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NORTHWEST TERRITORIES  
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FEMALE OFFENDER STUDY COMMITTEE

REPORT TO THE  
MINISTER

DEPARTMENT OF HEALTH  
& SOCIAL SERVICES  
CORRECTIONS DIVISION

JUNE 1985

### ACKNOWLEDGEMENTS

The committee wishes to acknowledge a report prepared for the department of Social Services dated February 1981, entitled, "Providing Institutional-Services for the Female Inmate."

After reviewing this document, it was agreed that it would serve as a guide in regards to style and content of the final report submitted to the Minister by the Female Offender Study Committee.

The Committee also wishes to further acknowledge the opinions and comments provided by the resource people within the department of Social Services; the Directors and staff of the facilities toured by the Committee; the staff of the N.W.T.C.C.W. for their comments; and finally to all the people who shared in the making of this report.

As chairperson of this committee, I wish to thank the Committee members for their time and energies spent in the study and developing the report.

Finally, I wish to thank Mr. Stan Mounsey for his support, encouragement and understanding in relation to this very important assignment.

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EXECUTIVE SUMMARY

## EXECUTIVE SUMMARY

It is recommended:

1. That the Fort Smith Correctional Centre for Women be closed.
2. That the South Mackenzie Correctional Centre be modified so that it can accommodate a maximum of 6 female inmates in addition to the existing male population.
3. That the Daffin Correctional Centre be so designated that it can accommodate a maximum of 6 female inmates in addition to the planned male population.
4. That Community Residential Facilities be established with capacity to hold female inmates on temporary absence.
5. That programming be developed to answer the specific and unique needs of the female offender.
6. That resources be redeployed within the Department of Social Services to ensure thorough planning, control, and evaluation by head quality staff should these recommendations be implemented.
7. That concerns of staff members regarding officer training and development and job mobility be addressed by senior correctional management.
8. That a citizens advisory committee be established for the purpose of ensuring that adequate programming, quality custodial supervision, and rehabilitation services specific to the needs of the female offender are planned and delivered.

## STATEMENT OF THE PROBLEM

The existing Correctional Centre for Women in Fort Smith is located on a site in a slide zone on the bank of the Slave River. Recent soil testing and engineering reports indicate the advisability of relocating the facility from its present site. The Department of Public Works stated in 1983 that, with luck, the site would be stable for 3 years at most.<sup>1</sup> A female offender study committee was formed to review alternatives to the existing site and to existing programs.

## COMMITTEE TERMS OF REFERENCE

The committee was charged with making recommendations as to the adequate programming, quality custodial supervision, and rehabilitation services for the N.W.T. Female Offender, whether of N.W.T. or Federal responsibility.<sup>2</sup> The committee was made responsible for weighing proposals and alternatives with the aim of developing a sound plan of action which did not necessarily include the replacement of the facility in its present community.

The committee was comprised of the following persons:

1. Ms. Sheila Keet, NWT Status of Women (now a private consultant)
2. Mrs. Helen Hudson-MacDonald, 1st Vice President, NWT Native Women's Association (now a senior social services worker in Rae-Edzo)
3. Mr. John Dillon, Area Manager NWT, Correctional Services of Canada
4. Mr. Charles Martin, Superintendent, N.W.T.C.C.W., (Committee Chairperson)

## OPTIONS

Options which were given to the committee to consider, in addition to any which they may choose to include, were as follows:<sup>3</sup>

1. Make use of existing regional facilities and/or develop facilities in those regions that presently do not have them.
2. Modify South Mackenzie Correctional Centre and Baffin Correctional Centre so that females could be appropriately incarcerated with the existing population.
3. Build a new Correctional Centre for Women designed specifically to suit the needs of female offenders, with location and site to be determined.
4. Build a new Correctional Centre in Fort Smith for both male and female offenders to take advantage of Thebacha College.

## METHODOLOGY

Information was sought through a literature review, a survey of female offender facilities in both provincial and federal jurisdictions, and by asking for input from the Regional Superintendents of the Department of Social Services.<sup>4,5,6</sup> Statistical information describing the inmate population in 13 separate categories is attached as appendice V.<sup>7</sup> The review of literature relevant to this study is attached as appendice III.<sup>8</sup>

The committee as a whole was involved in two extensive field trips outside the N.W.T. One trip involved a thorough tour and discussion of programs at the Kingston Prison for Women, the only female penitentiary in Canada. The second field trip was a week in duration and included tours and program discussions in three facilities:

1. Belmont Community Correctional Centre (Co-ed) in Edmonton.



2. Fort Saskatchewan Correctional Centre (for females only in Edmonton.
3. Pine Grove Correctional Centre (for females only) in Prince Albert, Saskatchewan.

The information gained from other jurisdictions was invaluable. In the area of programs, it was emphasized time after time that non-traditional programming options were highly successful. Women were successful in industrial arts such as welding and heavy equipment operation, particularly when such pursuits were complemented by parenting classes, family life skills, assertiveness training, and health instruction. Outside work in the community was particularly effective. Of a special nature, and perhaps the most therapeutically important, were groups and classes designed to deal with the problems of sexually abused and/or battered children and women. Some elements were common to all jurisdictions, such as Alcoholics Anonymous, Arts and Crafts, and sports, but the Sacred Circle program, dealing with natives' awareness of their own culture, was unique to Fort Saskatchewan. The committee felt keenly that the co-educational institutions which offered women industrial arts (or other so-called non-traditional female activities) along with specific programs in areas of interest to women only, were by far the strongest, and potentially the most effective, in answering the needs of women in conflict with the law. Those same institutions trained their male and female staff in areas specific to the female offender, training which was mandatory before access to the female institution was allowed. It was also noted that while the administration of co-ed institutions was unified, there was a program director for the female programs, and a program director with equal access to resources for the males.

## ASSUMPTIONS

The following assumptions were made in considering options for institutional services for female inmates and remands:

1. The female population will not frequently exceed 16 in the next 5 year period.
2. Inmates who present serious security problems and/or extremely lengthy sentences can be sent to southern institutions through existing exchange of prisoners agreements with the provinces and federal authorities.
3. The N.W.T.C.C.W. will move from its present site by 1987-88 because of the danger of remaining in the slide zone area.
4. Financial considerations require cost effective measures.
5. After-care of inmates released to their communities remains a societal responsibility, and must be an integral part of planning for the female offender.

## PRINCIPLES

1. The Corrections Service has a legal responsibility to provide those services, including institutional facilities and programs, that are ordered by the Courts under existing legislation.
2. Except for inmates requiring highly secure settings, all NWT female offenders will remain in the NWT, and as close as possible to their community of origin and to their families. The committee believes strongly that incarceration is for the purposes of punishment, and that the most unfortunate side effect is the alienation that many inmates feel when sent to jail far away from their homes.
3. Women in conflict with the law require special programs which are specific to their needs. The female offender has more in common with other women in the community than she does with incarcerated male inmates, and programming should strengthen this identification. The programs which address the needs of the female inmate most directly are those which enhance her life management skills and her ability to be economically self-sufficient.
4. Custodial control and supervision should be exercised only to the extent necessary to protect the public, staff, and inmates.
5. To the greatest extent possible, inmates should have access to community educational and treatment programs, as well as employment opportunities. Where this is not possible, the institution will provide programs internally.

6. The staff of female correctional facilities are key to the rehabilitative process and as such must be afforded every opportunity to acquire the knowledge and skills necessary to carry out their duties.

#### DISCUSSION OF RECOMMENDATIONS

1. Recommendation #1 was that the Fort Smith Correctional Centre for Women be closed.

One option given to the committee was that a new Correctional Centre be built in Fort Smith for both male and female offenders to take advantage of Thebacha College. The opinions expressed by members of the Fort Smith Town Council, by staff, and by the Fort Smith Chamber of Commerce clearly favoured retention of the facility in that community. One of the most frequently cited reasons for that location was the availability of Thebacha College as a resource for the inmates to further their education. The number of inmates from the entire jail system who have attended the College was startling, in that there were so few students. It would appear that the educational needs of female offenders are in the area of basic literacy and upgrading, instead of the higher academic levels and trades instruction offered by the College. Despite this surprising result, Fort Smith was still considered to be an appropriate site because of the core of dedicated and highly experienced correctional officers who lived there, some of whom had moved from Yellowknife to Fort Smith when the Centre was originally opened. When the committee interviewed the staff in a formal group and as individuals, the second startling finding was that while they favoured Fort Smith as a site, the majority of the staff would relocate to another community, and would welcome the opportunity to be involved in a larger centre due to the increased possibility of promotional advancement.

The committee rejected option four (to build in Fort Smith) on the grounds of the principle that inmates should be incarcerated as closely as possible to their community of origin, and to their families. In addition, strong comments from the Regional Superintendents of Social Services supported this view by identifying regional incarceration as their most important recommendation for both family and cultural reasons. The cost of transportation to Fort Smith from areas as distant as Frobisher Bay and Inuvik is prohibitive, and statistics clearly show that more female offenders come from those regions than from the Fort Smith region. Therefore, the committee recommends that the Fort Smith Correctional Centre for Women be closed.

2. Recommendation #2 and Recommendation #3 were that the South Mackenzie Correctional Centre be modified to hold female offenders, and the Baffin Correctional Centre be designated to hold female offenders.

The third option given to the committee to discuss was to build a new correctional centre for women designed specifically to suit the needs of the female offender. A single institution, no matter where it is built, only replaces one geographical problem with another. If inmates are to be kept as close to their home communities as possible, it is evident that the inmate population will have to be split and a multi-facility approach will have to be found.

The modification of the South Mackenzie Correctional Centre to hold a small number of female offenders certainly offers a major capital savings over the construction of a new centre for women by itself. SMCC was recently built, and has the capacity to be expanded without extensive renovation of the existing structure. Sufficient land is already owned by the Government to add onto the present Correctional Centre, and the response of the community

to the proposed increase of the offender population is anticipated to be positive. Such a positive response should not be assumed in all other proposed communities.

Modification to the new Baffin Correctional Centre to enable the incarceration of females is not required. One range of six cells has been planned to be separate from the larger dormitories elsewhere in the building and altering their intended function is a simple matter.

The committee recommends that the South Mackenzie Correctional Centre be modified to hold female offenders, and that the Baffin Correctional Centre be designated to hold female offenders.

3. Recommendation #4 was that Community Residential facilities be established with capacity to hold female inmates on temporary absence.

One option given to the committee was to examine the possible use of existing facilities and/or the development of facilities in those regions that presently do not have them. The committee has consulted with and jointly agree with a study completed by Mr. Van Gulick of the Department of Social Services, on Community Based Corrections.<sup>9</sup> That study proposes the establishment of community based residential centres in Inuvik, Yellowknife, and Frobisher Bay. This committee suggests that Fort Smith, Rankin Inlet, and Cambridge Bay also be considered. These centres would be multi-purpose institutions, fulfilling the purposes of half-way houses, local remand centres, bases for the fine options program, and of jails for low-risk short-term cases. They would offer an attractive low cost option to high transportation costs, and to high construction costs, with the immense benefit of being community owned and operated. They would fill an important gap in the provision of

aftercare, and in meeting the need for community based programs. The committee believes strongly that incarceration is for the purposes of punishment, and that the most unfortunate side-effect is the alienation that many inmates feel when sent to jail far away from their homes. Community based programs can decrease inmate-community alienation, and thereby decrease the negative impacts of a jail term. Current experience in the Centre demonstrates that most of the inmates do not require a secure custody setting, and the open custody offered in such centres meets the principle that inmates be placed only in the degree of custody that they require to ensure the safety of themselves, and of others. With closed custody offered to inmates at the Correctional Centres, the open custody community-based programs could offer the necessary control needed by lower risk offenders.

The committee recommends that Community Residential facilities be established.

4. Recommendation #5 was that programming be developed to answer the specific and unique needs of the female offender.

The committee recommends that future programming be allotted sufficient resources to broaden the range of services offered to inmates. Programming should be community based, expand on already existing networks or encourage links where there are none with the community. Those services should include:

1. Employment of a qualified teacher whose responsibilities will include: assessment of education levels, development of individualized literacy, upgrading programs, and vocational counselling;

2. Traditional and non-traditional job placements which de-emphasize domestic and service industry choices;

3. Delivery of a "life Management skills" program which is clearly defined, delivered by qualified individuals, and carefully monitored;

4. Substance abuse treatment programs delivered by competent individuals and carefully monitored;

5. Inclusions of carefully chosen male correctional officers in female facilities with a view to providing inmates with an opportunity to experience a non-exploitive relationship with a male;

6. Health education and counselling including adequate mental health services as required;

7. Opportunities to learn productive planning of leisure time.

5. Recommendation #6 was that resources be redeployed within the Department of Social Services to ensure thorough planning, control, and evaluation by head-quarters staff should these recommendations be implemented.

Discussions with Corrections staff in Saskatchewan lead directly to a recommendation that resources be deployed within the Department of Social Services to ensure thorough planning, control, and evaluation by head-quarters staff should the other recommendations be accepted for implementation. Saskatchewan recently opened two major correctional centres in Prince Albert and Saskatoon. The detailed planning which occurred beforehand was notable for its comprehensiveness, and for giving as much attention to the program, personnel, and general administration policies as it did to the construction and operation of the new buildings. Both new correctional centres opened with a minimum of disruption to inmates, with cost effective controls in place and with trained staff ready to operate. Such a comprehensive planning process would demand additional head-quarters staff, and leads to questions about the role of head-quarters in the control and evaluation of NWT Correctional Centres. The committee feels strongly that the Saskatchewan model should be considered.

