indecent assault (Female)	1		1	1		
Indecent assault (Male)	1					
Other sexual offences		4				
SEXUAL OFFENCES - TOTAL	2	4	1	1	2	2
Wounding				1		
Bodily harm		1	9		1	1
Police		2	1			
Other assaults	8	14	4	12	10	14
ASSAULTS (not indecent) - TOTAL	8	17	14	13	11	15
BREAKING AND ENTERING - TOTAL	21	21	32	12	25	25
THEFT MOTOR VEHICLE - TOTAL		5	5		5	10
THEFT OVER \$200 - TOTAL	2	6	1	2	2	6
THEFT \$200 AND UNDER - TOTAL	12	10	16	9	9	31
HAVE STOLEN GOODS - TOTAL				1		6
FRAUDS - TOTAL			1	2		3
OFFENSIVE WEAPONS - TOTAL	1	3	2	2	3	2
Arson	2	1				
Bail violations		4		1		
Disturb the peace	1	5	2		2	5
Escape custody						1
Obstruct public peace officer		1				
Trespass at night		1				
Wilful damage	10	12	11	18	16	12
Other Criminal Code offences	2	16	5	15	4	24
*OTHER CRIMINAL CODE - TOTAL	15	40	18	34	22	42
Possession					3	3
OTHER DRUGS - TOTAL					3	3
Possession			1	1		3
Trafficking			2	2		4
CANNABIS - TOTAL	4	1	3	3		7
Immigration Act				1		
Juvenile Delinquents Act	1	9				
Other Federal Statute offences	3	3	11	2		4
*OTHER FEDERAL STATUTES - TOTAL	4	12	11	3		4
Liquor	106	92	51	53	107	139
Other Territorial Ordinances	5	6	1	2	1	4
*TERRITORIAL ORDINANCES - TOTAL	111	98	52	55	108	143
*MUNICIPAL BY-LAWS - TOTAL						1
Fail to stop or remain (Criminal Code)						1
Fail to stop or remain (Territorial Ordinance)			1			
Dangerous driving (Criminal Code)				1		1
Dangerous driving or without due care and attention (Territorial Ordinance)	1					
Driving while impaired	2	7	6	5	4	4
Other traffic offences (Territorial Ordinance)	3	9	4	4	1	
TRAFFIC ENFORCEMENT - TOTAL	6	16	11	10	5	6
GRAND TOTAL	186	234	167	147	196	306

*excluding traffic offences

TABLE 11

PERCENT CHANGE OF ACTUAL OFFENCES, CAPE DORSET RCMP DETACHMENT, NWT, 1975-80

Year	Number	Percent change over 1975	Annual percent change
1975	186	100.0	
1976	234	+25.8	+25.8
1977	167	-10.2	-28.6
1978	147	-21.0	-12.0
1979	196	+ 5.4	+33.3
1980	306	+64.5	+56.1

TABLE 12

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, CLYDE RIVER RCMP DETACHMENT, NWT, 1975-80

OFFENCE TYPE	1975		1976		1977		1978		1979		1980	
	N.	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	2	9.5	11	40.7	1	2.6	2	11.8	4	10.5	5	10.2
Against Property	3	14.3	2	7.4	11	28.9	9	52.9	18	47.4	14	28.6
*Other Criminal Code	2	9.5	2	7.4	10	26.3	2	11.8	7	18.4	9	18.4
Drugs					2	5.3						
*Other Federal Statutes			3	11.1								
*Territorial Ordinances	7	33.3	8	29.6	8	21.1	4	23.5	6	15.8	17	34.7
Traffic Enforcement	7	33.3	1	3.7	6	15.8			3	7.9	4	8.1
GRAND TOTAL	21	99.9	27	99.9	38	100.0	17	100.0	38	100.0	49	100.0

*excluding traffic offences

TABLE 13

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, CLYDE RIVER RCMP DETACHMENT, NWT, 1975-80

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
Indecent assault (Female)		3				
SEXUAL OFFENCES - TOTAL		3				
Bodily harm			1		1	
Police					1	
Other assaults	1	6			2	5
ASSAULTS (not indecent) - TOTAL	1	6	1		4	5
BREAKING AND ENTERING - TOTAL	1	1	7	2	8	3
THEFT MOTOR VEHICLE - TOTAL			3			
THEFT OVER \$200 - TOTAL				3	3	2
THEFT \$200 AND UNDER - TOTAL	2	1	1	4	5	8
HAVE STOLEN GOODS - TOTAL					2	
FRAUDS - TOTAL						1
OFFENSIVE WEAPONS - TOTAL	1	2		2		
Arson			1			
Disturb the peace			2			
Trespass at night				1		
Wilful damage	2	1	4	1	2	4
Other Criminal Code offences		1	3		5	5
*OTHER CRIMINAL CODE - TOTAL	2	2	10	2	7	9
Possession			2			
CANNABIS - TOTAL			2			
Juvenile Delinquents Act		3				
*OTHER FEDERAL STATUTES - TOTAL		3				
Liquor	6	4	7	4	6	17
Other Territorial Ordinances	1	4	1			
*TERRITORIAL ORDINANCES - TOTAL	7	8	8	4	6	17
Dangerous driving or without due care and attention (Territorial Ordinance)	2		4			
Driving while impaired	1		2		1	1
Other traffic offences (Territorial Ordinance)	4	1			2	3
TRAFFIC ENFORCEMENT - TOTAL	7	1	6		3	4
GRAND TOTAL	21	27	38	17	38	49

*excluding traffic offences

TABLE 14

PERCENT CHANGE OF ACTUAL OFFENCES, CLYDE RIVER RCMP DETACHMENT, NWT, 1975-80

Year	Number	Percent change over 1975	Annual percent change
1975	21	100.0	
1976	27	+ 28.6	+ 28.6
1977	38	+ 80.9	+ 40.7
1978	17	- 19.0	- 55.3
1979	38	+ 28.6	+123.5
1980	49	+133.3	+ 28.9

TABLE 15

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, FROBISHER BAY RCMP DETACHMENT, NWT, 1975-80¹

OFFENCE TYPE	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	218	12.2	136	14.7	165	16.1	127	12.9	119	10.0	143	9.5
Against Property	297	16.6	227	24.5	332	32.4	254	25.8	292	24.4	326	21.7
*Other Criminal Code	271	15.2	145	15.6	153	14.9	161	16.3	172	14.4	243	16.2
Drugs	31	1.7	22	2.4	32	3.1	61	6.1	72	6.0	67	4.5
*Other Federal Statutes	46	2.6	19	2.0	11	1.1	3	.3	17	1.4	5	.3
*Territorial Ordinances/ Municipal By-Laws	868	48.7	285	30.7	261	25.5	307	31.2	473	39.5	657	43.8
Traffic Enforcement	53	3.0	93	10.0	70	6.8	72	7.3	51	4.3	58	3.9
GRAND TOTAL	1784	100.0	927	99.9	1024	99.9	985	99.9	1196	100.0	1499	99.9

¹ According to the Frobisher Bay RCMP Sub/Division, from July 1, 1976 until November 1, 1977, at which time the newly established RCMP Detachment in Sanikiluaq entered the Uniform Crime Reporting System, all Sanikiluaq offences reported or known to the police were investigated by the Frobisher Bay Detachment and duly recorded within its crime statistics.

*excluding traffic offences

TABLE 16

- 114 -

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, FROBISHER BAY RCMP DETACHMENT, NWT, 1975-80¹

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
HOMICIDE - TOTAL	1					
ATTEMPTED MURDER - TOTAL						
Rape	6	4	6	5	7	6
Indecent assault (Female)	8		5	6	1	7
Indecent assault (Male)	1	2			1	
Other sexual offences	4	3	1			2
SEXUAL OFFENCES - TOTAL	19	9	12	11	9	15
Wounding	7	2	3	3	4	1
Bodily harm	37	40	38	32	22	22
Police	4	1	3		1	2
Other peace/public officers	13	1				
Other assaults	127	70	95	79	76	89
ASSAULTS (not indecent) - TOTAL	188	114	139	114	103	114
ROBBERY - TOTAL			2			2
BREAKING AND ENTERING - TOTAL	57	71	131	103	76	136
THEFT MOTOR VEHICLE - TOTAL	40	44	64	27	70	40
THEFT OVER \$200 - TOTAL	11	21	25	19	37	36
THEFT \$200 AND UNDER - TOTAL	181	88	98	95	92	100
HAVE STOLEN GOODS - TOTAL	1		4	3	2	3
FRAUDS - TOTAL	7	3	8	7	15	9
OFFENSIVE WEAPONS - TOTAL	10	12	14	2	7	13
Arson	9	2	6	8	9	12
Bail violations	2		1		12	28
Disturb the peace	89	28	43	15	18	63
Escape custody	1	1		2		1
Indecent acts					1	
Kidnapping		2		1		
Obstruct public peace officer	1		2		1	1
Prisoner unlawfully at large			2	1		1
Trespass at night			3	2		
Wilful damage	102	60	56	64	58	105
Other Criminal Code offences	67	52	40	68	73	32
*OTHER CRIMINAL CODE - TOTAL	271	145	153	161	172	243
ADDICTING OPIATE-LIKE DRUGS - TOTAL	3					
Possession			1		2	
Trafficking			1			
Importation			1			
OTHER DRUGS - TOTAL			3		2	
Possession			21	54	41	54
Trafficking			6	7	28	13
CANNABIS - TOTAL	26	22	27	61	69	67
CONTROLLED DRUGS (Trafficking) - TOTAL			1		1	
Trafficking			1			
RESTRICTED DRUGS - TOTAL	2		1			
Customs Act	1	3	6		12	
Immigration Act			1	2	2	
Juvenile Delinquents Act	38	1			1	
Other Federal Statute offences	7	15	4	1	2	5
*OTHER FEDERAL STATUTES - TOTAL	46	19	11	3	17	5
Liquor	863	281	240	306	451	654
Other Territorial Ordinances	5	3	21		20	3
*TERRITORIAL ORDINANCES - TOTAL	868	284	261	306	471	657
*MUNICIPAL BY-LAWS - TOTAL		1		1	2	
Criminal negligence (operating a motor vehicle)		1		2		
Fail to stop or remain (Criminal Code)	5	2			3	2
Fail to stop or remain (Territorial Ordinance)	4	3	4	7	2	9
Dangerous driving (Criminal Code)			1		2	2
Dangerous driving or without due care and attention (Territorial Ordinance)	1		2	5	4	
Fail or refuse to provide sample of breath						5
Driving while impaired	31	23	17	12	20	14
Driving while disqualified or while license suspended or cancelled (Criminal Code)		1				
Other traffic offences (Territorial Ordinance)	12	63	46	46	20	24
Other traffic offences (Municipal by-laws)						2
TRAFFIC ENFORCEMENT - TOTAL	53	93	70	72	51	58
GRAND TOTAL	1784	927	1024	985	1196	1499

¹According to the Frobisher Bay RCMP Sub/Division, from July 1, 1976 until November 1, 1977, at which time the newly established RCMP Detachment in Sanikiluaq entered the Uniform Crime Reporting System, all Sanikiluaq offences reported or known to the police were investigated by the Frobisher Bay Detachment and duly recorded within its crime statistics.

*excluding traffic offences

TABLE 17

PERCENT CHANGE OF ACTUAL OFFENCES, FROBISHER BAY RCMP DETACHMENT, NWT, 1975-80¹

Year	Number	Percent change over 1975	Annual percent change
1975	1784	100.0	
1976	927	-48.0	-48.0
1977	1024	-42.6	+10.5
1978	985	-44.8	- 3.8
1979	1196	-32.9	+21.4
1980	1499	-16.0	+25.3

¹According to the Frobisher Bay RCMP Sub/Division, from July 1, 1976 until November 1, 1977, at which time the newly established RCMP Detachment in Sanikiluaq entered the Uniform Crime Reporting System, all Sanikiluaq offences reported or known to the police were investigated by the Frobisher Bay Detachment and duly recorded within its crime statistics.

TABLE 18

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, GRISE FIORD RCMP DETACHMENT, NWT, 1975-80

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
Bodily harm		1		1		
Other assaults	1		1		1	
ASSAULTS (not indecent) - TOTAL	1	1	1	1	1	
BREAKING AND ENTERING - TOTAL						1
THEFT OVER \$200 - TOTAL		2				
THEFT \$200 AND UNDER - TOTAL		1		1		
FRAUDS - TOTAL			1			
OFFENSIVE WEAPONS - TOTAL		1			1	2
Disturb the peace			1			
Wilful damage	1	1	2	1		1
Other Criminal Code offences				1		1
*OTHER CRIMINAL CODE - TOTAL	1	1	3	2		2
Liquor	1	3	2	1	1	1
Other Territorial Ordinances			1			
*TERRITORIAL ORDINANCES - TOTAL	1	3	3	1	1	1
GRAND TOTAL	3	9	8	5	3	6

*excluding traffic offences

TABLE 19

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, IGLOOLIK RCMP DETACHMENT, NWT, 1975-80¹

OFFENCE TYPE	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	3	15.0	5	17.9	3	8.3	11	20.0	8	9.2	9	11.1
Against Property	7	35.0	5	17.9	10	27.8	19	34.5	44	50.6	47	58.0
*Other Criminal Code			3	10.7	7	19.4	5	9.1	21	24.1	10	12.3
Drugs			3	10.7	2	5.6			5	5.7		
*Other Federal Statutes			1	3.6					1	1.1		
*Territorial Ordinances	10	50.0	11	39.2	14	38.9	17	30.9	8	9.2	14	17.3
Traffic Enforcement							3	5.5			1	1.2
GRAND TOTAL	20	100.0	28	100.0	36	100.0	55	100.0	87	99.9	81	99.9

¹All offences reported or known to the police for the community of Hall Beach fall within the jurisdiction of the Igloolik RCMP Detachment for investigation and are duly recorded within its crime statistics.

*excluding traffic offences

TABLE 20

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, IGLOOKLIK RCMP DETACHMENT, NWT, 1975-80¹

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
Indecent assault (Female)		2	1	1		1
Other sexual offences		1		1		
SEXUAL OFFENCES - TOTAL		3	1	2		1
Other assaults	3	2	2	9	6	6
ASSAULTS (not indecent) - TOTAL	3	2	2	9	6	6
BREAKING AND ENTERING - TOTAL		2	4	9	21	30
THEFT MOTOR VEHICLE - TOTAL		1		1	2	2
THEFT OVER \$200 - TOTAL	1				3	4
THEFT \$200 AND UNDER - TOTAL	4	2	5	5	14	10
HAVE STOLEN GOODS - TOTAL	1					
FRAUDS - TOTAL	1		1	1	4	1
OFFENSIVE WEAPONS - TOTAL					2	2
Arson					1	
Disturb the peace			2	1	9	3
Indecent acts						1
Wilful damage		2	4	4	7	3
Other Criminal Code offences		1	1		4	3
*OTHER CRIMINAL CODE - TOTAL		3	7	5	21	10
Possession					3	
OTHER DRUGS - TOTAL					3	
Possession			2		2	
CANNABIS - TOTAL		3	2		2	
Other Federal Statute offences		1			1	
*OTHER FEDERAL STATUTES - TOTAL		1			1	
Liquor	9	9	12	16	8	12
Other Territorial Ordinances	1	2	2	1		2
*TERRITORIAL ORDINANCES - TOTAL	10	11	14	17	8	14
Driving while impaired				3		1
TRAFFIC ENFORCEMENT - TOTAL				3		1
GRAND TOTAL	20	28	36	55	87	81

¹All offences reported or known to the police for the community of Hall Beach fall within the jurisdiction of the Igloolik RCMP Detachment for investigation and are duly recorded within its crime statistics.

*excluding traffic offences

TABLE 21

PERCENT CHANGE OF ACTUAL OFFENCES, IGLOOLIK RCMP DETACHMENT, NWT, 1975-80¹

Year	Number	Percent change over 1975	Annual percent change
1975	20	100.0	
1976	28	+ 40.0	+40.0
1977	36	+ 80.0	+28.6
1978	55	+175.0	+52.8
1979	87	+335.0	+58.2
1980	81	+305.0	- 6.9

¹All offences reported or known to the police for the community of Hall Beach fall within the jurisdiction of the Igloolik RCMP Detachment for investigation and are duly recorded within its crime statistics.

TABLE 22

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, LAKE HARBOUR RCMP DETACHMENT, NWT, 1975-80

OFFENCE TYPE	YEAR											
	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	4	11.1	10	27.8	3	15.0	5	14.7	12	32.4	4	20.0
Against Property	3	8.3	5	13.9			1	2.9	7	18.9	5	25.0
*Other Criminal Code	5	13.9	10	27.8			6	17.6	7	18.9	3	15.0
Drugs					2	10.0	3	8.8	2	5.4	5	25.0
*Other Federal Statutes	1	2.8	1	2.8	2	10.0	2	5.9				
*Territorial Ordinances	21	58.3	10	27.8	12	60.0	16	47.1	9	24.3	3	15.0
Traffic Enforcement	2	5.5			1	5.0	1	2.9				
GRAND TOTAL	36	99.9	36	100.1	20	100.0	34	99.9	37	99.9	20	100.0

*excluding traffic offences

TABLE 23

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, LAKE HARBOUR RCMP DETACHMENT, NWT, 1975-80

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
Rape	1					
Indecent assault (Female)						
SEXUAL OFFENCES - TOTAL	1		1			
Bodily harm			1			
Police		1		2	2	
Other assaults					2	
ASSAULTS (not indecent) - TOTAL	3	9	2	2	5	4
BREAKING AND ENTERING - TOTAL	3	10	2	4	9	4
THEFT OVER \$200 - TOTAL	3			1	3	2
THEFT \$200 AND UNDER - TOTAL		1			1	1
OFFENSIVE WEAPONS - TOTAL		4			3	2
Disturb the peace				1	3	
Wilful damage				1		
Other Criminal Code offences	2	6		1	1	2
*OTHER CRIMINAL CODE - TOTAL	3	4		4	6	1
Possession	5	10		6	7	3
Trafficking			2	3	2	4
CANNABIS - TOTAL						1
Immigration Act			2	3	2	5
Juvenile Delinquents Act			2			
Other Federal Statute offences	1			2		
*OTHER FEDERAL STATUTES - TOTAL	1	1				
Liquor	20	1	2	2		
Other Territorial Ordinances	1	10	12	16	9	3
*TERRITORIAL ORDINANCES - TOTAL	1					
Driving while impaired	21	10	12	16	9	3
TRAFFIC ENFORCEMENT - TOTAL	2		1	1		
	2		1	1		
GRAND TOTAL	36	36	20	34	37	20

*excluding traffic offences

TABLE 24

PERCENT CHANGE OF ACTUAL OFFENCES, LAKE HARBOUR RCMP DETACHMENT, NWT, 1975-80

Year	Number	Percent change over 1975	Annual percent change
1975	36	100.0	
1976	36	0.0	0.0
1977	20	-44.4	-44.4
1978	34	- 5.5	+70.0
1979	37	+ 2.8	+ 8.8
1980	20	-44.4	-45.9

TABLE 25

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, NANISIVIK RCMP DETACHMENT, NWT, 1977-80¹

OFFENCE TYPE	YEAR							
	1977		1978		1979		1980	
	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	5	16.6	6	11.1	9	16.4	10	15.4
Against Property	18	60.0	29	53.7	17	30.9	20	30.8
*Other Criminal Code	3	10.0	11	20.4	9	16.4	9	13.8
Drugs					2	3.6		
*Other Federal Statutes	1	3.3			2	3.6		
*Territorial Ordinances	3	10.0	7	13.0	12	21.8	24	36.9
Traffic Enforcement			1	1.8	4	7.3	2	3.1
GRAND TOTAL	30	99.9	54	100.0	55	100.0	65	100.0

¹ While the Nanisivik RCMP Detachment entered the Uniform Crime Reporting System on October 1, 1976, for statistical purposes we have used 1977 as our base year.

*excluding traffic offences

TABLE 26

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, NANISIVIK RCMP DETACHMENT, NWT, 1977-80¹

OFFENCES	YEAR			
	1977	1978	1979	1980
Rape	1		1	
Indecent assault (Female)			1	2
Other sexual offences	3			2
SEXUAL OFFENCES - TOTAL	4		2	4
Bodily harm		1	3	2
Other peace/public officers		1		
Other assaults	1	4	3	2
ASSAULTS (not indecent) - TOTAL	1	6	6	4
BREAKING AND ENTERING - TOTAL	2	3	6	6
THEFT MOTOR VEHICLE - TOTAL		1	1	1
THEFT OVER \$200 - TOTAL	7	3	1	1
THEFT \$200 AND UNDER - TOTAL	9	12	9	11
FRAUDS - TOTAL		10		1
OFFENSIVE WEAPONS - TOTAL			1	2
Arson	1		2	
Trespass at night				1
Wilful damage		7	4	6
Other Criminal Code offences	2	4	3	2
*OTHER CRIMINAL CODE - TOTAL	3	11	9	9
Possession			1	
Trafficking			1	
CANNABIS - TOTAL			2	
Customs Act	1			
Other Federal Statute offences			2	
*OTHER FEDERAL STATUTES - TOTAL	1		2	
Liquor	3	6	12	24
Other Territorial Offences		1		
*TERRITORIAL ORDINANCES - TOTAL	3	7	12	24
Fail to stop or remain (Territorial Ordinance)				1
Other traffic offences (Territorial Ordinance)		1	4	1
TRAFFIC ENFORCEMENT - TOTAL		1	4	2
GRAND TOTAL	30	54	55	65

¹ While the Nanisivik RCMP Detachment entered the Uniform Crime Reporting System on October 1, 1976, for statistical purposes we have used 1977 as our base year.