The committee recommends that resources be redeployed within the Department of Social Services to ensure thorough planning, control, and evaluation by head-quarters staff should these recommendations be implemented.

6. Recommendation #7 was that the concerns of staff members regarding officer training and development and job mobility be addressed by senior correctional management.

To address the issues raised by staff, the committee met with members of the staff in Fort Smith. The commitment of these correctional officers to the well-being of the inmates was clear. Many staff expressed a high level of frustration regarding the lack of staff development, the lack of programming for inmates, and the questionable quality of such programming as does exist. Actions which the committee would like to see undertaken to address the gap that this committee sees between the intentions as outlined in the "NWT Plan in Corrections: Goals and Objectives, 1984-85" (Appendice VI) and the actual nature of the employee's work are:

1. A qualified individual should develop a model for staff training and development which will prepare employees who work with female inmates to perform their tasks adequately. In keeping with the NWT Plan for Corrections, it is imperative that the senior management for female corrections be directly responsible and accountable for ensuring that training needs are identified and prioritized. Staff members active and direct participation in suitable training, and a method of recognizing achievement should be implemented to encourage the development of job enhancing skills in staff members;

2. Job mobility for N.W.T.C.C.W. employees within the correctional system and the Department of Social Services should be actively encouraged.

7. Recommendation #8 was that a citizens advisory council be established for the purpose of ensuring that adequate programming, quality custodial supervision, and rehabilitation services specific to the needs of the female offender are planned and delivered.

The literature review conducted by the committee suggests that active and on-going community involvement is necessary for meaningful programming to occur. Such community involvement avoids the all too common situation where



male programs are applied "holus bolus" to female offenders. Even in those circumstances where the initial program was adequate for the female offender, unless an actively interested group external to the system monitored its continuation, those programs tended to disappear over time. There is extensive Canadian experience with Citizen's Advisory Councils, and the committee recommends that such a council be considered.

APPENDICES

- I) Marach, N. Letter dated October 18, 1983 re: Present location of N.W.T.C.C.W. Slope Stability.
- II) F.M.B. Submission, Female Offender Study Committee, Dept. of Social Services, Corrections Division, G.N.W.T., 1984.
- III) Review of the literature: Annotated bibliography relevant to this study.
- IV) Input from Regional Superintendents, Department of Social Services, G.N.W.T.
- V) Statistical information describing the Female Inmate Population, 1978-79 to 1983-84 inclusive.
- VI) G.N.W.T. Plan in Corrections: Goals and Objectives, 1984-85.



Northwest  
Territories Public Works

PROJECT NO.

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*Corrections  
Headquarters*

October 18th, 1983

STAN MOUNSEY  
CHIEF  
CORRECTIONS

WOMENS' CORRECTIONAL CENTRE - FORT SMITH


Herein is the substance of a telecon I had with Bruce Smith of Thurber Consultants today: Although Thurber does not have photographs of the site, Bruce was able to study aerial photos in the possession of Bob Milburn while here in Yellowknife last week. He is uneasy about the location.

It is his impression that removal of the population within the next several years would be advisable. With luck there are five years remaining, at most.

Bruce recommends that in any event a geotechnical engineer inspect the site of the existing prison to confirm his impression as soon as feasible after run-off next Spring. Approximately one manday field work and possibly two mandays to file a report would be required.

It is suggested that an alarm system be considered that would monitor the water pipeline upslope of the pumphouse. The feeling is that were this section of pipe to move, disaster would be imminent, and the population of the Correctional Centre would have to be evacuated immediately. Alarms should be set up in the police station and in the Correctional Centre.

Bruce has offered to meet with us to discuss this further the next time he is in Yellowknife, tentatively the week of 21 November 1983.

  
Nick Marach  
Project Manager,  
Project Management,  
Architectural Division,  
Department of Public Works.

cc: Bob Milburn  
Bruce Smith, Thurber

## FEMALE OFFENDER STUDY COMMITTEE

### Statement of the Problem

A need to replace the existing Correctional Centre for Women in Fort Smith and to plan for alternatives and options relating to the female offender in the N.W.T.

### Committee Objectives

The committee is charged with making recommendations as to the adequate programming, quality custodial supervision, and rehabilitation services for N.W.T. female offenders, whether of N.W.T. or federal responsibility. This committee is responsible for weighing proposals and alternatives with the aim of developing a sound plan of action which may not necessarily include the replacement of the present facility.

### Options

Some of the possible program options which may be chosen by the committee are as follows:

1. make use of existing regional facilities and/or develop facilities in those regions that presently do not have them, i.e. making use of Arctic House, Delta House, Frobisher Bay Correctional Centre (using the community corrections model);
2. relocate to Hay River and go coeducational with existing South Mackenzie Correctional Centre programming and use Baffin Correctional Centre;

3. build a new Correctional Centre for Women designed specifically to suit the needs of female offenders. Location and site to be determined;
4. build a new Correctional Centre in Fort Smit, with a coeducational component so that both male and female offenders can partake in higher educational programming via Thebacha College;
5. further options as provided by the committee.

Terms of Reference

1. By means of the study committee, it is proposed that more stimulus and input will be provided in developing sound correctional expertise regarding the female offender. Programming will also take into account women convicted of more serious offences and having lengthier sentences. Thus, the physical capability to accommodate the latter group must be included in the search.
2. A further point of reference will be to take into account the monies required to build or purchase services in the replacement of the present facility. The aim being to get the best value and quality for the dollar. This will involve studying the available literature on the various models proposed as well as studying demographic trends and using sound research principles.

3. The time factor for this committee to bring a report with recommendations would be approximately one year.
4. The committee may wish to consult with various persons and groups who, in their opinion, can offer information relevant to the study.
5. The funds available to this committee will be approximately \$15,000 to be used for travel and other related committee expenses.

The Corrections Service is committed to providing legitimate programming for the female offender, and it is expected that the study committee will provide a valuable contribution towards this commitment.



Northwest  
Territories Minister Responsible for Status of Women

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Relevant to the  
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Submitted by Sheila Keet,  
N.W.T. Status of Women,  
August, 1984

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Pitcher LaPrairie discusses why native women, who constitute 2.5% of the total female population in Canada, are over-represented in the provincial and federal prison population. She notes that specific reports on this phenomena are "conspicuously absent". The limited data she has collected leads her to examine the "vulnerability of native women to processing in the criminal justice system".

One explanation provided by Harding in 1981 is that overall "Indian (women) are more destitute (more unequal) than Indian men". They are forced off reserves and often try to survive on inner city streets where they are highly visible to the police.

In looking at the types of offences native women are incarcerated for they commit more serious offences than non-native women and alcohol plays a major role in the offences, in fact more than twice as often as for native males. Pitcher LaPrairie looks at other data which documents the socio-economic position of native women. She states that the consequences of section 12(1)(b) of the Indian act has been to reduce many Indian women to a life of poverty. This loss of status combined with data relating to employment, education, causes of death, suicide rates, marital status and lower incomes than even native men does much, she says, to explain their involvement in the criminal justice system. She concludes by saying that a major commitment by government and native organizations to a comprehensive research strategy is required. "We need better baseline data on the criminal justice processing of native women, on their criminal career patterns and on the cultural effects of contact with the criminal justice system".

Royal Commission to Investigate the Penal System in Canada (the Archambault Report, 1938)

The Kingston Prison for Women was started in 1925, but not occupied until 1934. When this commission visited in 1937 it was still referred to as the "new" prison for women. This was the first of a series of reports recommending closure of the prison. In 1937 it housed 40 inmates with a capacity for 100. The Archambault report stated the expense could not be justified for so few prisoners and urged that inmates be transferred back to the provinces. It expressed concern over the effects of lengthy separations from families and recommended classification of prisoners to avoid "contamination".

Report of the Committee to Inquire into the Principles and Procedures/Remission of the Department of Justice of Canada (The Fauteux Inquiry of 1956)

Operating on the impression that a new federal facility for women was to be built soon, the report supported the principle of a small, central institution in spite of concern for the separation of inmates from their families.

Canadian Corrections Association: Brief on the Female Offender (1968).

This was published as an official statement of policy of the Canadian Corrections Association. It stressed the isolation of the Prison for Women and called it an "unjust and damaging" form of exile. It advised against mixing inmates with long and short sentences and called for the provinces to assume responsibility for all female offenders. They also suggested one alternative could be the pooling of resources by forming 6 regions (the two territories would form one region).

Report of the Canadian Committee on Corrections (Oumet Report, 1969)

This report implies closure of the Prison for Women and points out that inmates are cut off from their families, francophones were unfairly disadvantaged and that inmates should be segregated on the basis of classification. It recommends provincial responsibility for women offenders using federal support to establish prison services in the Atlantic and Prairie areas where the provinces could purchase services for inmates with sentences of over 300 days.

Report of the Royal Commission on the Status of Women (1970)

The report calls the program at the Prison for Women inadequate and questions the orientation toward traditional female occupations. In recommendation 161 it says the prison should be closed and questions why women who rarely commit crimes of violence should be incarcerated in a maximum security prison. It recommended integration of inmates into the community.

Report of the Working Party on Women in Public Life and the Judicial Process (1971?)

This group, which followed up on the recommendations of the Report of the Royal Commission on the Status of Women was "impressed" with the Prison for Women and its "liberal" policies and concluded that so long as it "served a useful purpose" it should be "improved and maintained".

Report of the National Advisory Committee on the Female Offender, Clark Report, 1974, Ministry of the Solicitor General of Canada

The key recommendation was closure of the Prison for Women due to the unsuitability of the building, isolation of inmates from families, discrimination against francophones and the absence of classification.

The report suggested two alternatives: the federal government could establish its own facilities in each region or the provinces could accept all federal female offenders.

Judge Sandra R. Oxner doubting the practicality of a provincial take-over filed a separate statement. She said she only supported it if uniform standards were in place and judged that was only a remote possibility. She favoured one small, central, federal maximum security facility with regionalized medium security facilities.

An Evaluation of the Report of the National Advisory Committee on the Female Offender (Elise Rosen for the Advisory Council on the Status of Women, 1977)

This report criticizes the "soft-line approach" of the National Advisory committee report and accuses it of being unoriginal and unmindful of the extent of the discrimination against women in the Kingston Prison for Women. It says that realistically, given fiscal restraints, KPW will house women for some years to come and it is more constructive to improve conditions. It credits the institutionalization of women inmates to their not being given any responsibility for themselves. It concludes that female units are under-financed because the population is less than in the male units and suggests that allotment of funds to KPW should no longer be based on numbers.

Report of the Parliamentary Sub-Committee on the Penitentiary System (1977)

This report was very critical of the Prison for Women and called it "outright discrimination" against women and "obsolete". It recommended "small cottage-type" institutions in at least three regions of Canada. In his response the Honorable Francis Fox did not comment on the opinions expressed but said the question of the Prison for Women was under review. (The Needham Report)

Report of the National Planning Committee on the Female Offender, (The Needham Report, 1978)

The Needham Report was a response to the recommendations of the 1977 Clark Report and a summary of nearly half a century of debate on the Prison for Women, most of which recommended closure.

This report attempts to have the last word on the subject. It supports offenders being housed as close to home as possible, well-designed programs for all inmates and maximum use of community involvement. It supports limited decentralization and closure of the Prison for Women. It recommends joint bilateral planning that does not encroach on provincial/territorial jurisdictions and finally, maximum use of exchange of services agreements.

Report of the Correctional Consultation Committee Appointed to Study Correctional Services for Women in the Maritime Provinces, The Coverdale Report, 1972

This study focussed primarily on the inmates, staff and programme of the Inter-provincial Home for young women in Coverdale, New Brunswick. Essentially it supports decentralizing correctional facilities to accommodate juvenile and adult offenders as close to their home communities as is possible.

The report deals at length with the administration of the Institution which was carried out by a Board of Governors and recommended turning it over to the New Brunswick government with input from a Citizens' Advisory Committee. The number of recommendations which address very basic needs for a therapeutic environment and adequate programming ranging from academic and recreation programs to assessment and counselling seems to indicate the committee was charged with reviewing a most unsatisfactory institution.

Female Offenders, National Commission on the Observance of International Women's Year, United States, 1977.

This document is comprised of materials and information for a workshop on the subject of the female offender. It gives guidelines for goals, a choice of formats and includes suggestions for small group activities. Profile data is given for women in United States prisons including ten significant differences in the treatment of female vs. male offenders. Some of the more promising service programs are described, a list of relevant films is given and a wide range of national contacts, both organizations and individuals are included.

This could be an excellent prototype for a similar Canadian project.

Report of the British Columbia Royal Commission on the Incarceration of Female Offenders, The Proudfoot Commission, 1978

This Commission was appointed to deal with allegations of irregularities in the operation of the Oakalla Women's Correctional Centre. The terms of reference included an inquiry into all aspects of programmes and facilities for sentenced or remanded female offenders in British Columbia. The Commissioner was the Honorable Madam Justice Patricia M. Proudfoot, a member of the Supreme Court of British Columbia. The report is extensive (51 recommendations) and detailed covering issues ranging from staff uniforms, membership in unions and lounge facilities to life skills training, unit visits and privacy for inmates. Of particular note is the exclusion of any recommendations regarding native female offenders in spite of submissions from native courtworkers and United Native Nations. Justice Proudfoot states she "...is not convinced that there is a problem of great magnitude regarding Native women in the prison system...(she is) sympathetic to the problems that have been encountered...but does not feel they are exclusive to the Native Women...and accordingly makes no specific recommendations in this area".

Providing Institutional Services for the Female Inmate, Department of Social Services, Corrections Services, Government of the NWT, 1981

This paper was intended to determine how to provide optimal service for the female offender while balancing cost, effectiveness and community acceptance.

A profile of the NWT female inmate shows that most are aged 24 or younger, the overwhelming majority (90%) are from either Inuvik or Fort Smith, 92% are native, most pose no behavior problems while incarcerated and 70% are sentenced for a period of one month or less. More than half are in jail for liquor related offences and of other major offences accounting for 18% of admissions it is estimated that a high number follow another conviction for unlawful consumption of liquor.

The principles on which the options are based stress the need for a balance between the legal requirements for 24 supervision and the desire to integrate inmates into community education and treatment programs.

The five alternatives are explored in terms of advantages and disadvantages. The options are: to continue the operation of the existing correctional centre in Fort Smith, contract private group home facilities in the NWT, expand the Fort Smith operation to include male ex-inmates on residential services, contract with a province to provide jail services for female inmates from the NWT or re-establish a female program at YCC.

Political, statutory and financial factors are considered.

The study concludes that women's corrections in the NWT should return to square one, i.e. move back to an expanded or renovated YCC.

#### The Female Inmate in the NWT, Government of the NWT, 1980

This paper gives a short history of women's corrections in the NWT and gives a profile of the female inmate which is based on the same data as that contained in "Providing Institutional Services for the Female Inmate" and therefore virtually identical.

#### The NWT Plan in Corrections: Goals and Objectives 1983-84, Government of the NWT, 1981.

The Organizational Chart of 1981 shows 103 staff positions directly involved with NWT correctional services. 10 of these are in women's corrections.

In addition to probation supervision there are five community based programs. The two actual programs most directly aimed at inmates, Quya Lake Wilderness Program and Arctic House closed in 1984.

"Recent developments" addressed in the paper include discussion of a Fine Options Program, upgrading of physical facilities and Management Information and Probation Statistics Systems for 1982.

Three Institutions for juvenile offenders are listed, two in Fort Smith and one in Inuvik, four for adults, three located in the West and one in the East, and four community based services, (of which two are defunct and one is largely inactive in 1984).

The nine goals sited for the 1983-84 fiscal year promote diversion programs, graduated levels of control over the inmate population, facilitation of successful rehabilitation and reform.

The basis of corrections is acknowledged as protection of society but it is clear that providing opportunities for the offender to make a success of her/his life is an important and emphasized component of NWT corrections.

#### Female Offenders: Who Are They and What Are The Problems Confronting Them? United States General Accounting Office, 1979

This American study discusses the female offender, the crimes committed, the criminal justice process, the habilitative services offered inmates and issues being brought to the attention of criminal justice officials.

The profile of the American female inmate as presented in this paper shows parallels with her Canadian counterpart. Most come from racial or ethnic minorities, are under 30, not well-educated, have troubled childhoods, rarely are in a stable relationship, have mental and physical health problems, commonly have alcohol or drug problems, personal hygiene is rudimentary and more than half support dependents and are poor.

The majority have a very traditional view of women's role in society. Most exhibit self-respect and a willingness to work. Contrary to media perceptions statistics show that women are not turning to violent crimes.

One study quoted showed that these women are a traditional lot whose most repeated requests for assistance relate to qualifying for work which would give her financial independence.

There is criticism of pretrial confinement and sentencing, sentencing factors, and of special interest in the NW<sub>1</sub> confinement. Most jails are ill-equipped to deal with women and solve the problem by separating the sexes - usually to the women's disadvantage. Problems are usually solved by denying women access to facilities and programs.

Limited space makes a classification program impossible and throws all manner of inmates together.

Similar to the Canadian situation there is the problem of remoteness from families. Complaints about staff shortages and negative attitudes by staff are a frequent complaint throughout the country. Medical care is poor, mental health care almost non-existent in most prisons and many jails have no substance abuse programs.

Possible solutions, interestingly, are taken from detailed comprehensive drafts which were prepared by knowledgeable groups and government agencies, but never implemented. The proposals, it is suggested, could do much towards rehabilitating jails and prisons if the suggested standards were made mandatory.

The problems particular to women upon release are examined and prerelease, residential community-based correctional facilities, nonresidential programs and transition programs are discussed with a view to determining the ideal.

In summation the underlying causes for an inadequate and ineffective criminal justice system for women in the United States is cited as being due to:

- . lack of interest by professionals and a public caught up in the escalation of violent offences being committed by male offenders,
- . lack of organized clear-cut planning,
- . lack of adequate, specific funding for female offender programming.



Criminal Law Audio Series - July 1976, David Watt

A portion of this tape deals with the impact of the Status of Women Amendment Act (SC1974-75 Chapter 66/Bill C-16) on the Criminal Code.

These effects include opening women to prosecution where we were previously exempted.

1. Section 23(3) previously exempted a wife from being charged with aiding or abetting a crime if she provides aid or comfort to her husband when he commits a crime. The Status of Women Amendment Act removes that exemption and a wife can be charged as an accessory (or vice versa).
2. Section 197(1)(b)  
Where before a husband was compelled to provide the necessaries for his wife Section 8 of the Status of Women Amendment Act repeals this section and now wives are equally responsible with husband for providing the necessaries.
3. Section 197(4)  
This lengthy paragraph has been changed to make common-law spouses equally responsible and therefore subject to prosecution if they fail to support the spouse or a recognized child while cohabiting or after separation.

The well-intentioned narrator of the tape called these unforeseen and "of course unfortunate" effects. He would not likely get support for that statement from feminists.

Are Men and Women Treated Equally in the Operation of the Criminal Justice System of Canada? Jim Ortigo, Faculty of Law, Dalhousie University, Halifax, Nova Scotia (a paper delivered to the 1975 Annual Meeting of the American Society of Criminology)

The purpose of the paper is to argue that criminology has a sexual bias and that this has a negative effect on women in the criminal law process. He suggests that the two major areas where discrimination against women will be found is in the "level of discretion allowed actors in the criminal law process" and in "the character of the Criminal Code".

In discussing the roots of the Canadian justice system the author points out that the criminal code is a nineteenth century document. The sections of the code defining criminal conduct remain basically unchanged. Laws are not created in a vacuum, they are affected by the mores of the time. Certain postulates of that time give us laws in the twentieth century which include "the punishment should fit the crime", "ignorance is no excuse", and "a man is intended to presume the natural consequences of his act".

Of particular importance is that the turn of the century lawmakers were men, men dominated society and therefore the law voiced what to-day would be an unacceptable view of the rights and roles of men and women. Women were either mothers or fallen angels and men were productive and always accountable.

The Code, while ostensibly sexually neutral, is not. There are no crimes where only men can be perpetrators, but there are some which only women can commit. Examples include infanticide by the mother (Code s216) and abortion in certain circumstances (Code 251). It is interesting to note the attitudes, says Ortego, which allow defence of infanticide using a disturbed mother's mind resulting from childbirth and the general practice of prosecuting the person who performs the abortion and not the person who receives it. (Morgentaler).

The author lists a number of crimes where anyone can be the perpetrator, but only females can be victims and gives a litany of examples.

The author then suggests that police and lawyers have considerable discretion in Canada and that they allow personal (often sexist) views to influence their decisions.

In elaborating on the mother-fallen angel syndrome he notes that women's functions are seen as biological and not intellectual and if she deviates from society's norms and chooses to "defile" herself she can expect the full force of the law. On the other hand men's contribution to society is financial and physical, not emotional. Neither attitude, he concludes, reflects the emerging Canadian principles of sexual equality and research on the influence of these attitudes is urgently needed.

The Female Offender: Selected Papers from an International Symposium, Edited by C.T. Griffiths and M. Nance for the Criminology Research Centre, Simon Fraser University, 1980

The purpose of the symposium, held in Vancouver in 1979, was to bring together those who study female criminality and those who develop policies and programs for the female offender.

The subjects range from female terrorists and female offenders in Poland and Mexico to family violence, juveniles and policy development.

Of particular interest for the purpose of this bibliography are:

. Re-Discovering Lilith: Misogyny and the "New" Female Criminal - Meda Chesney Lind

The author's opening salvo is "The fear of defiant women is as old as the history of male domination and has necessitated the creation of mythical figures, such as Lilith to serve as warnings to all women that those who defy male authority suffer ignominious consequences". Lilith, according to Hebraic tradition, was created at the same time as Adam. More independent than Eve, she objected when Adam said she must obey him. Saying "we are equal, we are made of the same earth," she, according to legend, flew up in the air and became a night demon who ate children and seduced men in their sleep.

She claims that the women's movement has resulted in misogynist logic that blames feminism for purported crime waves on women and quotes a number of officials who have made public statements to that effect. She then quotes research that shows the percentage of females arrested has remained virtually unchanged for twenty years. She discusses various theories including the

"chivalry" theory that states basically, men don't like to accuse women, arrest women, prosecute women or find women guilty. One study showed this was true if the suspected female behaved in "stereotypic ways" (cried, pleaded for her children, etc.). If she was aggressive or hostile she was more likely to be arrested and prosecuted.

However, she points out, female offenders are largely poor, non-white, uneducated and have dependents. These are not the women who constitute the women's movement. Yet the myth of the liberated female crook prevails and the female offender population can be legitimately ignored. "these women asked for equality and now must pay the piper..."

The author blames juvenile courts for reflecting society's traditional double standard, one for sons and one for daughters; the male's behavior being overlooked or encouraged. The females are socialized to be dependent and obedient and all acts of defiance are carefully scrutinized for sexual activity.

The adult female offender is usually arrested for petty property offences, but form the majority of those arrested for prostitution. The author calls this "hypocritical" and denounces the use of "whore squads" by police who do "street sweeps" and subject them to demeaning conditions and treatment. She concludes that the chivalry hypothesis is simply a result of the fact that women have less serious records and commit less serious crimes than their male counterparts.

She ends with calling for recognition of the notion of the liberated female crook as one more reaction by men threatened by those who aspire for equality and who react with labels of "...the witch, the bitch and the whore".

#### Family Violence: Women as Offenders or Victims Kelly Harris

This delivery focuses largely on the violence of males towards females and lends much credence to a number of cited studies which show that women and children are "convenient safe targets" for men who, for whatever reasons - and many are given here- convert their emotions into violence".

She also mentions some findings which state that "when the total amount of violence in a group increases, the probability of any member of that group becoming violent also increases".

Violent acts, she says, send out "shock waves" that engulf all witnesses to the act and the process may "manifest itself across generations".

She says there must be a shift in emphasis by police on "victimless crimes" to "a more rational set of priorities".

#### The Treatment of Convicted Female Offenders in the Criminal Justice System, Jane Roberts Chapman

Ms. Chapman states that one of the most striking things she uncovered in her research was how much had remained the same for female offenders for more than 100 years. While there is less obsession with the "fallen women" syndrome

female offenders are still seen as a passive non-threatening group and they receive little in the way of attention or resources or research.

The minimal data available reflects the economic nature of her crimes and her economically disadvantaged status. "This is of particular importance in making decisions about programs...the kinds of assistance...available for welfare mothers and the unemployed...(may be)...relevant for women offenders. In fact existing non-correctional programs have been used successfully with offenders."\*

The author discusses three types of programs all geared to giving the offender economic independence; the vocational process, education in parenting skills, and programs for independent living.

\* The emphasis is my own.

Women in Court: Assisting the Female Offender: Margaret MacMillan

A member of the Salvation Army, Ms. MacMillan discusses her observation of the treatment of the female offender in the Canadian justice system. She finds much to criticize - from the apathy of and inexperience of legal aid lawyers to deliberate embarrassment of the woman in court and the lack of a support system.

She outlines the considerable number of services available through the Army.

Managing the Female Offender: Some Observations, Doug Chinnery

Chinnery refers to the pre-1960's period of managing an institution as "the good old days" when the "warden...carried a big stick...he was God, and the inmates feared God and the staff feared God, and everything worked beautifully...". He refers to inmates having "...a special place in the basement...no newspapers...no communication with the outside."

In the late sixties, he says, terms like "inmates' rights" and "staff rights" "really scared the hell out of us." The result, he claims, was "to seriously disrupt programs for purely negative reasons." What programs, he doesn't say.

He then proceeds to lecture on the importance of self-image for inmates, giving them responsibility and letting them make choices (he gives the example of allowing them to wear "clothing that suits their personality") and getting rid of "silly regulations."

He makes some interesting (and occasionally enlightened) comments about equal vs. unequal treatment of inmates and staff morale.

Communication, he maintains, is the key to happy inmates and happy staff.

Problems of Policy Development in Criminal Justice: Mark Krasnick

The first problem in attempting to influence policy development, says the author, is locating where decisions are actually made. Legislative reform is not speedy, it takes 7 to 10 years.

It's interesting to note that in Canada the federal government has responsibility for criminal law and legislation and the province must administer them and then work at a financial cost borne by that province or territory. Federal policies must be made to reflect community concerns.

He expresses concern about not making the people in the policy system feel too accountable for fear of restricting the level of individual initiative.