*excluding traffic offences

TABLE 27

PERCENT CHANGE OF ACTUAL OFFENCES, NANISIVIK RCMP DETACHMENT, NWT, 1977-80¹

Year	Number	Percent change over 1977	Annual percent change
1977	30	100.0	
1978	54	+ 80.0	+80.0
1979	55	+ 83.3	- 1.8
1980	65	+116.7	+18.2

¹While the Nanisivik RCMP Detachment entered the Uniform Crime Reporting System on October 1, 1976, for statistical purposes we have used 1977 as our base year.

TABLE 28

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, PANGNIRTUNG RCMP DETACHMENT, NWT, 1975-80¹

OFFENCE TYPE	YEAR											
	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	4	6.7	13	17.3	10	12.2	6	6.0	12	15.4	9	9.9
Against Property	13	21.7	26	34.7	47	57.3	58	58.0	33	42.3	46	50.5
*Other Criminal Code	6	10.0	13	17.3	11	13.4	17	17.0	20	25.6	18	19.8
Drugs					3	3.7	4	4.0	1	1.3	3	3.3
*Other Federal Statutes	2	3.3			1	1.2	2	2.0	1	1.3		
*Territorial Ordinances	32	53.3	20	26.7	8	9.8	6	6.0	10	12.8	13	14.3
Traffic Enforcement	3	5.0	3	4.0	2	2.4	7	7.0	1	1.3	2	2.2
GRAND TOTAL	60	100.0	75	100.0	82	100.0	100	100.0	78	100.0	91	100.0

¹While the community of Broughton Island contains a constable, it is designated as an outpost detachment and remains within the jurisdiction of the Pangnirtung RCMP Detachment for the purposes of the reporting of crime statistics.

*excluding traffic offences

TABLE 29

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, PANGNIRTUNG RCMP DETACHMENT, NWT, 1975-80¹

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
Indecent assault (Female)		1	1			
SEXUAL OFFENCES - TOTAL		1	1			
Wounding					1	1
Bodily harm						
Police			2	2	6	
Other assaults				1		
ASSAULTS (not indecent) - TOTAL	3	11	7	3	4	7
BREAKING AND ENTERING - TOTAL	3	11	9	6	11	8
THEFT MOTOR VEHICLE - TOTAL	5	4	33	34	15	24
THEFT OVER \$200 - TOTAL				1		1
THEFT \$200 AND UNDER - TOTAL	1	2	6	3	6	5
FRAUDS - TOTAL	6	14	6	19	11	15
OFFENSIVE WEAPONS - TOTAL	1	2	2	1	1	1
Arson	1	1			1	1
Disturb the peace			1			1
Obstruct public/peace officer	1	3	2			1
Trespass at night				1		
Wilful damage	1	1	1	3	2	1
Other Criminal Code offences	3	6	5	8	9	3
*OTHER CRIMINAL CODE - TOTAL	1	2	2	5	9	12
Possession	6	13	11	17	20	18
Trafficking			2	3	1	3
CANNABIS - TOTAL			1			
CONTROLLED DRUGS (Trafficking) - TOTAL			3	3	1	3
Other Federal Statute offences				1		
*OTHER FEDERAL STATUTES - TOTAL	2		1	2	1	
Liquor	32	19	7	6	9	11
Other Territorial Ordinances		1	1		1	2
*TERRITORIAL ORDINANCES - TOTAL	32	20	8	6	10	13
Fail to stop or remain (Territorial Ordinance)				1		
Driving while impaired			1	2		
Other traffic offences (Territorial Ordinance)	3	3	1	4	1	2
TRAFFIC ENFORCEMENT - TOTAL	3	3	2	7	1	2
GRAND TOTAL	60	75	82	100	78	91

¹While the community of Broughton Island contains a constable, it is designated as an outpost detachment and remains within the jurisdiction of the Pangnirtung RCMP Detachment for the purposes of the reporting of crime statistics.

*excluding traffic offences

TABLE 30

PERCENT CHANGE OF ACTUAL OFFENCES, PANGNIRTUNG RCMP DETACHMENT, NWT, 1975-80¹

Year	Number	Percent change over 1975	Annual percent change
1975	60	100.0	
1976	75	+25.0	+25.0
1977	82	+36.7	+ 9.3
1978	100	+66.7	+21.9
1979	78	+30.0	-22.0
1980	91	+51.7	+16.7

¹While the community of Broughton Island contains a constable, it is designated as an outpost detachment and remains within the jurisdiction of the Pangnirtung RCMP Detachment for the purposes of the reporting of crime statistics.

TABLE 31

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, POND INLET RCMP DETACHMENT, NWT, 1975-80¹

OFFENCE TYPE	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	6	13.3	9	11.0	10	9.3	19	16.0	12	13.8	6	5.7
Against Property	8	17.8	20	24.4	29	26.8	40	33.6	27	31.0	19	17.9
*Other Criminal Code Drugs	5	11.1	13	15.9	22	20.4	32	26.9	18	20.7	18	17.0
*Other Federal Statutes	1	2.2	1	1.2							1	.9
*Territorial Ordinances/ Municipal By-Laws	16	35.6	22	26.8	44	40.7	26	21.8	25	28.7	51	48.1
Traffic Enforcement	9	20.0	17	20.7	3	2.8	2	1.7	5	5.7	10	9.4
GRAND TOTAL	45	100.0	82	100.0	108	100.0	119	100.0	87	99.9	106	99.9

¹According to the Frobisher Bay RCMP Sub/Division, prior to the October 1, 1976 entry of the Nanisivik RCMP Detachment into the Uniform Crime Reporting System, all Arctic Bay offences reported or known to the police were investigated by the Pond Inlet RCMP Detachment and duly recorded within its crime statistics.

*excluding traffic offences

TABLE 32

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, POND INLET RCMP DETACHMENT, NWT, 1975-80¹

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
HOMICIDE - TOTAL	1		1			
Indecent assault (Female)	1					1
Other sexual offences				1		
SEXUAL OFFENCES - TOTAL	1			1		1
Wounding		1	1		1	
Bodily harm					1	
Other assaults	4	8	8	17	10	5
ASSAULTS (not indecent) - TOTAL	4	9	9	17	12	5
BREAKING AND ENTERING - TOTAL	2	12	13	17	12	10
THEFT MOTOR VEHICLE - TOTAL	3	2	5	10	3	5
THEFT OVER \$200 - TOTAL	1	3	2	6	5	
THEFT \$200 AND UNDER - TOTAL	1	3	9	7	6	4
FRAUDS - TOTAL	1				1	
OFFENSIVE WEAPONS - TOTAL				1		
Arson			1			1
Disturb the peace	2	6	12	21	8	3
Wilful damage	2	5	6	8	9	12
Other Criminal Code offences	1	2	3	3	1	2
*OTHER CRIMINAL CODE - TOTAL	5	13	22	32	18	18
Possession						1
CANNABIS - TOTAL						1
Customs Act	1					
Other Federal Statute offences		1				1
*OTHER FEDERAL STATUTES - TOTAL	1	1				1
Liquor	15	22	37	25	23	49
Other Territorial Ordinances	1		7	1		2
*TERRITORIAL ORDINANCES - TOTAL	16	22	44	26	23	51
*MUNICIPAL BY-LAWS - TOTAL					2	
Fail to stop or remain (Criminal Code)						1
Dangerous driving (Criminal Code)	1					
Dangerous driving or without due care and attention (Territorial Ordinance)	2	1				
Driving while impaired	2	3	2		2	4
Other traffic offences (Federal Statutes)	1					
Other traffic offences (Territorial Ordinance)	3	13	1	2	2	5
Other traffic offences (Municipal by-laws)					1	
TRAFFIC ENFORCEMENT - TOTAL	9	17	3	2	5	10
GRAND TOTAL	45	82	108	119	87	106

¹According to the Frobisher Bay RCMP Sub/Division, prior to the October 1, 1976 entry of the Nanisivik RCMP Detachment into the Uniform Crime Reporting System, all Arctic Bay offences reported or known to the police were investigated by the Pond Inlet RCMP Detachment and duly recorded within its crime statistics.

*excluding traffic offences

TABLE 33

PERCENT CHANGE OF ACTUAL OFFENCES, POND INLET RCMP DETACHMENT, NWT, 1975-80¹

Year	Number	Percent change over 1975	Annual percent change
1975	45	100.0	
1976	82	+ 82.2	+82.2
1977	108	+140.0	+31.7
1978	119	+164.4	+10.2
1979	87	+ 93.3	-26.9
1980	106	+135.5	+21.8

¹According to the Frobisher Bay RCMP Sub/Division, prior to the October 1, 1976 entry of the Nanisivik RCMP Detachment into the Uniform Crime Reporting System, all Arctic Bay offences reported or known to the police were investigated by the Pond Inlet RCMP Detachment and duly recorded within its crime statistics.

TABLE 34

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, RESOLUTE BAY RCMP DETACHMENT, NWT, 1975-80

OFFENCE TYPE	YEAR											
	1975		1976		1977		1978		1979		1980	
	N	%	N	%	N	%	N	%	N	%	N	%
Against the Person and Sexual Offences	17	20.7	14	14.3	9	10.5	8	11.9	4	8.3	12	19.7
Against Property	35	42.7	35	35.7	25	29.1	34	50.7	23	47.9	17	27.9
*Other Criminal Code	6	7.3	9	9.2	14	16.3	16	23.9	15	31.3	18	29.5
Drugs	1	1.2	6	6.1	3	3.5						
*Other Federal Statutes	1	1.2	4	4.1	2	2.3			1	2.1	2	3.3
*Territorial Ordinances	22	26.8	24	24.5	14	16.3	3	4.5	5	10.4	12	19.7
Traffic Enforcement			6	6.1	19	22.1	6	9.0				
GRAND TOTAL	82	99.9	98	100.0	86	100.1	67	100.0	48	100.0	61	100.0

*excluding traffic offences

TABLE 35

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, RESOLUTE BAY RCMP DETACHMENT, NWT, 1975-80