In discussing cost efficiency he says prisons are by far the most expensive, costly, inefficient and ineffective processes we have. We must come to grips, he says, with our notion of cost and society wanting the offender locked up. We've destroyed "the myths that made the whole system at least consistent, while nothing yet seems to have sprung up to take its place." We must decide on a common focus, philosophy, language - we need new ideas, he says.

Changes, he says, cannot come from within to change a closed system such as the Criminal Justice system. Instead, he continues, we need "pressure groups."

Women, Crime and Criminology: A Feminist Critique, Carol Smart, Department of Social Studies, Trent Polytechnic, Nottingham, England, published by Routledge & Kegan Paul, 1976

In this academic and rather stiff treatment of the subject Ms. Smart discusses the nature of female criminality, classical and contemporary studies of female criminality, the sexual politics of rape and prostitution, treatment of female offenders, the role of mental illness in women's crimes and finally redressing the balance (or imbalance) of women and criminology.

Of note for the purpose of this bibliography is her position that penal institutions for female offenders not only support the traditional and inferior social position of women and girls, they reflect the assumptions inherent in the work of a number of criminologists that women and girls who commit offences are biologically or psychologically abnormal. "Radical" alternatives to prisons in Britain in the 1970's stress therapy, drugs, even electro-convulsive therapies and provide no vocational or remunerative work.

She stresses the need for quality research into female criminality which encompasses the wider moral, political, economic and sexual spheres which influence women's status and position in society.

Women in Corrections, A Monograph of the American Correctional Association, 1981

The articles include a number on the career pathing of women in correctional employment which are of particular significance since it seems there has been very little, if anything, written in Canada on the subject.

Women in Correctional Employment: Where Are They Now and Where Are They Headed? by Joann B. Norton, PhD.

Female Correctional Administrators: Sugar and Spice are Nice But a Backbone of Steel is Essential by Judith A. Nallin, Esq.

Women are Succeeding in Male Institutions by Camille G. Graham.

Women in Correctional Employment by Allen F. Breed.

Women as Correctional Educators and Administrators by Lane Murray, Ed.D.

The Sexual Integration of the Prison's Guard Force: A Few Comments by James B. Jacobs.

Basically, the articles point out that:

- a) for women to be more fully utilized to their potential as a resource in this field, they will have to be given broader participation in the total correctional system; including working with male offenders.
- b) there has been a major shift in corrections policies recently from a concern for the safety of women to an emphasis on inmate privacy although there is no clear definition of inmate privacy.
- c) women administrators are encouraged to help other women up the ladder and it is pointed out that it is not necessary to overcompensate due to a subtle societal attitude which may label her "less of a woman" for being successful in this non-traditional role for women.
  - . it is emphasized that the masculine traits are not necessary to succeed in corrections, professional traits are.
  - . the advantages of having women working in male institutions outweigh the disadvantages.
  - . one male author, Allen Breed, Director of the National Institute for Corrections in Washington, D. C. says, "When a woman competes with men they feel threatened, and because women feel that they have to over-achieve to really prove themselves this makes the threat even greater - particularly to men who don't have what it takes."
  - . one superintendent, Lane Murray, says "Neither correctional institutions nor the public schools can achieve a balance of male and female administrators as long as the majority of women reject the affirmative action necessary on their part to achieve the positive self-concept and the professional qualifications required for administrative positions."
  - . another author, J. J. Jacobs, expresses concern over a recent court decision "Dothard vs. Rawlinson...may prove to be a significant setback for women wishing to serve in corrections. While the decision prohibits the use of arbitrary height and weight requirements to deny correctional jobs to women, similar requirements may yet survive if officials can show that height and weight standards are correlated with strength."
  - . In Who are the Women in Prison? Charlotte Ginsburg says that there are more myths than truths about female offenders resulting in a lack of or inappropriate programming. She stresses that community treatment centres close to families and community resources and counselling or drug treatment and parenting courses are an important part of programming. She says a successful program must have:

- . Pre-release counselling
- . Vocational counselling
- . Job and Training Placement
- . Help in locating decent housing
- . Guidance in parenting; plain talk about her own childhood
- . Strong support services.

The bottom line is she must be able to say "I like myself."

The Political Economy of Correctional Planning for Women: The Case of the Bankrupt Bureaucracy, L. Berzins and S. Cooper, Former Co-ordinators, Female Offender Program, Correctional Service of Canada (1982?)

In 1981 the Canadian Human Rights Commission ruled that the Correctional Service of Canada discriminates against the female prisoners in its charge. It was based on a wide discrepancy between the facilities and services available to women and those available to men sentenced to federal penitentiaries.

Of particular note for the purposes of this bibliography is the authors' statement that: "...one cannot achieve for women the same correctional objectives as for men, in a manner that equally reflects their needs and characteristics without developing new working tools and decision-making criteria; and without compensating for the resources and supports that are not already in place."

The paper provides an overview of the historical process of planning for the female offender in Canada and an analysis of the socio-political-economic factors that have adversely affected the planning process.

Finally, it proposes a blue-rint for developing a new planning approach to address the real needs of women in correctional planning.

. The Planning Problem:

the smallness of the population and a bureaucracy which prioritizes in terms of the economies of scales.

. The Objective:

"to make available to women sentenced to penitentiary the resources required to prepare them for the demands of personal responsibility that they will face upon termination of that sentence, in the context of the social and economic conditions, expectations and pressures that confront women in Canada to-day."

. Approach:

Since women in conflict with the law have more in common with other women than they do with the male inmate population planning methods should strengthen this identification.

The program should be based on knowledge of the female offender's needs as a woman and should offer her - within limits of safety and self-control - the greatest opportunity to learn the skills she needs in an atmosphere of autonomy and accountability.

The female offender must be seen in the context of an overall group of disadvantaged women - women with drug problems, alcohol problems, child abuse problems. This makes it possible to move further away from a criminal identity and allow for building simple links with the community in general and a strengthening of the female offenders' identification with other women of that community.

### Ways and Means

The process of programming by considering what is available in the system and then slotting each woman into "something" more or less relevant must be reversed. What must happen now is that the individual's needs must be assessed and then possible ways and means of responding to them are sought out.

The planning process is detailed by the authors and they conclude by re-emphasizing the need to decentralize facilities and services.

While this paper is actually targeting the Kingston Prison for Women (and recommending it be phased out and closed) it is a valuable document for the work of the GNWT in redefining services to female offenders.

### Self-image and Delinquency: A Contribution to the Study of Female Criminality and Women's Image, Marie-Andree Bertrand, 1969.

This analytical research paper considers the expectations and expected behavior of women and girls in Europe and Canada. It confirms the hypotheses that women and delinquents see themselves more as "objects" than do men and non-delinquents.

### Child-Care Needs of Female Offenders: A Comparison of Incarcerates and Probationers Sally Rogers and Catherine Carey, Planning and Research Branch, Ontario Ministry of Correctional Services.

The purpose of this research was to determine whether or not incarceration creates child-care problems, i.e., do the children of incarcerated women become a "burden to society?"

The results are inconclusive in that only 12% of the children involved were placed into foster homes. This does not preclude the fact that psychological damage often results in children who do not have a secure and continuous attachment to one care-giver. Most mothers seemed able to place their children with family members and relatives.

It did appear conclusive however that the incidence of pre-existing family breakdown was high and that the majority were women who had dropped out of school at age 16 or younger. Not surprising then is the findings that more than half had relied on social assistance.

### Women in the Courts: Present Trends and Future Prospect; David B. Rottman and Rita J. Simon, Chitty's Law Journal, Volume 3, No. 1, January 1975:

This rather uninspiring piece of work is about how women are moving from "traditionally 'womanly' crimes of prostitution and child abuse" to the "white



collar crimes" of larceny and embezzlement. The authors say "...we (can) suspect, though not prove,...increasing opportunities and changing consciousness and self-perception are combining to produce more women accused of crime...". Fortunately for the female population of Canada this 'feminism-is-causing-a-crime-wave' concept has been debunked as a myth by a number of renown criminologists since 1975.

The paper ends with a plea for more data so that lawyers and judges will know the scope of the problem.

Parole and the Female Offender, Betty Thompson and Bonnie Ward, 1981

This paper discusses outdated and modern assumptions about the female offender, length of sentence issued, percentage of sentence served with particular emphasis on the largest release group - those convicted of drug-related offences.

The authors conclude that:

1. Once released, women seem to fare slightly better than men in being able to stay out of prison with two exceptions:
  - a) women with a history of drug abuse.
  - b) history of prior commitments.
2. Contrary to parole policy female offenders released on full parole served less than one third of their required sentence rather than serving one third before becoming eligible.

Women's Crime and Feminist Critiques: A Review of the Literature by Shelley Gaugan, University of Toronto for the 5th Canadian Criminology Forum, 1982

She discusses a wide range of authors beginning with the now infamous Sisters in Crime by Freda Adler in 1975 which posited a causal relationship between the women's movement and an increase in women's criminal activity. She discusses studies such as those of Otto Pollak and his "chivalry" position in 1961 overturned by Chesney-Lind in 1978.

Adler's work, while neither theoretically or methodologically sound, caught the imagination of the media in spite of all the contrary statistical evidence to the contrary in Canada.

It was Carol Smart who began to redress the male-oriented biases and assumptions of criminological theory as it applied to women in "Women Crime and Criminology: a Feminist Critique" in 1975 and "The New Female Criminal: Reality or Myth" in 1979. More recent myth debunking was done in 1976 by Joseph Weis in "Liberation and Crime: The Invention of the New Female Criminal" and in 1981 by Cathy Spatz Widom in "Perspectives of Female Criminality: a Critical Examination of Assumptions."

In many ways, Gaugan says, "women have been invisible both as victims and offenders; the significance of this invisibility is finally beginning to be understood."

**SUBMISSION  
TO  
STUDY COMMITTEE  
ON  
FEMALE OFFENDERS**

**SANDRA GRYZIAK  
REGIONAL SUPERINTENDENT  
DEPT. OF SOCIAL SERVICES**

**SEPTEMBER 11, 1984**

There has been in the past few years, a focus in discussions from the Baffin Region, of the need for a regionalization of services. Baffin Regional Council, for example, put forth a proposal during the last A.D.C.C. meeting in Frobisher Bay, to give the mandate and resources to the region, to administer the alcohol and drug programs to the people in Baffin. The move towards the creation of Nunavut is also a move to establish what people would regard as a more relevant and sensitive representation; a government which is "closer" to home. These efforts are a clear indication that people are wanting services available at the regional, if not community level. They are no longer willing to accept having to go outside the region to obtain the necessary services.

Regarding the provision of correctional facilities for women offenders in the N.W.T., historically women from the East have been sent out of the region, to be incarcerated. This has led to the argument of some that rehabilitation is unlikely to occur in an environment which is "culturally irrelevant". The concern revolves around a woman offender living in an area which is geographically foreign, and in an area in which the predominant language (s) in the community in most cases is not the native tongue of the woman. Can "rehabilitation" occur in a context such as that? Is it not more likely to occur in an environment in which there are support systems in place, and access available to family and community?

It is my feeling that for women offenders from the Baffin Region, the above factors are paramount in any efforts in programming and "rehabilitation". Services to this group of offenders must be regionalized. Women should be kept in their home region. The language for native women, geography, lifestyle, etc.

are familiar. The assumption seems to revolve around there being more sensitivity and awareness of the offenders' needs, by those involved in the treatment and security plan. Community and regional support systems are more likely to be in place. There is a closer proximity to family and friends; support which could be considered crucial in maintaining and/or building and offenders' emotional well-being.

It seems to be a likely progression of services to women offenders in the Baffin Region, to have the new Baffin Correctional Centre as the prime facility for their incarceration. The facility opening August 1, 1985 is designed to accommodate adult offenders at different levels and statuses; remands, minimum, medium and maximum security men and women. There should be no need, with the presence of the new Baffin Correctional Centre in Frobisher Bay, to rely on a womens' correctional facility outside of the region. (There might be a need to send a woman out if the womans' safety or well-being would be jeopardized by her remaining in the region).

I am very much in favour of the direction of the new Centre leaning towards a "co-educational" orientation. All the arguments of having the two sexes of inmates mixed in one institution would apply. The situation is a more "normal" one, frustrations of being isolated from the opposite sex would be minimized, etc. Male and female guards both native and white will be employed at the Centre. A woman classification officer employed at Baffin Correctional Centre at present, in conjunction with the other staff will be responsible for intake, follow-up and programming. There are, and will be, a number of resources in the community which could be utilized. The presence of an Eastern Arctic College in Frobisher within the next few years will be able to compete with the existing

Fort Smith facility.

Will programming for women offenders take second place after the needs of the predominate male inmate population? Not necessarily so, particularly in a relatively small institution (inmate count averaging between 45-60). An advantage of having a "mixed" program is the availability for women offenders, of "non-traditional" pursuits. These programs would include woodworking, skidoo maintenance, etc. in conjunction with the more traditional such as cooking and sewing. Adult education and work activity programs would naturally be available to the women, as well as life skills and drug and alcohol programs. It is very possible that the two womens' groups in Frobisher Bay would be active at different levels of the incarceration of women offenders in the Baffin Correctional Centre.



Northwest  
Territories Inuvik Region  
REGIONAL OFFICE

Inuvik, N.W.T.  
31 August 1984

Mr. John M. Dillon  
Area Manager  
Correctional Services Canada  
Dept. of Solicitor General  
Main Floor, Northern United Place  
Box 2430  
Yellowknife, N.W.T.

Re: Corrections Planning Study -  
N.W.T. Correctional Centre For Women

First of all, let me state that, since it appears that a significant number of women that make up the in-mate population of the Correctional Centre For Women are from the Inuvik Region, it is unfortunate that there is not more input from this Region into the study being conducted by the Female Offender Study Committee. However, I do appreciate this opportunity to address some of the concerns of our staff from the Inuvik Region.

This issue has been discussed among Senior Staff in this Region and a common theme appeared to run through the whole discussion; that is the fact that women who are sentenced to institutional time usually return with many of the problems that brought them into the system to begin with. In other words, while they may have served the sentence that was imposed by the court, the real causes are not being addressed. We feel that there may be a number of reasons for this.

Firstly, many of the women receive relatively shorter sentences than their counterparts in southern Canada. This allows little time for rehabilitation programs to be effective. By the time Correctional staff determine what many of the problems are, the inmate has served her time and is released. Thus there is little time for alcohol rehabilitation, academic upgrading, life skills training, etc.

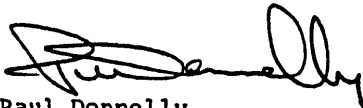
... /2

One way we could assist is for institutional staff to request a brief social history on offenders that could provide a community perspective of the problem areas and would thus shorten the time it takes to plug into existing proposed new programs.

A second area of concern is the apparent lack of programs and activities for inmates at the Centre. There appears to be a need for more intensive alcohol programs and life skills programs. While not knowing what is in place at present and seeing the problems that continue when a woman is released, it appears that the alcohol programs do not seem to be having an effect.


The third area of concern is mainly a need of our Social Workers. In order to provide After-Care Services, our staff feel that a brief report of the services provided to a woman while she was in custody would be extremely beneficial for follow-up after release. Only in Parole cases of Mandatory Supervision cases do we get such information.

These are a few hurried thoughts on how we feel the service to women in the Correctional Facility could be improved. I hope they can be of some assistance to you and the other committee members in your task.



Paul Donnelly  
Regional Superintendent  
Department of Social Services

PD/am

  
Northwest  
Territories Keewatin Region



August 24, 1984

John Dillon  
Area Manager,  
Correctional Services Canada/Parole  
Main Floor, Northern United Place  
P.O. Box 2430  
Yellowknife, N.W.T.

Female Offender - Programs

I am responding to your request for suggestions related to the above. The suggestions are my own and do not necessarily reflect departmental plans.

You asked my views on location of a new facility or facilities. I feel decentralization could benefit the clients, both from a cultural and program perspective. The ideal could be a unit for Eastern Arctic clients. The location could be here or Frobisher Bay.

I would also suggest a location in the Inuvik region and one for the Smith region. The units could be regular housing units.

A key factor would be a linkage with an alcohol and drug program, counselling and education opportunities.

These are general ideas that I feel would merit consideration. The units I suggest are for persons who require minimum supervision.

A handwritten signature in cursive script, appearing to read "Robie".

Robie MacIntosh  
Regional Superintendent  
Dept. of Social Services

c.c. Stan Mounsey,  
Chief, Corrections



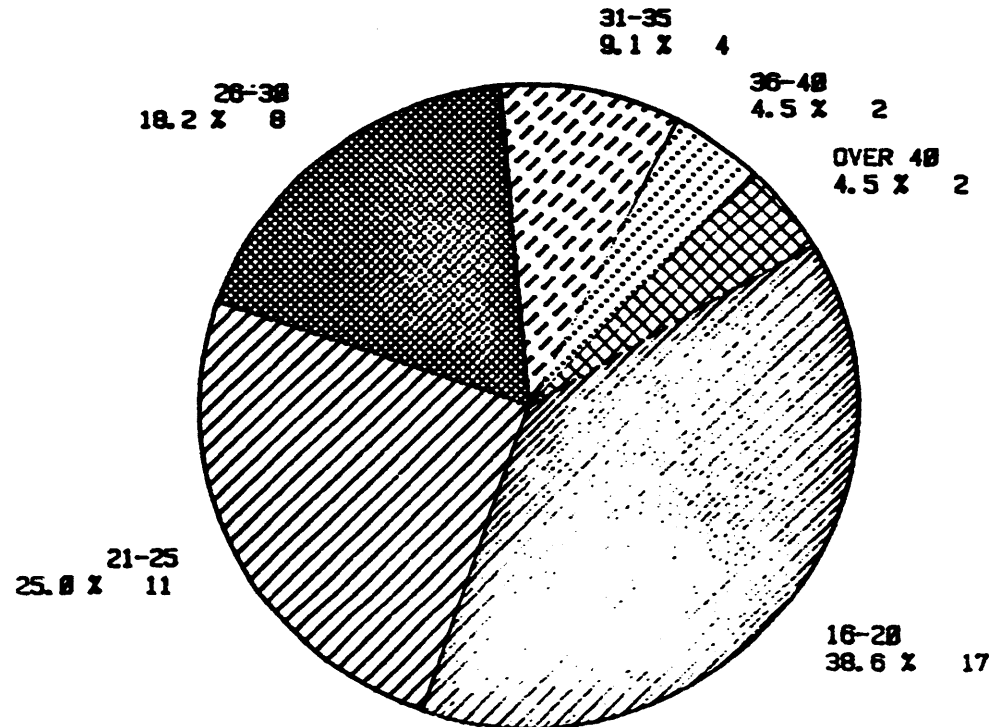
GNWT CORRECTIONS INFORMATION SYSTEM  
AGE OF INMATES

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

<u>AGE (Years)</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
15	-	-	1	-	-	-
16	2	6	2	4	1	4
17	6	4	3	12	4	9
18	3	4	8	2	5	9
19	2	6	2	7	3	5
20	4	3	2	2	4	1
21	3	4	3	1	3	2
22	4	1	-	2	2	2
23	2	-	1	3	1	2
24	-	3	2	2	2	6
25	2	2	1	2	-	5
26	2	3	1	1	1	2
27	2	3	1	1	1	1
28	-	2	1	1	1	-
29	1	-	-	1	4	1
30	3	2	2	-	1	-
31	-	1	-	-	1	1
32	2	2	-	1	1	-
33	1	-	1	-	1	-
34	1	1	-	-	1	-
35	-	-	-	1	-	-
36	-	-	-	1	-	1
37	2	1	-	1	-	-
38	-	-	-	-	-	-
39	-	-	-	-	-	-
40	-	-	-	-	-	-
41	-	-	1	-	-	1
42	1	1	1	1	2	1
43	-	-	-	-	2	2
44	-	1	-	-	-	1
45	1	-	-	-	-	-
51	-	1	-	-	1	1
57	-	-	-	-	-	-
60	-	-	1	-	1	-

# GNWT CORRECTIONS INFORMATION SYSTEM

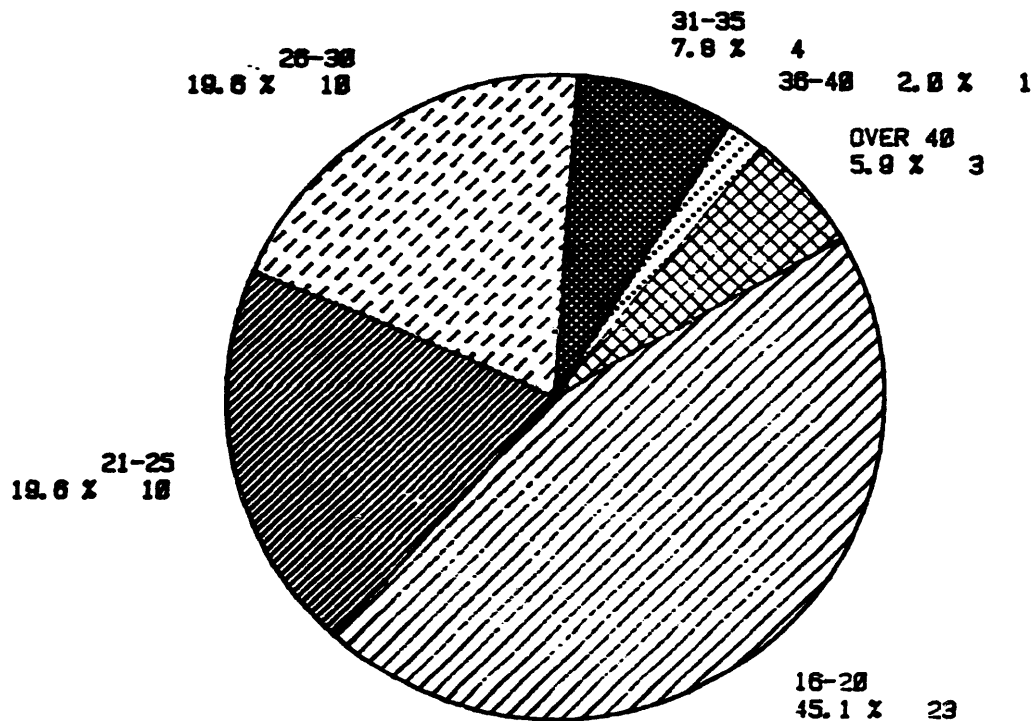
## FEMALE OFFENDERS BY AGE\* (FISCAL YEAR 83/84)



\*AGE IS TAKEN AT TIME OF INTAKE.

# GNWT CORRECTIONS INFORMATION SYSTEM

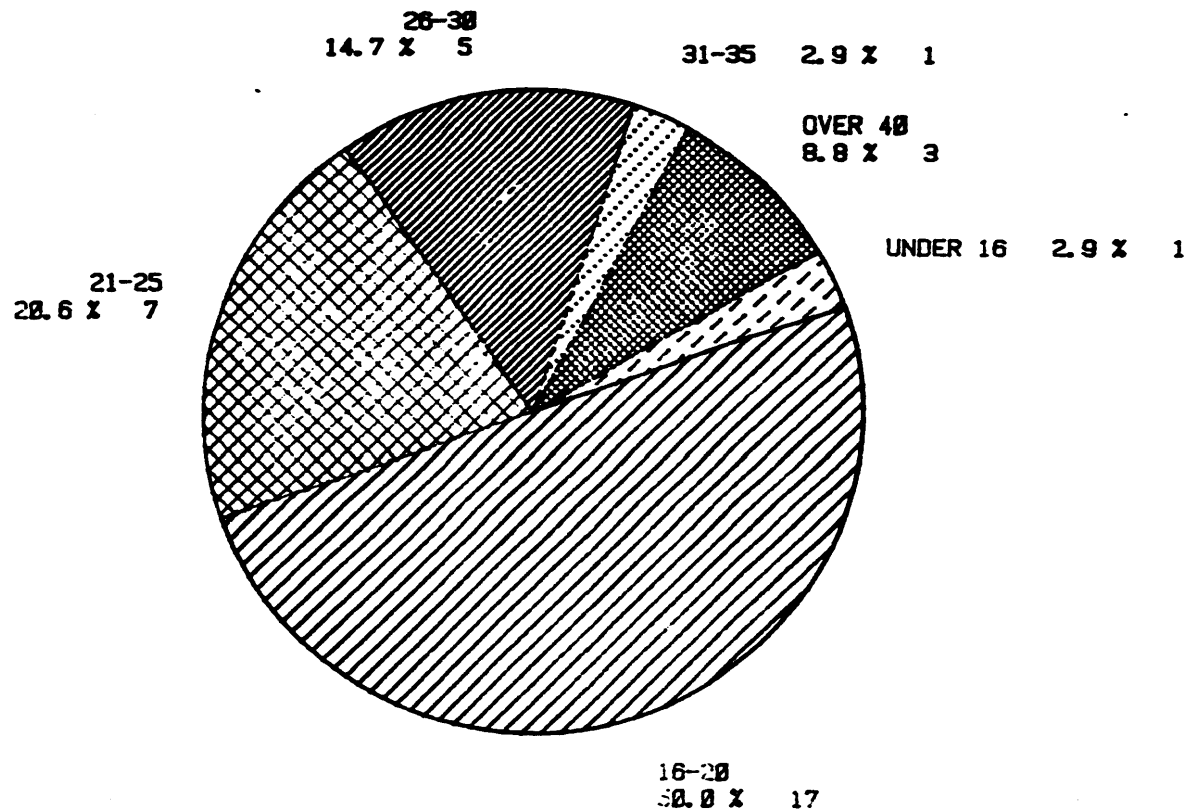
## FEMALE OFFENDERS BY AGE\* (FISCAL YEAR 82/83)



\*AGE IS TAKEN AT TIME OF INTAKE.