OFFENCES	YEAR					
	1975	1976	1977	1978	1979	1980
ATTEMPTED MURDER - TOTAL	1					
Rape	1		2			
Indecent assault (Male)			1			3
Other sexual offences	1					
SEXUAL OFFENCES - TOTAL	2		3			
Wounding		1				3
Bodily harm	2	1		1	1	2
Police				3		
Other assaults	7	12	4	4	2	5
ASSAULTS (not indecent) - TOTAL	9	14	4	8	3	8
BREAKING AND ENTERING - TOTAL	1	8	4	12	10	9
THEFT MOTOR VEHICLE - TOTAL	3	6	4	4	2	3
THEFT OVER \$200 - TOTAL	10	3	9	3	3	4
THEFT \$200 AND UNDER - TOTAL	21	16	8	15	5	1
HAVE STOLEN GOODS - TOTAL					1	
FRAUDS - TOTAL					2	
OFFENSIVE WEAPONS - TOTAL	5	2			1	1
Arson	1		2			
Bail violations			1	1		
Disturb the peace	1	2	4	3	1	2
Wilful damage	2	6	8	6	1	4
Other Criminal Code offences	2	1	1	6	13	11
*OTHER CRIMINAL CODE - TOTAL	6	9	14	16	15	18
Possession			3			
CANNABIS - TOTAL	1	6	3			
Other Federal Statute offences	1	4	2		1	2
*OTHER FEDERAL STATUTES - TOTAL	1	4	2		1	2
Liquor	21	23	12	2	4	12
Other Territorial Ordinances	1	1	2	1	1	
*TERRITORIAL ORDINANCES - TOTAL	22	24	14	3	5	12
Dangerous driving or without due care and attention (Territorial Ordinance)		1				
Driving while impaired		2	4	4		
Other Traffic Offences (Territorial Ordinance)		3	15	2		
TRAFFIC ENFORCEMENT - TOTAL		6	19	6		
GRAND TOTAL	82	98	86	67	48	61

*excluding traffic offences

TABLE 36

PERCENT CHANGE OF ACTUAL OFFENCES, RESOLUTE BAY RCMP DETACHMENT, NWT, 1975-80

Year	Number	Percent change over 1975	Annual percent change
1975	82	100.0	
1976	98	+19.5	+19.5
1977	86	+ 4.9	-12.2
1978	67	-18.3	-22.1
1979	48	-41.5	-28.3
1980	61	-25.6	-27.1

TABLE 37

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, BY OFFENCE TYPE, SANIKILUAQ RCMP DETACHMENT, NWT, 1978-80¹

OFFENCE TYPE	1978		YEAR 1979		1980	
	N	%	N	%	N	%
Against the Person and Sexual Offences	5	20.8	7	18.4	16	15.8
Against Property	8	33.3	11	28.9	46	45.5
*Other Criminal Code	1	4.2	4	10.5	21	20.8
Drugs			1	2.6	4	4.0
*Other Federal Statutes	1	4.2	2	5.3		
*Territorial Ordinances	9	37.5	12	31.6	14	13.9
Traffic Enforcement			1	2.6		
GRAND TOTAL	24	100.0	38	99.9	101	100.0

¹While the Sanikiluaq RCMP Detachment entered the Uniform Crime Reporting System on November 1, 1977, for statistical purposes we have used 1978 as our base year.

*excluding traffic offences

TABLE 38

DISTRIBUTION OF THE NUMBER OF ACTUAL OFFENCES, SANIKILUAQ RCMP
DETACHMENT, NWT, 1978-80¹

OFFENCES	YEAR		
	1978	1979	1980
Rape		1	3
Indecent assault (Female)		2	2
Other sexual offences			1
SEXUAL OFFENCES - TOTAL		3	6
Other assaults	5	4	7
ASSAULTS (not indecent) - TOTAL	5	4	7
BREAKING AND ENTERING - TOTAL	3	2	20
THEFT MOTOR VEHICLE - TOTAL	1	4	3
THEFT OVER \$200 - TOTAL	3	2	1
THEFT \$200 AND UNDER - TOTAL	1	3	22
OFFENSIVE WEAPONS - TOTAL			3
Disturb the peace			6
Prisoner unlawfully at large			1
Wilful damage	1	3	9
Other Criminal Code offences		1	5
*OTHER CRIMINAL CODE - TOTAL	1	4	21
Possession		1	3
Trafficking			1
CANNABIS - TOTAL		1	4
Other Federal Statute offences	1	2	
*OTHER FEDERAL STATUTES - TOTAL	1	2	
Liquor	9	12	13
Other Territorial Ordinances			1
*TERRITORIAL ORDINANCES - TOTAL	9	12	14
Driving while impaired		1	
TRAFFIC ENFORCEMENT - TOTAL		1	
GRAND TOTAL	24	38	101

¹ While the Sanikiluaq RCMP Detachment entered the Uniform Crime Reporting System on November 1, 1977, for statistical purposes we have used 1978 as our base year.

*excluding traffic offences

TABLE 39

PERCENT CHANGE OF ACTUAL OFFENCES, SANIKILUAQ RCMP DETACHMENT, NWT, 1978-80¹

Year	Number	Percent change over 1978	Annual percent change
1978	24	100.0	
1979	38	+ 58.3	+ 58.3
1980	101	+320.8	+165.8

¹While the Sanikiluaq RCMP Detachment entered the Uniform Crime Reporting System on November 1, 1977, for statistical purposes we have used 1978 as our base year.

APPENDIX B

ADMISSIONS TO THE BAFFIN CORRECTIONAL CENTRE, 1975-80

(TABLES 48 - 57)

TABLE 48

NUMBER OF INUIT ADMISSIONS¹, BY MOST SERIOUS OFFENCE, BAFFIN CORRECTIONAL CENTRE, 1975-1980²

Most Serious Offence	YEAR						N	Total %
	1975	1976	1977	1978	1979	1980		
Manslaughter		1		1			2	.7
Rape			2	1	1	3	7	2.5
Attempted Rape				1	1		2	.7
Other Sexual Offences	2	4	6	3	3	6	24	8.7
Wounding		1			1	1	3	1.1
Assaults	6	6	6	2	2	5	27	9.8
Offensive Weapons	3	2	2		1	1	9	3.3
Break and Enter	3	5	13	15	12	26	74	26.8
Theft	4	3	7	7	4	9	34	12.3
Having in Possession					1	1	2	.7
Arson	1						1	.4
Mischief in Relation to Property		1	2	2			5	1.8
Forgery			2		1	1	4	1.5
Corruption and Disobedience	1					1	2	.7
Disorderly Conduct			1	1			2	.7
Impaired Driving		1	1			2	4	1.5
Driving with more than 80 Mgs. of Alcohol in Blood		1	1		1	2	5	1.8
Failure or Refusal to Provide Breath Sample						1	1	.4
Taking Motor Vehicle Without Consent				1	1		2	.7
Prison Breach	1	2				1	4	1.5
Failure to Comply with Probation Order	2	7	6	4	2	9	30	10.9
Other Criminal Code		2					2	.7
Narcotic Control Act	1	1	2	3	4	4	15	5.4
Food and Drug Act				1			1	.4
Other Federal Statutes	2	1	2			1	6	2.2
NWT Liquor Ordinance		1		1			4	2.2
NWT Motor Vehicle Ordinance			1			1	2	.7
GRAND TOTAL	26	39	54	43	35	79	276	100.1

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, whose admission categorization by most serious offence entailed a break and enter and an indecent assault on a female, respectively.

²While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

TABLE 49

NUMBER OF INUIT ADMISSIONS¹, BY LOCATION WHERE OFFENCE OCCURRED, BAFFIN CORRECTIONAL CENTRE, 1975-1980²

Offence Location By Settlement/Region	YEAR						N	Total a
	1975	1976	1977	1978	1979	1980		
Yellowknife	1			2			3	
YELLOWKNIFE REGION - TOTAL	1			2			3	1.1
Inuvik			2				2	
Aklavik			1				1	
INUVIK REGION - TOTAL			3				3	1.1
Hall Beach				1		4	5	
Pond Inlet				1		2	4	
Clyde River	1	3	5		1	4	14	
ARCTIC BAY				1		1	2	
Resolute Bay				2			2	
Grise Fiord					1		1	
Frobisher Bay	22	27	28	19	20	39	155	
Lake Harbour	1		1	1			3	
Cape Dorset		5	7	4	4	8	28	
Pangnirtung				2	1	3	6	
Broughton Island	1			6		3	10	
Sanikiluaq		2	3			5	10	
BAFFIN REGION - TOTAL	25	37	45	37	27	69	240	87.0
Pankin Inlet		1	2	1	2	2	8	
Eskimo Point					1	1	2	
Baker Lake				1	2	1	4	
Coral Harbour		1	2			1	4	
Repulse Bay						1	1	
Whale Cove					1		1	
KEEWATIN REGION - TOTAL		2	4	2	6	6	20	7.2
Cambridge Bay				1	2	2	5	
Coppermine						1	1	
Spence Bay			2	1		1	4	
ARCTIC COAST REGION - TOTAL			2	2	2	4	10	3.6
GRAND TOTAL	26	39	54	43	35	79	276	100.0

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, respectively, arising from offences committed in Frobisher Bay.

²While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

TABLE 50

NUMBER OF INUIT ADMISSIONS¹, BY TYPE OF ADMISSION, BAFFIN CORRECTIONAL CENTRE, 1975-1980²

Type of Admission	YEAR						N	Total %
	1975	1976	1977	1978	1979	1980		
Transfer from Provincial Correctional Centre					1		1	.3
Transfer from NWT Institution	4	6	12	15	23	23	83	30.1
Direct Admission	22	33	42	28	11	56	192	69.6
GRAND TOTAL	26	39	54	43	35	79	276	100.0

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, with the former admitted directly, and the latter, transferred from the Yellowknife Correctional Centre.

²While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

TABLE 51

NUMBER OF INUIT ADMISSIONS¹, BY TYPE OF COURT, BAFFIN CORRECTIONAL CENTRE, 1975-1980²

Type of Court	YEAR						Total	
	1975	1976	1977	1978	1979	1980	N	%
Justice of the Peace	6	12	16	13	2	28	77	27.9
Territorial	17	23	29	21	24	40	154	55.8
Supreme (NWT)	2	4	7	9	9	8	39	14.1
Court of Appeal			1				1	.4
Other	1						1	.4
Unknown			1			3	4	1.4

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, who both appeared before the Territorial court.

²While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

TABLE 52

NUMBER OF INUIT ADMISSIONS¹, BY AGE, BAFFIN CORRECTIONAL CENTRE, 1975-1980²

Age on Admission	YEAR						N	Total %
	1975	1976	1977	1978	1979	1980		
15			1	1			2	.7
16	1		5	1	1	5	13	4.7
17		4	4	4	3	2	17	6.2
18-20	4	9	15	19	13	25	85	30.8
21-24	6	7	13	9	4	16	55	19.9
25-29	10	12	8	3	8	11	52	18.8
30-34	1	3	4	3	1	11	23	8.3
35-39	1	1	2	1	3	3	11	4.0
40-44	3	1		1		2	7	2.5
45-49		2	1	1	1	2	7	2.5
50-59			1		1	2	4	1.5
GRAND TOTAL	26	39	54	43	35	79	276	99.9

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, whose age on admission was 20 and 24, respectively.