# GNWT CORRECTIONS INFORMATION SYSTEM

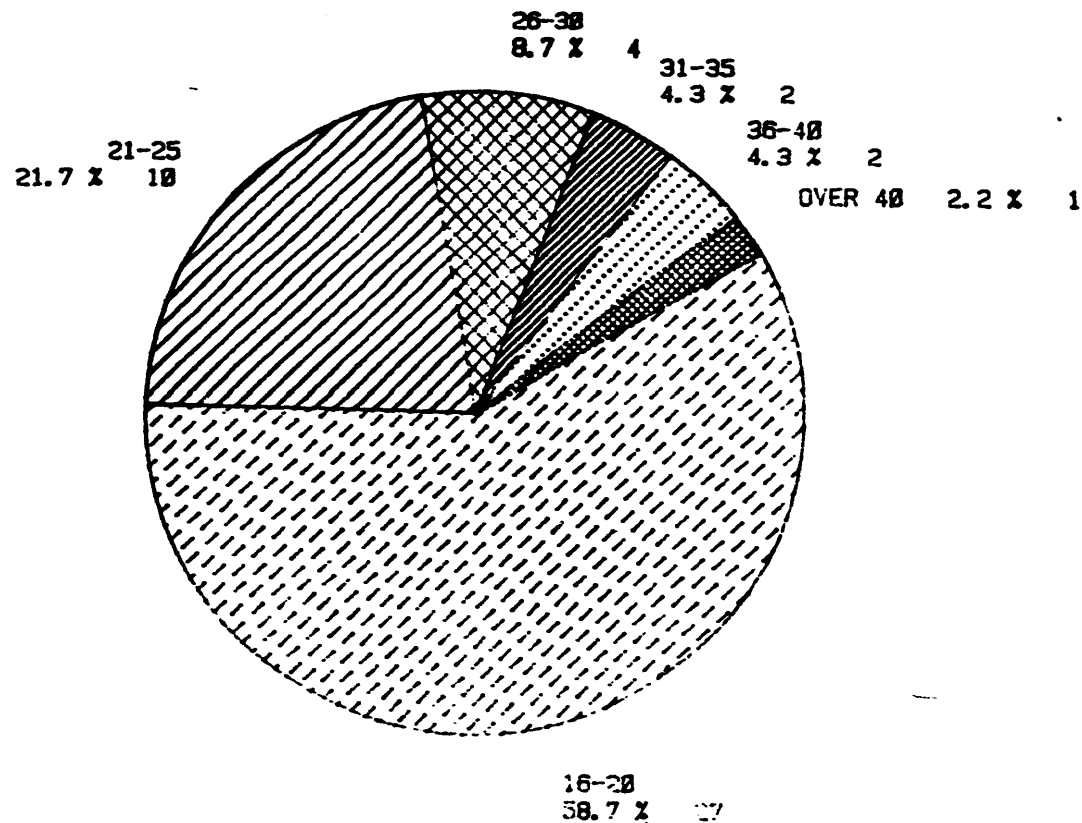
## FEMALE OFFENDERS BY AGE\* (FISCAL YEAR 81/82)



\*AGE IS TAKEN AT TIME OF INTAKE.

# GNWT CORRECTIONS INFORMATION SYSTEM

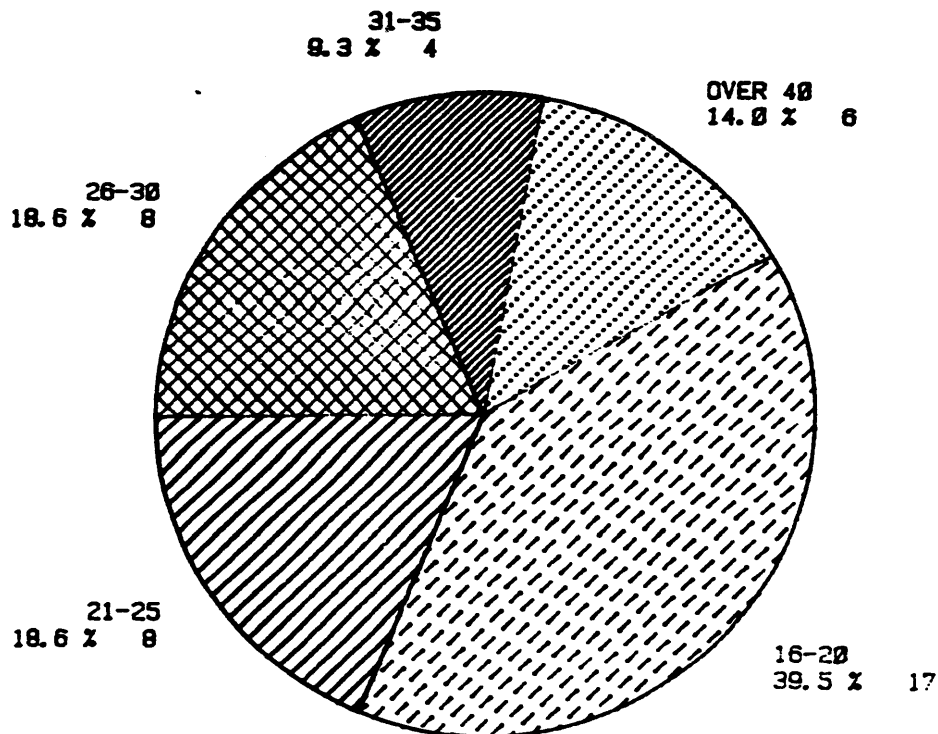
## FEMALE OFFENDERS BY AGE\* (FISCAL YEAR 80/81)



\*AGE IS TAKEN AT TIME OF INTAKE.

# GNWT CORRECTIONS INFORMATION SYSTEM

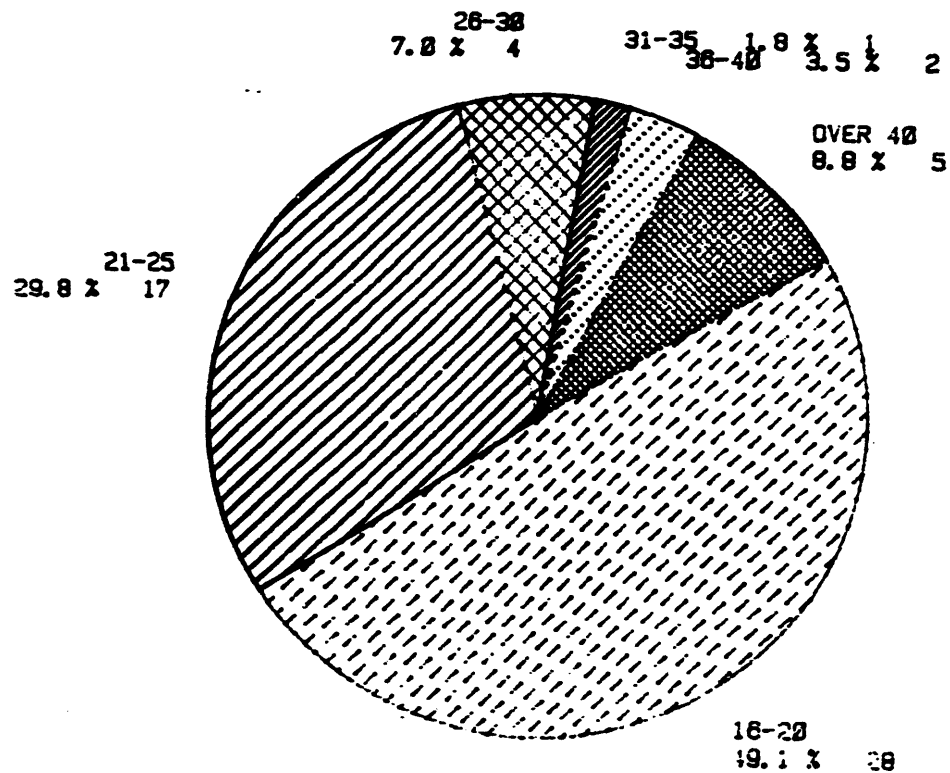
## FEMALE OFFENDERS BY AGE\* (FISCAL YEAR 79/80)



\*AGE IS TAKEN AT TIME OF INTAKE.

# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY AGE\* (FISCAL YEAR 78/79)



\*AGE IS TAKEN AT TIME OF INTAKE.

GWT CORRECTIONS INFORMATION SYSTEM  
ETHNIC ORIGIN

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

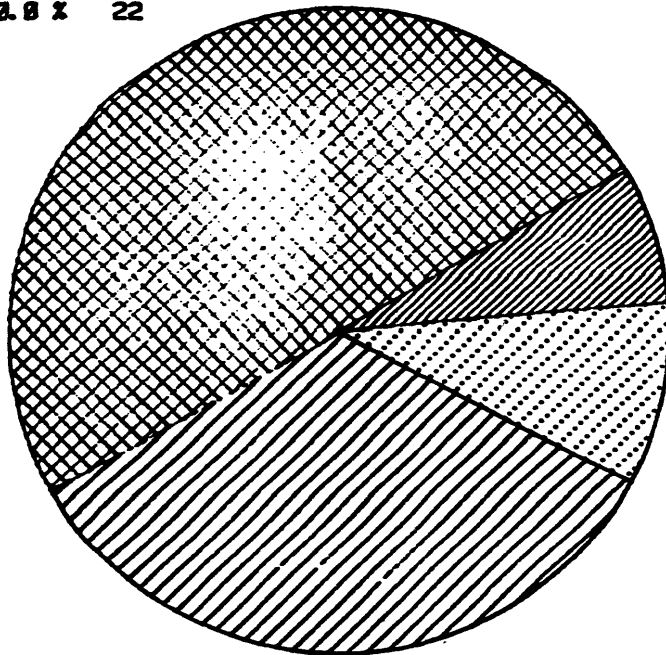
<u>Ethnic Origin</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Indian	15	16	10	13	13	22
Inuit	22	17	10	20	13	27
Metis	4	9	4	3	10	6
Other	3	7	6	8	7	2
Unknown	-	2	4	2	-	-



# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS ETHNIC ORIGIN (FISCAL YEAR 83/84)

INUIT  
50.0 % 22



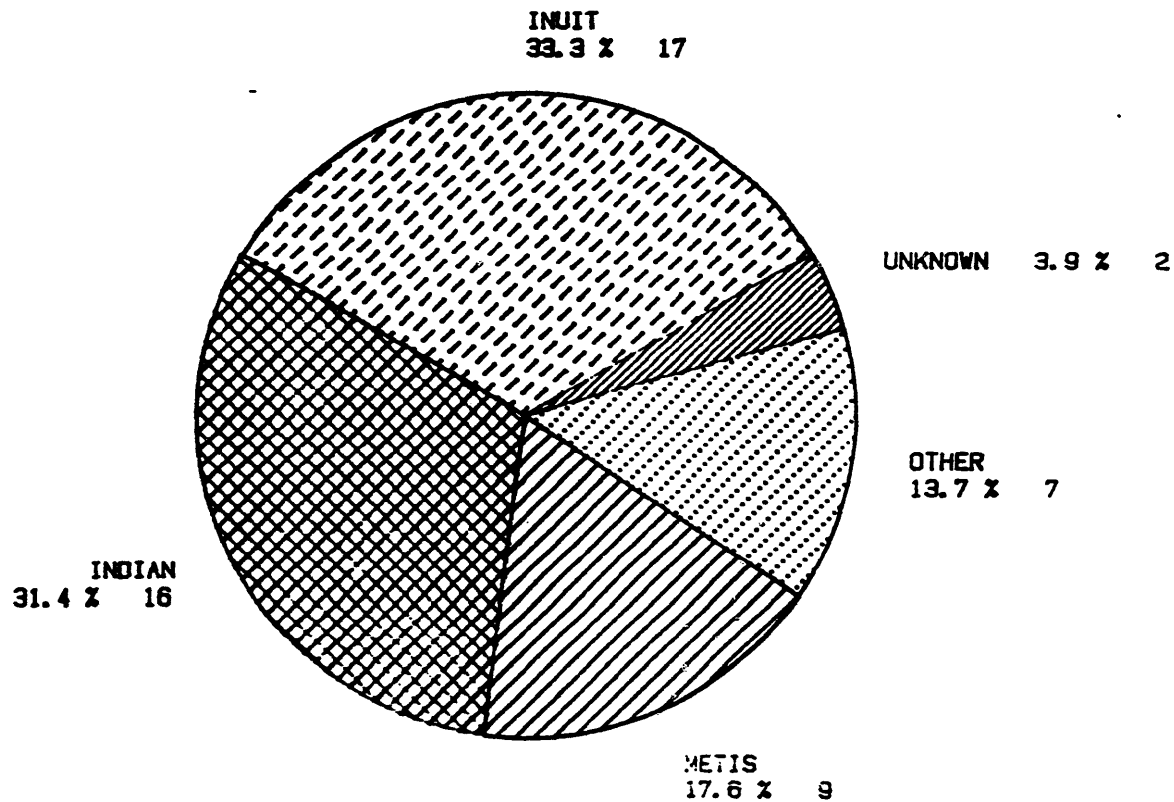
OTHER  
6.8 % 3

METIS  
9.1 % 4

INDIAN  
34.1 % 15

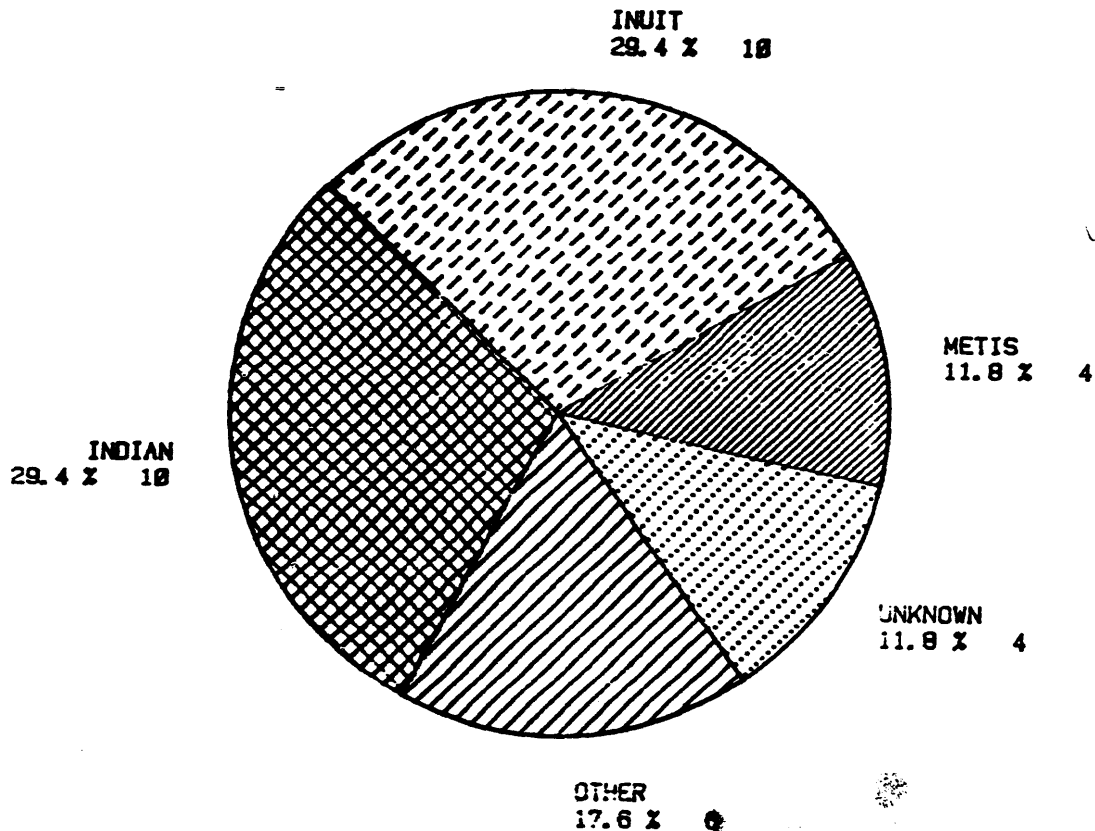
# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS ETHNIC ORIGIN (FISCAL YEAR 82/83)



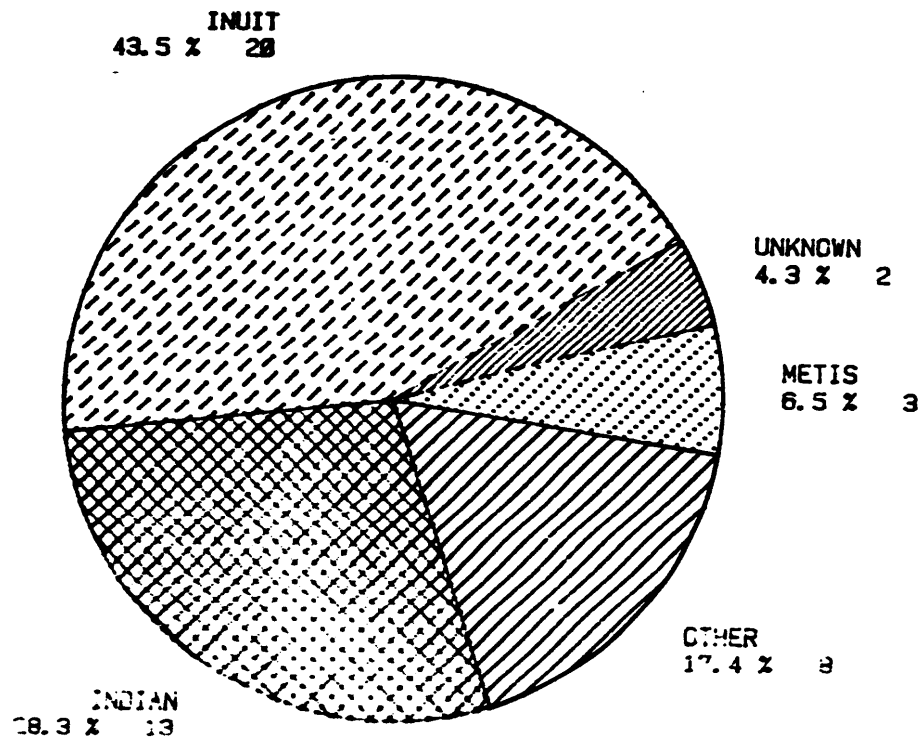
# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS ETHNIC ORIGIN (FISCAL YEAR 81/82)



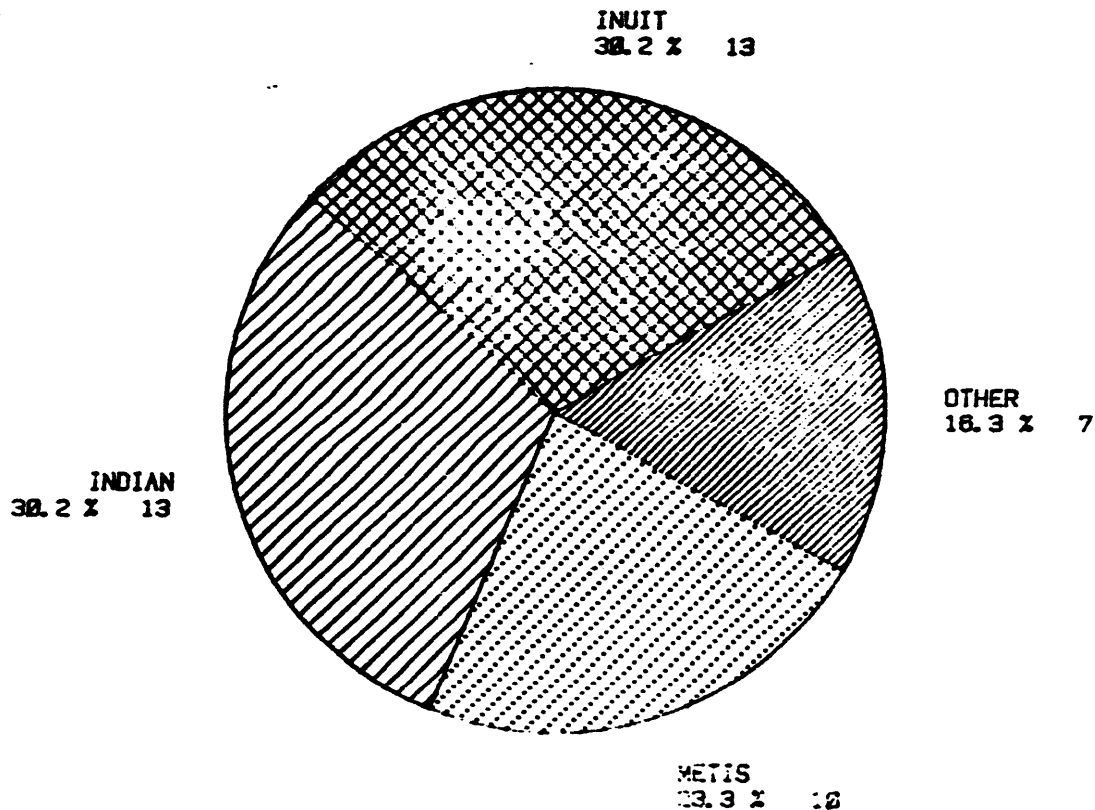
# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS ETHNIC ORIGIN (FISCAL YEAR 80/81)



# GNWT CORRECTIONS INFORMATION SYSTEM

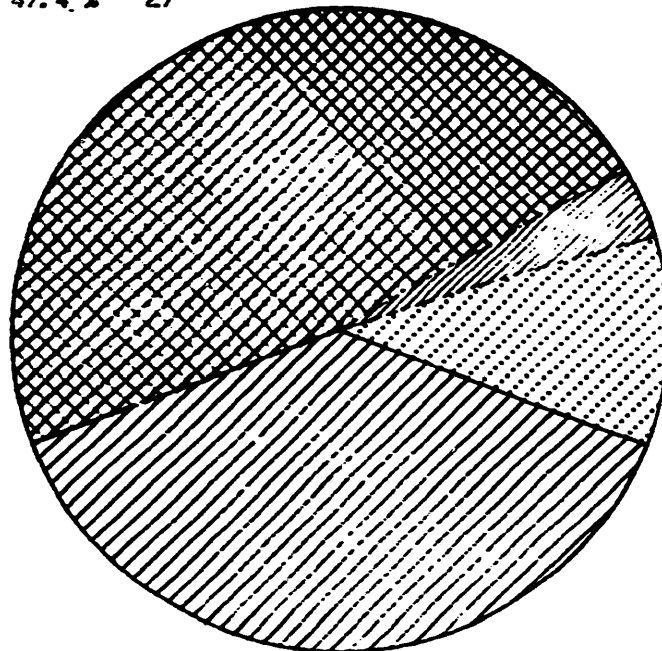
## FEMALE OFFENDERS ETHNIC ORIGIN (FISCAL YEAR 79/80)



# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS ETHNIC ORIGIN (FISCAL YEAR 78/79)

INUIT  
47.4 % 27



OTHER 3.5 % 2

METIS  
10.5 % 6

22

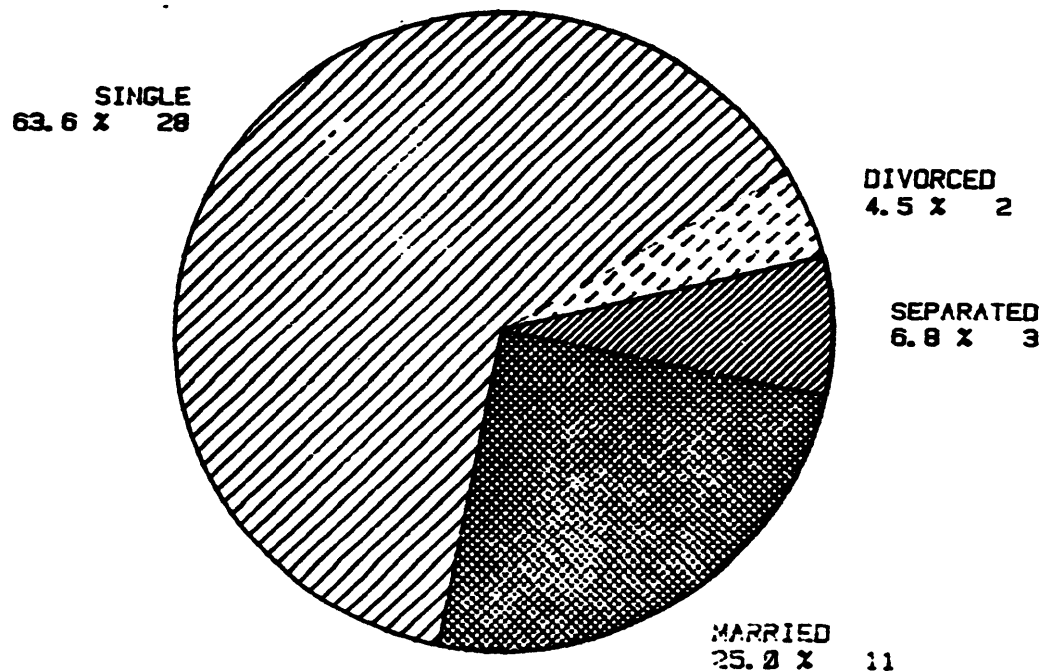
GNWT CORRECTIONS INFORMATION SYSTEM  
MARITAL STATUS

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

<u>Marital Status</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Single	28	28	23	35	28	38
Married	11	12	7	5	5	15
Divorced	2	4	1	-	-	-
Separated	3	5	2	6	9	4
Widowed	-	2	1	-	1	-

# GNWT CORRECTIONS INFORMATION SYSTEM

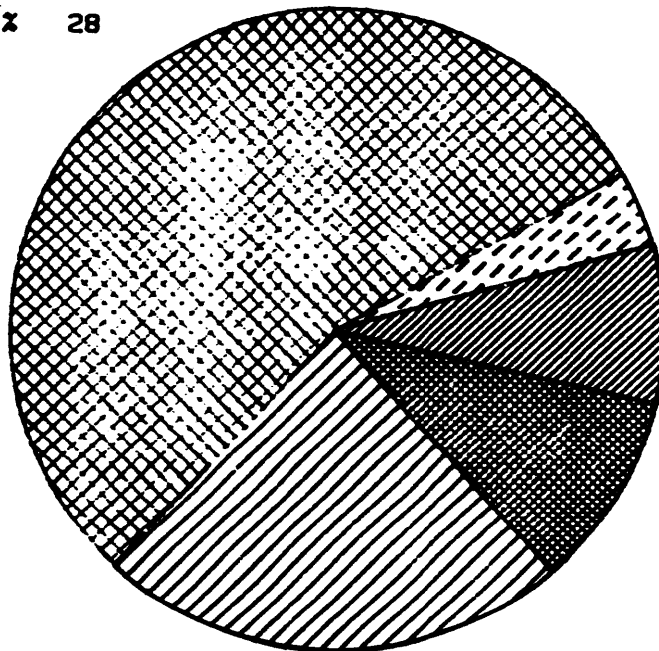
## FEMALE OFFENDERS BY MARITAL STATUS (FISCAL YEAR 83/84)





GNWT CORRECTIONS INFORMATION SYSTEM  
FEMALE OFFENDERS BY MARITAL STATUS (FISCAL YEAR 82/83)