²While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

TABLE 53

NUMBER OF INUIT ADMISSIONS¹, BY LENGTH OF MOST SERIOUS SENTENCE,
BAFFIN CORRECTIONAL CENTRE, 1975-1980²

Length of Most Serious Sentence	YEAR						Total	
	1975	1976	1977	1978	1979	1980	N	%
Less than 32 days	8	6	7	11	4	21	57	20.6
32 - 92 days	5	17	22	11	17	30	102	37.0
93 - 182 days	9	9	14	13	7	15	67	24.3
183 - 273 days		3	3	3	2	5	16	5.8
274 - 366 days	1	2	3	2	2	4	14	5.1
367 - 547 days	1		2		1	3	7	2.5
548 - 731 days	2	1	1		2	1	7	2.5
2 - 3 years			2	1			3	1.1
3 - 4 years		1		1			2	.7
5 - 10 years				1			1	.4
GRAND TOTAL	26	39	54	43	35	79	276	100.0

¹ Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, whose length of most serious sentence was 120 and 153 days, respectively.

² While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

TABLE 54

NUMBER OF INUIT ADMISSIONS¹, BY IN DEFAULT OF PAYMENT OF FINE,
BAFFIN CORRECTIONAL CENTRE, 1975-1980²

In Default of Payment	YEAR						N	Total %
	1975	1976	1977	1978	1979	1980		
Total Sentence in Default of Payment	5	4	6	2	3	2	22	8.0
Part of Aggregate Sentence in Default of Payment			1				1	.4
Sentence in Default of Payment ³						6	6	2.2
Sentence not Involving Fine	21	35	47	41	32	71	247	89.5
GRAND TOTAL	26	39	54	43	35	79	276	100.1

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, whose sentences did not involve fines.

²While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

³While we have information recording an amount for fine default, it is unknown whether the sentence is in partial or total default.

TABLE 55

NUMBER OF INUIT ADMISSIONS¹ IN DEFAULT OF PAYMENT OF FINE², BY LENGTH OF TIME SERVED IN DEFAULT, BAFFIN CORRECTIONAL CENTRE, 1975-1980³

Length of Time Served in Default of Payment	YEAR						Total
	1975	1976	1977	1978	1979	1980	
5 days						1	1
7 days	1			1			2
11 days	1		1				2
14 days	1	1					2
15 days		2					2
20 days			1				1
21 days			1		2		3
30 days	1		1		1	1	4
37 days			1				1
44 days		1					1
90 days			1	1			2
180 days	1						1
TOTAL	5	4	6	2	3	2	22

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, whose sentences did not involve fines, or the one Inuk in 1977, who served 102 days in default of payment as part of his aggregate sentence.

²While we have information recording an amount for fine default for an additional 6 admissions, they are not included because it is unknown whether the sentence is in partial or total default, or what is the length of time served in default of payment of fine.

³Though the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

TABLE 56

NUMBER OF INUIT ADMISSIONS¹, BY PRE-ARREST EMPLOYMENT STATUS,
BAFFIN CORRECTIONAL CENTRE, 1975-1980²

Pre-Arrest Employment Status	YEAR						N	Total %
	1975	1976	1977	1978	1979	1980		
Full Time	1	4	6	6	10	15	42	15.2
Part Time					2	7	9	3.3
Seasonally	1	1		1	2	3	8	2.9
Periodically	13	12	14	4	1	6	50	18.1
Not at All	5	18	24	30	18	47	142	51.4
Unknown	6	4	10	2	2	1	25	9.1
GRAND TOTAL	26	39	54	43	35	79	276	100.0

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, who both were employed full time prior to their arrest.

²While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

TABLE 57

NUMBER OF INUIT ADMISSIONS¹, BY TYPE OF RELEASE, BAFFIN CORRECTIONAL CENTRE, 1975-1980²

Type of Release	YEAR						N	Total %
	1975	1976	1977	1978	1979	1980		
Sentence Expired	20	36	42	32	33	67	230	83.3
Fine Paid	2						2	.7
Early Release	2	1	8	7	1	3	22	8.0
Paroled	1	1	1	1		1	5	1.8
Mandatory Supervision				1			1	.4
Transferred to Federal Penitentiary			1				1	.4
Discharged to Probation		1	2	2			5	1.8
Sentence Expired - Remaining on Remand	1						1	.4
Other						2	2	.7
Sentence Not Yet Completed					1	6	7	2.5
GRAND TOTAL	26	39	54	43	35	79	276	100.0

¹Due to their limited frequency, we have not included the two non-Inuit admissions to the Baffin Correctional Centre in 1977 and 1980, where in both cases, they were released due to expiration of sentence.

²While the Baffin Correctional Centre opened on April 15, 1974, in order to facilitate annual comparisons, we have used 1975 as our base year.

APPENDIX C

ADMISSIONS TO THE BAFFIN CORRECTIONAL CENTRE, 1980

(TABLES 58 - 78)

TABLE 58

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY LOCATION WHERE OFFENCE OCCURRED, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Location Where Offence Occurred by Settlement/Region																		Total N %	
	BAFFIN (N=69, %=87.3)									KEEWATIN (N=6, %=7.6)					ARCTIC COAST (N=4, %=5.1)					
	Hall Beach	Pord Inlet	Clyde River	Arctic Bay	Frobisher Bay	Cape Dorset	Pangnir- turg	Broughton Island	Sanikiluaq	Rankin Inlet	Eskimo Point	Baker Lake	Coral Harbour	Repulse Bay	Cambridge Bay	Copper- mine	Spence Bay			
Rape				1	3				2							1		3	3.8	
Other Sexual Offences				1	2				2							1		6	7.6	
Wounding					1													1	1.3	
Assaults					3		1			1								5	6.3	
Offensive Weapons					1													1	1.3	
Break and Enter	1	1			10	4	2	2	1		1			1			1	26	32.9	
Theft	3				2	1			1	1		1						9	11.4	
Having in Possession					1													1	1.3	
Forgery													1					1	1.3	
Corruption and Disobedience						1												1	1.3	
Impaired Driving		1			1													2	2.5	
Driving with More Than 80 Mgs. of Alcohol in Blood					2													2	2.5	
Failure or Refusal to Provide Breath Sample					1													1	1.3	
Prison Breach					1													1	1.3	
Failure to Comply With Probation Order				4	2	2	1											9	11.4	
Narcotic Control Act					4													4	5.0	
Other Federal Statutes														1				1	1.3	
NMF Liquor Ordinance					4													4	5.0	
NMF Motor Vehicle Ordinance					1													1	1.3	
GRAND TOTAL	4	2	4	1	39	8	3	3	5	2	1	1	1	1	2	1	1	79	100.1	

¹ We have not included the one non-Inuit admission to the Baffin Correctional Centre arising from an indecent assault on a female committed in Frobisher Bay.

TABLE 59

**MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY TYPE OF ADMISSION,
BAFFIN CORRECTIONAL CENTRE, 1980**

Most Serious Offence	Type of Admission		
	Transfer from NWT Institution	Direct Admission	
Rape	1	2	
Other Sexual Offences	2	4	
Wounding	1		
Assaults	2	3	
Offensive Weapons		1	
Break and Enter	8	18	
Theft	3	6	
Having in Possession		1	
Forgery	1		
Corruption and Disobedience		1	
Impaired Driving		2	
Driving with more than 80 Mgs. of Alcohol in Blood		2	
Failure or Refusal to Provide Breath Sample	1		
Prison Breach		1	
Failure to Comply with Probation Order		9	
Narcotic Control Act	2	2	
Other Federal Statutes	1		
NWT Liquor Ordinance	1	3	
NWT Motor Vehicle Ordinance		1	
GRAND TOTAL	N %	23 29.1	56 70.9

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre who was transferred from the Yellowknife Correctional Centre.

TABLE 60

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY TOTAL NUMBER OF CHARGES WITHIN THE SENTENCE THAT CONSTITUTES THE AGGREGATE SENTENCE, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	1 Charge	2 Charges	3 Charges	4 Charges	5 Charges	6 Charges	7 Charges	8 Charges	14-16 Charges
Rape	3								
Other Sexual Offences	3	1		1				1	
Wounding	1								
Assaults	2	2		1					
Offensive Weapons	1								
Break and Enter	6	8	4	3	1	1		1	2
Theft	4	3	1	1					
Having in Possession									
Forgery			1				1		
Corruption and Disobedience		1							
Impaired Driving	1	1							
Driving with more than 80 Mgs. of Alcohol in Blood	2								
Failure or Refusal to Provide Breath Sample			1						
Prison Breach	1								
Failure to Comply with Probation Order	3	3	3						
Narcotic Control Act	2	1	1						
Other Federal Statutes		1							
NWT Liquor Ordinance	4								
NWT Motor Vehicle Ordinance	1								
GRAND TOTAL	N 34 4 43.0	21 26.6	11 13.9	6 7.6	1 1.3	1 1.3	1 1.3	2 2.5	2 2.5

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre whose aggregate sentence comprised one charge for indecent assault on a female.

TABLE 61

MOST SERIOUS OFFENCE FOR INUIT OFFENDERS¹, BY NUMBER OF PREVIOUS TERRITORIAL INCARCERATIONS, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Number of Previous Territorial Incarcerations									
	None	1	2	3	4	5	6	7	14-16	
Rape		1	1	1						
Other Sexual Offences	2	2			1	1				
Wounding			1							
Assaults	3		1			1				
Offensive Weapons	1									
Break and Enter	2	8	4	3	1	1		2	2	
Theft	1	5			1					
Forgery		1								
Corruption and Disobedience		1								
Impaired Driving	1							1		
Driving with more than 80 Mgs. of Alcohol in Blood						1				
Failure or Refusal to Provide Breath Sample							1			
Prison Breach			1							
Failure to Comply with Probation Order		3	1	2						
Narcotic Control Act		1		2			1			
Other Federal Statutes				1						
NWT Liquor Ordinance		2								
NWT Motor Vehicle Ordinance			1							
GRAND TOTAL	N %	10 14.9	24 35.8	10 14.9	9 13.4	3 4.5	4 6.0	2 3.0	3 4.5	2 3.0

¹We have not included the one non-Inuit offender to the Baffin Correctional Centre who had no previous incarcerations.

TABLE 62

LOCATION OF COURT FOR INUIT ADMISSIONS¹, BY TYPE OF COURT, BAFFIN CORRECTIONAL CENTRE, 1980

Location of Court	Type of Court				N	Total %
	Justice of the Peace	Territorial	Supreme (NWT)	Unknown		
Yellowknife		3	1		4	
YELLOWKNIFE REGION - TOTAL		3	1		4	5.1
Igloolik	2				2	
Hall Beach	1	1			2	
Pond Inlet	1				1	
Clyde River	4				4	
Frobisher Bay	14	24	6	2	46	
Cape Dorset	3	4			7	
Broughton Island				1	1	
Sanikiluaq	1	3			4	
BAFFIN REGION - TOTAL	26	32	6	3	67	84.8
Rankin Inlet	1	1			2	
Eskimo Point			1		1	
Haker Lake		1			1	
Coral Harbour		1			1	
KEEWATIN REGION - TOTAL	1	3	1		5	6.3
Cambridge Bay	1				1	
Coppermine		1			1	
Spence Bay		1			1	
ARCTIC COAST REGION - TOTAL	1	2			3	3.8
GRAND TOTAL	28	40	8	3	79	100.0

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre who appeared before the Territorial Court in Frobisher Bay.

TABLE 63

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY AGE ON ADMISSION, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Age on Admission									
	16	17	18-20	21-24	25-29	30-34	35-39	40-44	45-49	50-59
Rape				1	1	1				
Other Sexual Offences			3		1	2				
Wounding										1
Assaults						5				
Offensive Weapons				1						
Break and Enter	2		15	5	2	1	1			
Theft	2		3	1	1	1	1			
Having in Possession			1							
Forgery					1					
Corruption and Disobedience		1								
Impaired Driving			1				1			
Driving with more than 80 Mgs. of Alcohol in Blood									2	
Failure or Refusal to Provide Breath Sample				1						
Prison Breach					1					
Failure to Comply with Probation Order	1	1	1	4	2					
Narcotic Control Act			1	2	1					
Other Federal Statutes										1
NWT Liquor Ordinance				1		1		2		
NWT Motor Vehicle Ordinance					1					
GRAND TOTAL	N 8	5 6.3	2 2.5	25 31.7	16 20.3	11 13.9	11 13.9	3 3.8	2 2.5	2 2.5

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre whose age on admission was 24.

TABLE 64

NUMBER OF PREVIOUS TERRITORIAL INCARCERATIONS FOR INUIT OFFENDERS¹, BY AGE ON ADMISSION,
BAFFIN CORRECTIONAL CENTRE, 1980

Age on Admission	Number of Previous Territorial Incarcerations									N	Total %	
	None	1	2	3	4	5	6	7	14-16			
16		4									4	6.0
17		1	1								2	3.0
18-20	4	10	1	4	1	1		1			22	32.8
21-24	1	5	3	1	1		2				13	19.4
25-29	1	2	3	2					1		9	13.4
30-34	4	1	1	1		2			1		10	14.9
35-39					1			2			3	4.5
40-44		1									1	1.5
45-49						1					1	1.5
50-59			1	1							2	3.0
GRAND TOTAL	10	24	10	9	3	4	2	3	2		67	100.0

¹We have not included the one non-Inuit offender to the Baffin Correctional Centre with no previous incarcerations, whose age on admission was 24.

TABLE 65

AGE ON ADMISSION FOR INUIT ADMISSIONS¹, BY TOTAL NUMBER OF CHARGES WITHIN THE SENTENCE THAT CONSTITUTES THE AGGREGATE SENTENCE, BAFFIN CORRECTIONAL CENTRE, 1980

Age On Admission	Number of Charges Included in Aggregate Sentence									N	Total %	
	1 Charge	2 Charges	3 Charges	4 Charges	5 Charges	6 Charges	7 Charges	8 Charges	14-16 Charges			
16	2	1	1							1	5	6.3
17		1	1								2	2.5
18-20	7	7	4	3	1		1	2			25	31.7
21-24	7	2	4	1		1				1	16	20.3
25-29	4	6	1								11	13.9
30-34	7	2		2							11	13.9
35-39	2	1									3	3.8
40-44	2										2	2.5
45-49	2										2	2.5
50-59	1	1									2	2.5
GRAND TOTAL	34	21	11	6	1	1	1	2	2		79	99.9

¹We have not included the one 24 year old non-Inuit admission to the Baffin Correctional Centre whose aggregate sentence comprised one charge for indecent assault on a female.

TABLE 66

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY LENGTH OF SENTENCE, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Length of Sentence							
	Less than 32 days	32-92 days	93-182 days	183-273 days	274-366 days	367-547 days	548-731 days	
Rape				2	1			
Other Sexual Offences		3	2		1			
Wounding						1		
Assaults		1	3				1	
Offensive Weapons	1							
Break and Enter	4	12	7	3				
Theft	4	3	2					
Having in Possession		1						
Forgery			1					
Corruption and Disobedience	1							
Impaired Driving		2						
Driving with more than 80 Mgs. of Alcohol in Blood	1	1						
Failure or Refusal to Provide Breath Sample		1						
Prison Breach	1							
Failure to Comply with Probation Order	4	5						
Narcotic Control Act	1	1			1	1		
Other Federal Statutes					1			
NWT Liquor Ordinance	3					1		
NWT Motor Vehicle Ordinance	1							
GRAND TOTAL	N %	21 26.6	30 38.0	15 19.0	5 6.3	4 5.1	3 3.8	1 1.3

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre whose length of sentence was 153 days.

TABLE 67

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY MARITAL STATUS,
BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Marital Status			
	Single	Married	Separated	
Rape	3			
Other Sexual Offences	6			
Wounding		1		
Assaults	3	2		
Offensive Weapons	1			
Break and Enter	24	2		
Theft	8	1		
Having in Possession	1			
Forgery		1		
Corruption and Disobedience	1			
Impaired Driving	1	1		
Driving with more than 80 Mgs. of Alcohol in Blood	2			
Failure or Refusal to Provide Breath Sample	1			
Prison Breach	1			
Failure to Comply with Probation Order	9			
Narcotic Control Act	4			
Other Federal Statutes		1		
NWT Liquor Ordinance	1	1	2	
NWT Motor Vehicle Ordinance	1			
GRAND TOTAL	N %	67 84.8	10 12.7	2 2.5

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre who was single at the time of the offence.

TABLE 68

AGE ON ADMISSION FOR INUIT ADMISSIONS¹, BY LEVEL OF EDUCATION, BAFFIN CORRECTIONAL CENTRE, 1980

Age on Admission	Level of Education								
	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	No Education
16			2	1	1	1			
17						1	1		
18-20				2	8	8	5	2	
21-24			7	2	2	3	1	1	
25-29		1	2			1	4	2	1
30-34	2	2				3	2		2
35-39					1			1	1
40-44						2			
45-49									2
50-59									2
GRAND TOTAL	N 2	3	11	5	12	19	13	6	8
	% 2.5	3.8	13.9	6.3	15.2	24.1	16.5	7.6	10.1

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre whose level of education was Grade 9.

TABLE 69

LEVEL OF EDUCATION FOR INUIT ADMISSIONS¹, BY PRE-ARREST EMPLOYMENT STATUS,
BAFFIN CORRECTIONAL CENTRE, 1980

Pre-Arrest Employment Status	Level of Education									N	Total %	
	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	No Education			
Full Time		1	2	1	3	2	2			4	15	19.0
Part Time	1	1	2				1	2			7	8.9
Seasonally					1	2					3	3.8
Periodically					1	3	2				6	7.6
Not at All	1	1	7	4	7	12	7	4	4		47	59.5
Unknown							1				1	1.3
GRAND TOTAL	2	3	11	5	12	19	13	6	8		79	100.1

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre with a Grade 9 education, and who was employed full time prior to his arrest.

TABLE 70

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY LEVEL OF EDUCATION, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Level of Education									N	Total %
	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	No Education		
Rape		1	1				1			3	3.8
Other Sexual Offences					2	2		1	1	6	7.6
Wounding									1	1	1.3
Assaults	2	1					1		1	5	6.3
Offensive Weapons				1						1	1.3
Break and Enter			2	3	7	8	4	1	1	26	32.9
Theft		1	3		2	1	2			9	11.4
Having in Possession							1			1	1.3
Forgery								1		1	1.3
Corruption and Disobedience						1				1	1.3
Impaired Driving								2		2	2.5
Driving with more than 80 Mgs. of Alcohol in Blood									2	2	2.5
Failure or Refusal to Provide Breath Sample							1			1	1.3
Prison Breach							1			1	1.3
Failure to Comply with Probation Order			4	1	1	2	1			9	11.4
Narcotic Control Act			1				2	1		4	5.0
Other Federal Statutes									1	1	1.3
NWT Liquor Ordinance						4				4	5.0
NWT Motor Vehicle Ordinance									1	1	1.3
GRAND TOTAL	2	3	11	5	12	19	13	6	8	79	100.1

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre, with a Grade 9 education, whose admission was for an indecent assault on a female.

TABLE 71

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY PRE-ARREST EMPLOYMENT STATUS, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Pre-Arrest Employment Status					
	Full Time	Part Time	Seasonally	Periodically	Not at All	Unknown
Rape	1	1				1
Other Sexual Offences			2			4
Wounding	1					
Assaults	3	1				1
Offensive Weapons						1
Break and Enter	6	1	1	1	16	1
Theft	1			1	7	
Having in Possession					1	
Forgery					1	
Corruption and Disobedience				1		
Impaired Driving		1				1
Driving with more than 80 Mgs. of Alcohol in Blood					2	
Failure or Refusal to Provide Breath Sample					1	
Prison Breach				1		
Failure to Comply with Probation Order	1	2		1	5	
Narcotic Control Act		1		1	2	
Other Federal Statutes					1	
NWT Liquor Ordinance	1				3	
NWT Motor Vehicle Ordinance	1					
GRAND TOTAL	N 15	7	3	6	47	1
	19.0	8.9	3.8	7.6	59.5	1.3

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre, who was employed full time prior to his admission for an indecent assault on a female.

TABLE 72

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY USUAL OCCUPATION, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Usual Occupation								
	Trapper/ Hunter/ Fisherman	Handi- crafts	Service	General Labour	Trade/ Technical	Clerical/ Professional	Student	No Skills	Other
Rape	1		1	1					
Other Sexual Offences	2			3				1	
Wounding	1								
Assaults		1	1	2				1	
Offensive Weapons				1					
Break and Enter	2	2		18			1	2	1
Theft	1	1		1	1	1	1	3	
Having in Possession				1					
Forgery				1					
Corruption and Disobedience								1	
Impaired Driving				1	1				
Driving with more than 80 Mgs. of Alcohol in Blood				2					
Failure or Refusal to Provide Breath Sample					1				
Prison Breach					1				
Failure to Comply with Probation Order	4			4			1		
Narcotic Control Act				2				1	
Other Federal Statutes				1		1			
NWT Liquor Ordinance		2	1	1					
NWT Motor Vehicle Ordinance				1					
GRAND TOTAL	N 11 13.9	6 7.6	3 3.8	40 50.6	4 5.1	2 2.5	3 3.8	9 11.4	1 1.3

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre, who was employed as a general labourer prior to his admission for an indecent assault on a female.

TABLE 73

USUAL OCCUPATION FOR INUIT ADMISSIONS¹, BY PRE-ARREST EMPLOYMENT STATUS, BAFFIN CORRECTIONAL CENTRE, 1980

Usual Occupation	Pre-Arrest Employment Status						Total	
	Full Time	Part Time	Seasonally	Periodically	Not at All	Unknown	#	%
Trapper/Hunter/ Fisherman	1	2	1	1	6		11	13.9
Handicrafts	2	1			3		6	7.6
Service	3						3	3.8
General Labour	7	2	2	3	25	1	40	50.6
Trade/Technical		1		1	2		4	5.1
Clerical/Prof- essional	1	1					2	2.5
Student					3		3	3.8
No Skills	1			1	7		9	11.4
Other					1		1	1.3
GRAND TOTAL	15	7	3	6	47	1	79	100.0

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre, who was employed full time as a general labourer prior to his arrest.

TABLE 74

NUMBER OF PREVIOUS TERRITORIAL INCARCERATIONS FOR INUIT OFFENDERS¹, BY PRE-ARREST EMPLOYMENT STATUS, BAFFIN CORRECTIONAL CENTRE, 1980

Pre-Arrest Employment Status	Number of Previous Territorial Incarcerations									Total	
	None	1	2	3	4	5	6	7	14-16	N	%
Full Time	3	7	3			1		1		15	22.4
Part Time	1	1	1	2		1				6	8.9
Seasonally	1	1				1				3	4.5
Periodically		2	1	2						5	7.5
Not at All	5	13	5	5	3	1	2	2	1	37	55.2
Unknown									1	1	1.5
GRAND TOTAL	10	24	10	9	3	4	2	3	2	67	100.0

¹We have not included the one non-Inuit offender to the Baffin Correctional Centre with no previous incarcerations, who was employed full time prior to his arrest.

TABLE 75

NUMBER OF PREVIOUS TERRITORIAL INCARCERATIONS FOR INUIT OFFENDERS¹,
BY USUAL OCCUPATION, BAFFIN CORRECTIONAL CENTRE, 1980

Usual Occupation	Number of Previous Territorial Incarcerations									N	Total %	
	None	1	2	3	4	5	6	7	14-16			
Trapper/Hunter/ Fisherman	3	1	2	3							9	13.4
Handicrafts		2			1	1		1			5	7.5
Service	1	2									3	4.5
General Labour	5	10	5	5	1	3		2	2		33	49.2
Trade/Technical	1	1	1				1				4	6.0
Clerical/Professional		2									2	3.0
Student		2		1							3	4.5
No Skills		3	2		1		1				7	10.4
Other		1									1	1.5
GRAND TOTAL	10	24	10	9	3	4	2	3	2		67	100.0

¹We have not included the one non-Inuit offender to the Baffin Correctional Centre with no previous incarcerations, who was employed full time as a general labourer prior to his arrest.

TABLE 76

NUMBER OF PREVIOUS TERRITORIAL INCARCERATIONS FOR INUIT OFFENDERS¹,
BY LEVEL OF EDUCATION, BAFFIN CORRECTIONAL CENTRE, 1980

Level of Education	Number of Previous Territorial Incarcerations									N	Total %	
	None	1	2	3	4	5	6	7	14-16			
Grade 3			1			1					2	3.0
Grade 4	2		1								3	4.5
Grade 5		3	1	1	1		1				7	10.4
Grade 6	2	2									4	6.0
Grade 7	2	5	2	1	1						11	16.4
Grade 8		8	2	2	1	2			1		16	23.9
Grade 9	1	2	1	4			1	1	1		11	16.4
Grade 10	2	3						1			6	9.0
No Education	1	1	2	1		1		1			7	10.4
GRAND TOTAL	10	24	10	9	3	4	2	3	2		67	100.0

¹We have not included the one non-Inuit offender to the Baffin Correctional Centre with no previous incarcerations, whose level of education was Grade 9.

TABLE 77

MOST SERIOUS OFFENCE FOR INUIT ADMISSIONS¹, BY TYPE OF RELEASE, BAFFIN CORRECTIONAL CENTRE, 1980

Most Serious Offence	Type of Release				Sentence Not Yet Completed
	Sentence Expired	Early Release	Paroled	Other	
Rape	2				1
Other Sexual Offences	5				1
Wounding	1				
Assaults	5				
Offensive Weapons	1				
Break and Enter	20	3		1	2
Theft	9				
Having in Possession	1				
Forgery					1
Corruption and Disobedience	1				
Impaired Driving	2				
Driving with more than 80 Mgs. of Alcohol in Blood	2				
Failure or Refusal to Provide Breath Sample	1				
Prison Breach	1				
Failure to Comply with Probation Order	8				1
Narcotic Control Act	3			1	
Other Federal Statutes	1				
NWT Liquor Ordinance	3		1		
NWT Motor Vehicle Ordinance	1				
GRAND TOTAL	N 84.8	67 3.8	3 1.3	2 2.5	6 7.6

¹We have not included the one non-Inuit admission to the Baffin Correctional Centre, whose admission for an indecent assault on a female, terminated with expiration of sentence.

TABLE 78

NUMBER OF INUIT OFFENDERS¹, BY RESIDENCE LOCATION, BAFFIN CORRECTIONAL CENTRE, 1975-1980

Residence Location	Offenders	
	By Settlement N	By Region %
Yellowknife	1	
YELLOWKNIFE REGION - TOTAL		1 .6
Aklavik	1	
Fort McPherson	1	
INUVIK REGION - TOTAL		2 1.2
Igloolik	1	
Hall Beach	1	
Pond Inlet	2	
Clyde River	7	
Arctic Bay	2	
Resolute Bay	2	
Grise Fiord	1	
Frobisher Bay	79	
Lake Harbour	4	
Cape Dorset	20	
Pangnirtung	4	
Broughton Island	6	
Sanikiluaq	7	
BAFFIN REGION - TOTAL		136 83.4
Rankin Inlet	5	
Baker Lake	3	
Coral Harbour	5	
Whale Cove	1	
KEEWATIN REGION - TOTAL		14 8.6
Cambridge Bay	5	
Coppermine	1	
Spence Bay	2	
ARCTIC COAST REGION - TOTAL		8 4.9
UNKNOWN - TOTAL	2	2 1.2
GRAND TOTAL	163	163 99.9

¹We have not included the two non-Inuit offenders to the Baffin Correctional Centre in 1977 and 1980, whose residence location was Frobisher Bay.

APPENDIX D

REMAND STATISTICS

(TABLES 79 - 85)

TABLE 79

PERCENT CHANGE OF ESTIMATED INUIT REMANDS TO THE
YELLOWKNIFE CORRECTIONAL CENTRE, 1968-1978¹

Year	Total Number of Remands N=979	Inuit Remands Number and Percent of Total	
		N=137	%
1968	95	4	4.2
1969	82	7	8.5
1970	78	19	24.3
1971	69	14	20.3
1972	52	9	17.3
1973	55	4	7.3
1974	76	10	13.1
1975	107	12	11.2
1976	113	14	12.4
1977	130	20	15.4
1978	122	24	19.7

¹While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1968 as our base year.

TABLE 80

ESTIMATED NUMBER OF INUIT MALE REMANDS¹ TO THE YELLOWKNIFE CORRECTIONAL CENTRE,
BY LOCATION WHERE OFFENCE OCCURRED, 1968-1978²

Offence Location By Region	YEAR											N	Total t
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978		
Yellowknife		2	2	2	1	1	2	1	1	5	1	18	14.2
Fort Smith							1					1	.8
Inuvik	2	2	4	1	1		2	1	4	3	4	24	18.9
Baffin		1	3	7	4	2	3	6	5	8	12	51	40.2
Keewatin					1			2			1	4	3.1
Arctic Coast		2	6	2	2		1		4	2	5	24	18.9
Unknown			1	1		1				1	1	5	3.9
GRAND TOTAL	2	7	16	13	9	4	9	10	14	19	24	127	100.0

¹Due to their limited frequency we have not included the 10 Inuit females remanded into custody from the Inuvik and Baffin Regions, comprising 6 and 4 females, respectively.

²While the NWT institutional corrections service was inaugurated on February 20, 1967, in order to facilitate annual comparisons, we have used 1978 as our base year.

TABLE 81

NUMBER OF REMANDS TO THE YELLOWKNIFE CORRECTIONAL CENTRE,
BY LENGTH OF TIME IN CUSTODY, 1980

Length of Time in Custody	Remands	
	N	%
3 days and less	29	21.8
4 to 14 days	47	35.3
15 to 30 days	25	18.8
31 to 60 days	15	11.3
61 to 90 days	4	3.0
Unknown	13	9.8
GRAND TOTAL	133	100.0

TABLE 82

NUMBER OF REMANDS TO THE YELLOWKNIFE CORRECTIONAL CENTRE, BY MOST SERIOUS OFFENCE AND ETHNIC ORIGIN, 1980

Most Serious Offence	Ethnic Origin					N	Total %
	Indian (N=53, %=39.8)	Inuit (N=38, %=28.6)	Metis (N=22, %=16.5)	Other (N=19, %=14.3)	Unknown (N=1, %=0.8)		
Murder		1		2	1	4	3.0
Manslaughter		2				2	1.5
Rape		4				4	3.0
Other Sexual Offences	1	2				3	2.3
Wounding		1	4			5	3.8
Assaults	10	4	2	2		18	13.5
Offensive Weapons	5	2	3	2		12	9.0
Robbery	2	1		2		5	3.8
Break and Enter	15	15	7	1		38	28.6
Theft	7	1	1	4		13	9.8
Having in Possession	3					3	2.3
Arson	1					1	.7
Mischief in Relation to Property			1	1		2	1.5
Fraud				1		1	.7
Corruption and Disobedience	1					1	.7
Driving with more than 80 Mgs. of Alcohol in Blood	1					1	.7
Taking Motor Vehicle Without Consent			1			1	.7
Prison Breach	4	4	2	1		11	8.3
Failure to Comply with Probation Order	1					1	.7
Other Criminal Code	2					2	1.5
Narcotic Control Act		1	1	3		5	3.8
GRAND TOTAL	53	38	22	19	1	133	99.9

TABLE 83

NUMBER OF INUIT MALE REMANDS¹ TO THE YELLOWKNIFE
CORRECTIONAL CENTRE, BY RESIDENCE LOCATION, 1980

Residence Location By Settlement/Region	Remands	
	N	%
Yellowknife	2	
YELLOWKNIFE REGION - TOTAL	2	5.3
Inuvik	4	
Aklavik	3	
Tuktoyaktuk	2	
Sachs Harbour	1	
INUVIK REGION - TOTAL	10	26.3
Igloolik	1	
Arctic Bay	1	
Resolute Bay	1	
Frobisher Bay	9	
Sanikiluaq	1	
BAFFIN REGION - TOTAL	13	34.2
Rankin Inlet	3	
Chesterfield Inlet	2	
KEEWATIN REGION - TOTAL	5	13.2
Cambridge Bay	4	
Coppermine	3	
Spence Bay	1	
ARCTIC COAST REGION - TOTAL	8	21.0
GRAND TOTAL	38	100.0

¹Inuit remands to the Yellowknife Correctional
Centre did not include females.

TABLE 84

NUMBER OF INUIT MALE REMANDS¹ FROM THE BAFFIN REGION TO THE YELLOWKNIFE CORRECTIONAL CENTRE, BY MOST SERIOUS OFFENCE AND LENGTH OF TIME IN CUSTODY, 1980

Most Serious Offence	Length of Time in Custody					Total
	4 to 14	15 to 30	31 to 60	61 to 90	Unknown	
Rape				1	1	2
Other Sexual Offences		1				1
Offensive Weapons		1	1			2
Break and Enter	1	2	1		2	6
Prison Breach		1				1
Narcotic Control Act		1				1
GRAND TOTAL	1	6	2	1	3	13

¹There were no Inuit females, nor non-Inuit remands for either sex.

TABLE 85

NUMBER OF INUIT MALE REMANDS¹ FROM THE BAFFIN REGION TO THE YELLOWKNIFE CORRECTIONAL CENTRE, BY RESIDENCE LOCATION AND LENGTH OF TIME IN CUSTODY, 1980

Residence Location By Settlement	Length of Time in Custody					Total
	4 to 14	15 to 30	31 to 60	61 to 90	Unknown	
Igloolik	1					1
Arctic Bay		1				1
Resolute Bay				1		1
Frobisher Bay		5	1		3	9
Sanikiluaq			1			1
GRAND TOTAL	1	6	2	1	3	13

¹There were no Inuit females, nor non-Inuit remands for either sex.

EXECUTIVE SUMMARY

The Baffin Correctional Centre,

Frobisher Bay, NWT:

A Review of Current Programs and Alternatives

by

Harold W. Finkler

May 1981

A report, from which this summary is extracted, was prepared for the Department of Health and Social Services, Government of the Northwest Territories, with the co-operation and support of the Northern Social Research Division, Indian and Northern Affairs.

Specifically, the program at the centre is unique in that it was specifically designed for the rehabilitation of Inuit offenders and their successful re-entry into the community by motivating them to emulate the positive Inuit models in the community.

THE INCIDENCE OF CRIME AND OFFENDER PROFILE

Toward an understanding of the rationale behind the Centre's program development and the issues surrounding the direction and delivery of its services over time, the study reviewed the regional incidence of crime, and offender profile of admissions to the Baffin Correctional Centre. To this end, the study found a concentration of offences under the N.W.T. Liquor Ordinance and against property, along with a frequency of incidents surrounding disorderly conduct, assaultive behaviour, the emergence of the non-medical use of drugs, predominantly cannabis, and the hazardous inhalation of solvents and gases by teenagers and young adults. With respect to its analysis of all Inuit admissions to the Baffin Correctional Centre, 1975-80, the findings revealed the following distribution:

- 1) 26.8% entailed break and enter as their most serious offence;
- 2) 87.0% originated from the Baffin region;
- 3) 56.1% resulted from offences committed in Frobisher Bay;
- 4) 69.6% comprised direct admissions;
- 5) 55.8% were sentenced by the Territorial Court;
- 6) 69.6% were between 18 to 29 years of age;
- 7) 81.9% represented sentences less than 182 days;
- 8) 10.5% involved in default of payment;
- 9) 51.4% were unemployed prior to their arrest; and
- 10) 83.3% terminated in the expiration of sentence.

Furthermore, a summary of the results from the study's in depth analysis of the 1980 Inuit offender population to the Baffin Correctional Centre, indicated the following:

- 1) 32.9% admissions entailed break and enter as their most serious offence;
- 2) 87.3% admissions originated from the Baffin region, with 49.4% from Frobisher Bay;
- 3) 70.9% comprised direct admissions;
- 4) 57.0% admissions involved more than one charge;
- 5) 48.1% admissions encompassed two to four charges, with the percent of those having one to three charges, by the age category 18 to 29, comprising 53.2%;
- 6) 85.1% offenders had more than one previous territorial incarceration;
- 7) 64.2% offenders had one to three previous territorial incarcerations, with the percent of those by the age category 18 to 29, representing 46.3%;
- 8) 50.6% admissions were sentenced by the Territorial Court, followed by 35.4% the result of decisions made by the Justice of the Peace Court;
- 9) 65.8% admissions were between 18 and 29 years of age, with the percent of those by age category 18 to 20, constituting 31.6%;
- 10) 83.5% admissions represented sentences less than 182 days, with the percent of those between 32 to 92 days, comprising 38.0%;
- 11) 84.8% admissions involved single persons;
- 12) 55.7% admissions had grade 7 to 9 education;
- 13) 59.5% admissions were unemployed prior to their arrest;
- 14) 50.6% admissions were classified as general labour in regards to their usual occupation; and
- 15) 84.8% admissions terminated in expiration of sentence.

Significantly, the correlation of the above information concerning the characteristics of admissions to the Baffin Correctional Centre facilitates the identification as well as formulation of the required range of institutional services, and provides the basis for correctional planning in the Baffin.

AN HISTORICAL REVIEW OF THE CENTRE'S PROGRAM

Prior to an examination of community reaction to the program and considerations in regional correctional planning, the study undertook an historical review of the developments to date in the areas of staffing and administration; admission policies and related issues; and program review. To this end, the review identified several deficiencies within the Centre's administration and program delivery, areas necessitating future development and revitalization in concert with other departmental and community resources. However, generally speaking, it was found that the Baffin Correctional Centre has succeeded in the creation of a therapeutic environment, devoid of the more harmful or negative influences of conventional prisons, and providing inmates with an innovative alternative program, within the cross cultural context of the Baffin region, administered and delivered by indigenous staff. Furthermore, since its existence, there has been a decline in the number of new offenders to the Yellowknife Correctional Centre from Frobisher Bay, as well as in the number of former recidivists who have showed a marked improvement in their ability to control the quality of life, reflected in a reduction or elimination of behaviour warranting socio-legal intervention.

ALTERNATIVES

Primarily on the basis of community reaction to the Centre's program, combined with an analysis of the related documentation and socio-legal statistics, the study identified the following considerations, particularly in regards to program development and delivery, in future planning for regional institutional needs. However, these considerations were raised within the context of involving community support and participation in creating an environment conducive to inmate development and responsibility. Furthermore, wherever possible, such programming should be located in the community to avoid the unnecessary duplication of existing programs and resources.

First, regarding intake to the Baffin Correctional Centre, as a consequence of the increasing acceptance of recidivists

and/or more difficult offenders, along with the admission of the majority of first and low risk offenders, during the course of the study legitimate concerns were raised regarding the Centre's ability to meet the current and anticipated service and accommodation needs. Furthermore, it was felt that the present facility does not readily facilitate a flexibility in the administration and delivery of program needs for the increasing range of offenders emanating from the change in admission policy; or provide for its internal management in the disciplining of its inmates warranting detention or segregation. In order for the Centre to effectively discharge its correctional mandate within an environment that emphasizes inmate development and responsibility, the issue of alternatives in regards to its physical structure was raised as meriting immediate and serious consideration.

With respect to staffing, it was suggested that current efforts for the provision of adequate and ongoing training ensure equal attention to the refinement of interpersonal skills for such vital areas as counselling, mediating, liaison, inmate discipline, and staff/inmate communication. Furthermore, besides the need for renewed emphasis on staff recruitment from the outlying settlements, the study recommended that complementary locally based government and community resources should be available to assist in meeting the identified training requirements.

On examination of the Centre's land program, the review indicated that its current emphasis fell somewhat short of its intended objectives as a program for cultural inclusion and acquisition of traditional skills, and, consequently, merited organized steps toward its revitalization as a major program thrust. To this end, it was suggested that a revitalization of the therapeutic aspects of the land experience may begin with considering the value of instituting a more rigorous approach to providing challenging opportunities conducive to learning responsibility and achieving self confidence. Furthermore, other possible considerations involve the increased frequency, length, and scope of inmate participation in supervised hunting trips, particularly during the initial phase of incarceration.

Despite the Centre's recent emphasis to develop its work release program, it was found that the difficulties in maintaining a balanced range of employment for inmates, in combination with the uneven fluctuations in placements related to an inadequate economic

base unable to meet existing demands for employment, have reduced its ability to effectively co-ordinate this program for the optimal therapeutic benefit for inmates. However, it was recommended that an alternative approach in this area, within the context of skills learning sensitive to the reality of existing or changing employment opportunities within the communities, involve its closer relationship to vocational training, currently absent within the Centre's program. Furthermore, such action should begin with a proper assessment on intake of the offender's education capabilities through testing undertaken by adult education, in conjunction with the determination of his level of aptitude by Canada Manpower. These steps, combined with a social assessment, culminate in an individualized plan of action for meeting identified training needs.

In order to meet the full range of requirements in vocational training, the review recommended that the Departments of Education and Economic Development and Tourism, along with Canada Manpower assist in making their resources available in the development, as well as realization of individualized training plans for offenders. Furthermore, in view of the decline in educational placements for inmates, primarily enrollment in a basic job readiness program or academic upgrading, it was felt that particular attention was required on restoring the Centre's utilization of these essential resources in its range of program options, in addition to securing its assistance in educational assessments.

With respect to the scope of inmate participation in religious activities, during the course of our community consultation, extensive comments centred on the therapeutic value of spiritual guidance and the need for its re-establishment as an integral part of the Centre's program. To this end, it was suggested that the Centre's administration should collaborate with church groups in identifying areas and means for their regular involvement.

In addition to a decline in inmate counselling by the staff, the review found that the area office of Social Services has been unable to effectively discharge this added responsibility in meeting the social service needs of inmates. Furthermore, the study stressed that the availability of counselling services is fundamental to the success of the Centre's program thrust and all efforts should be exerted in filling this present void.

To this end, it was suggested that alternative considerations may include a re-emphasis for staff training in this area; or formalizing coverage by the area office on a more regular basis; or providing for an institutional social worker to undertake this function, along with a combined responsibility for classification, training, and pre-release planning. It was also felt that these services could be complemented by resources from within the community, comprising leaders, elders and church people; and by the means of group confrontation, to emphasize to the offender that his actions are disrespectful of traditional Inuit lifestyle and culture, and that he must learn to be accountable for his behaviour.

Regarding other matters, in addition to the Centre's consideration of an alcohol and drug counselling/information program, it was felt that it should respond to community, as well as socio-legal and inmate concerns, about the need for pre-release planning with both the community and offender to facilitate the successful transition to community life. Furthermore, such planning was regarded as essential to effective aftercare and a reduction in recidivism.

Finally, throughout the study, there was an emphasis on the community's need to share in the responsibility for socio-legal control of unacceptable behaviour. With regards to their participation in the Centre's programming, it was suggested that the community could make a significant contribution through direct service in the following areas: the teaching of traditional skills as part of the land or evening program; providing apprenticeship opportunities for inmates within the context of vocational training, work release, or community service; participation in the evening program through a contribution of their knowledge; resource persons for an alcohol and drug information/counselling program; providing counselling or spiritual guidance; assistance in pre-release planning; and aftercare.

* * *

T. 19. #13-819

Tabling Statement

MR. McCALLUM

MR. SPEAKER: I WISH TO TABLE THE FOLLOWING DOCUMENT

THE BAFFIN CORRECTIONAL CENTRE, FROBISHER BAY, N.W.T.

A REVIEW OF CURRENT PROGRAMS AND ALTERNATIVES BY
HAROLD W. FINKLER

AND AN EXECUTIVE SUMMARY OF THIS REPORT IN THE
INUKTITUT LANGUAGE.