54.9 % 28



3.9 % 2

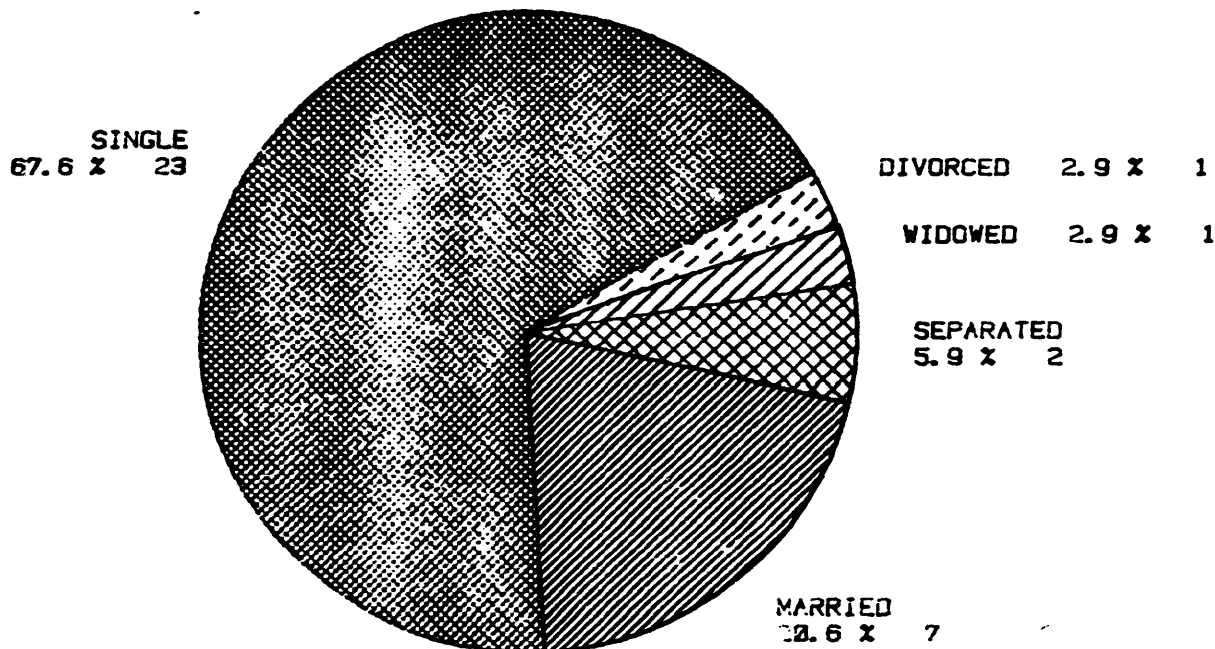
7.8 % 4

9.8 % 5

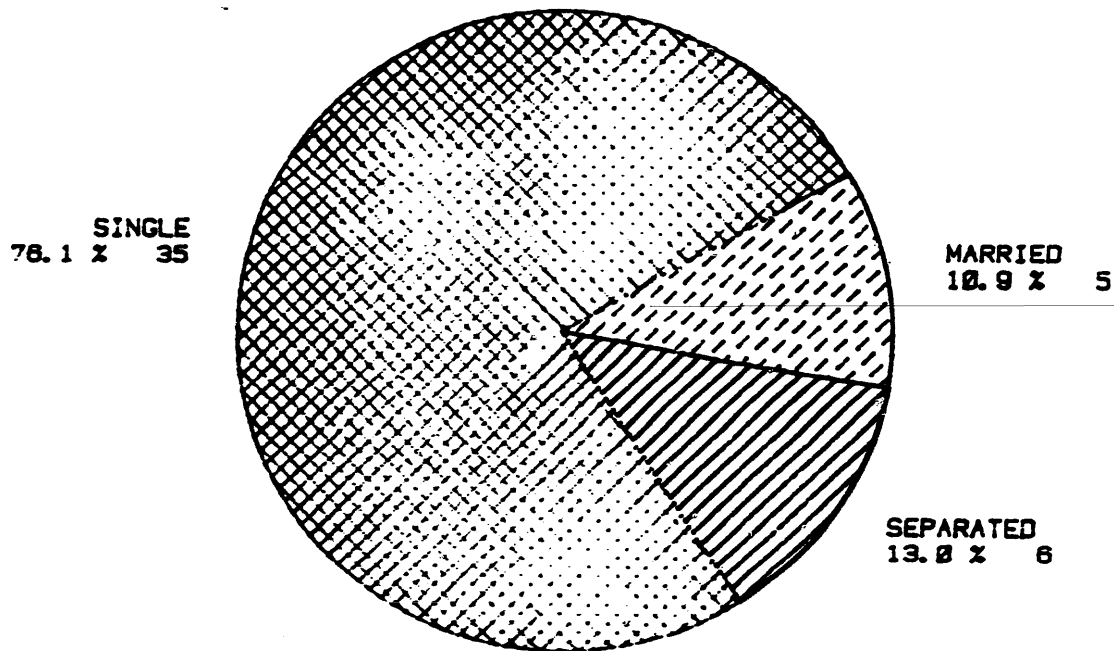
23.5 % 12

# GNWT CORRECTIONS INFORMATION SYSTEM

FEMALE OFFENDERS BY MARITAL STATUS (FISCAL YEAR 81/82)

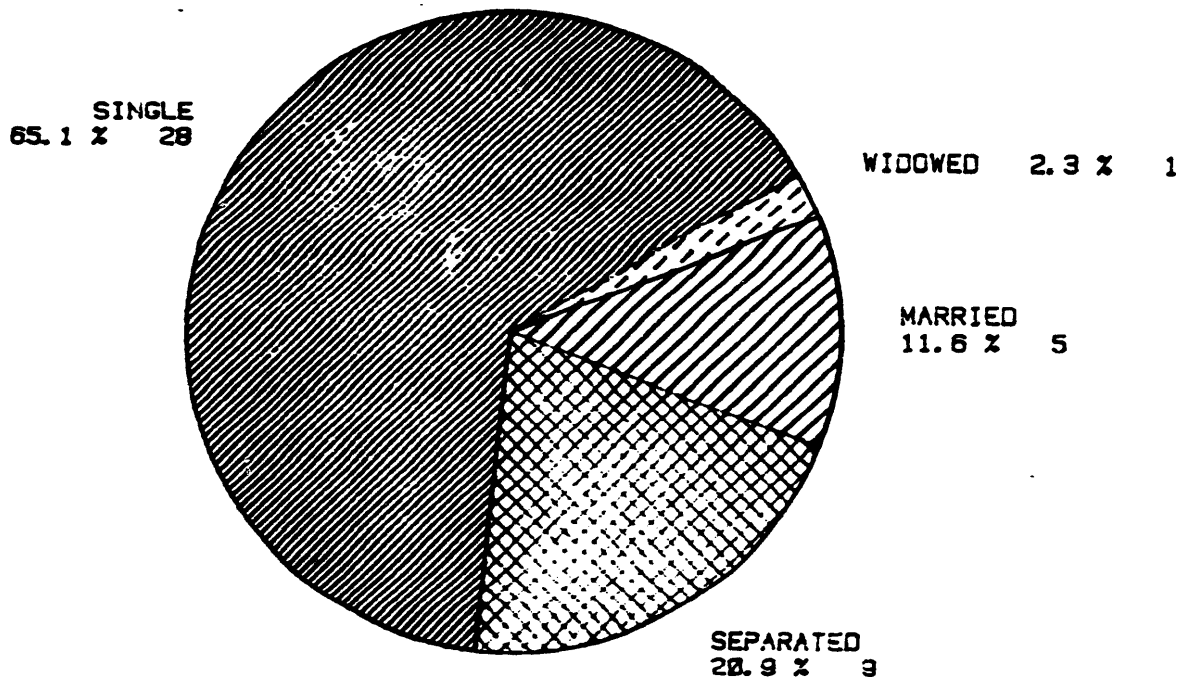


GNWT CORRECTIONS INFORMATION SYSTEM  
FEMALE OFFENDERS BY MARITAL STATUS (FISCAL YEAR 80/81)



# GNWT CORRECTIONS INFORMATION SYSTEM

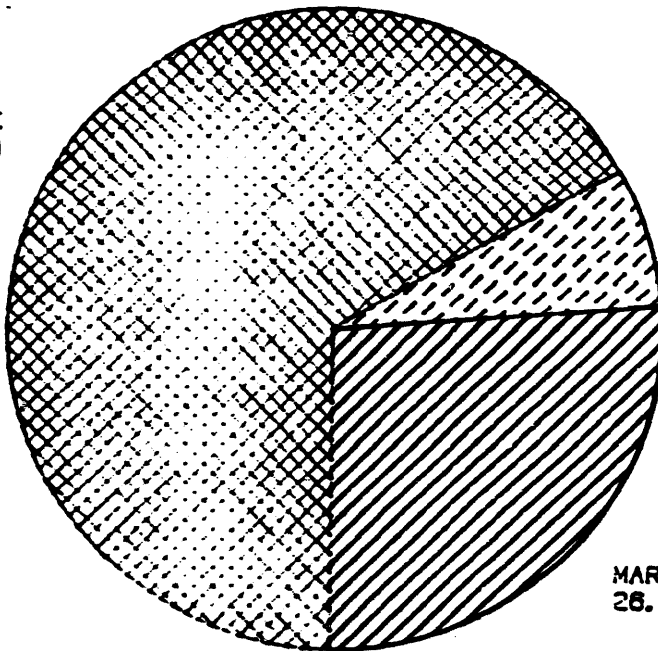
## FEMALE OFFENDERS BY MARITAL STATUS (FISCAL YEAR 79/80)



# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY MARITAL STATUS (FISCAL YEAR 78/79)

SINGLE  
66.7 % 38



SEPARATED  
7.0 % 4

MARRIED  
26.3 % 15

GWINT CORRECTIONS INFORMATION SYSTEM  
NUMBER OF DEPENDENTS

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

	<u>Dependents</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
0		26	33	25	25	25	3
1		10	6	5	16	10	5
2		4	8	-	3	1	4
3		1	2	1	1	2	-
4		2	2	1	-	3	-
5		1	-	-	-	1	3
6		-	-	1	1	-	-
7		-	-	-	-	-	-
9		-	-	1	-	-	-
10		-	-	-	-	-	1
11		-	-	-	-	1	-

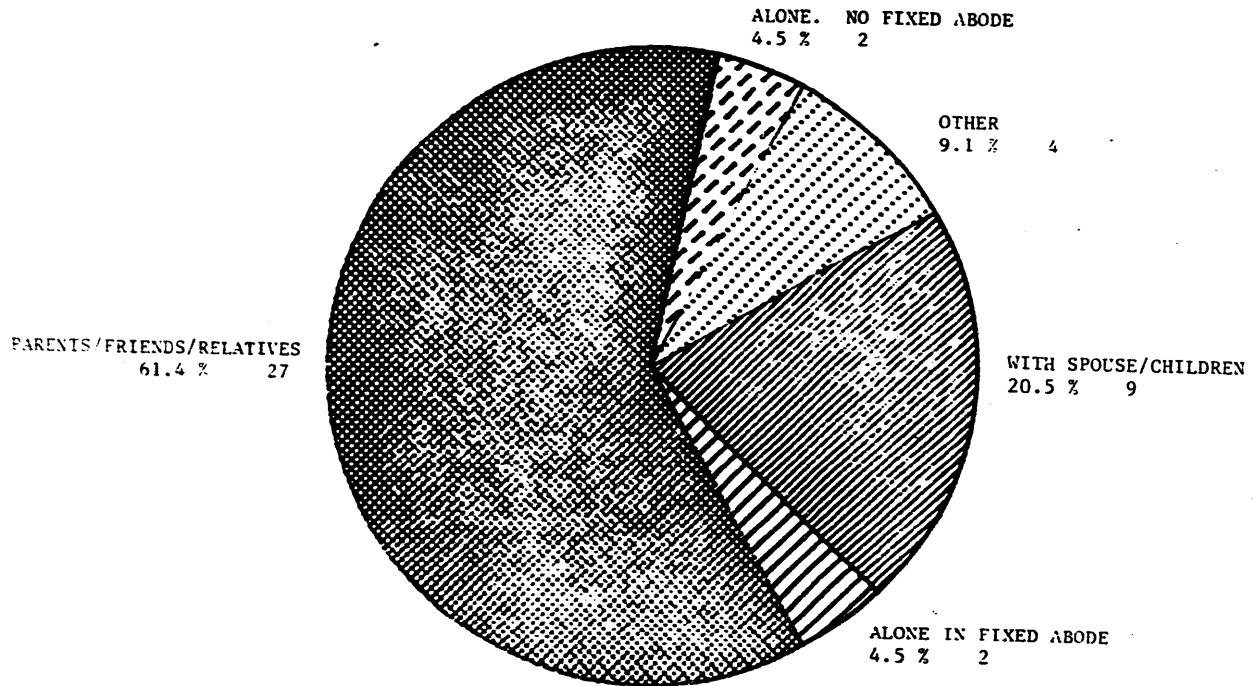
GNWT CORRECTIONS INFORMATION SYSTEM  
USUAL LIVING ARRANGEMENT

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

<u>Living Arrangements</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
With Spouse and/or Children	9	13	7	5	8	15
With Parents or Relatives	27	32	26	39	25	35
Alone In Fixed Abode	2	4	1	1	6	5
Alone, No Fixed Abode	2	-	-	-	-	1
Other	4	2	-	1	4	-
Unknown	-	-	-	-	-	1

# GNWT CORRECTIONS INFORMATION SYSTEM

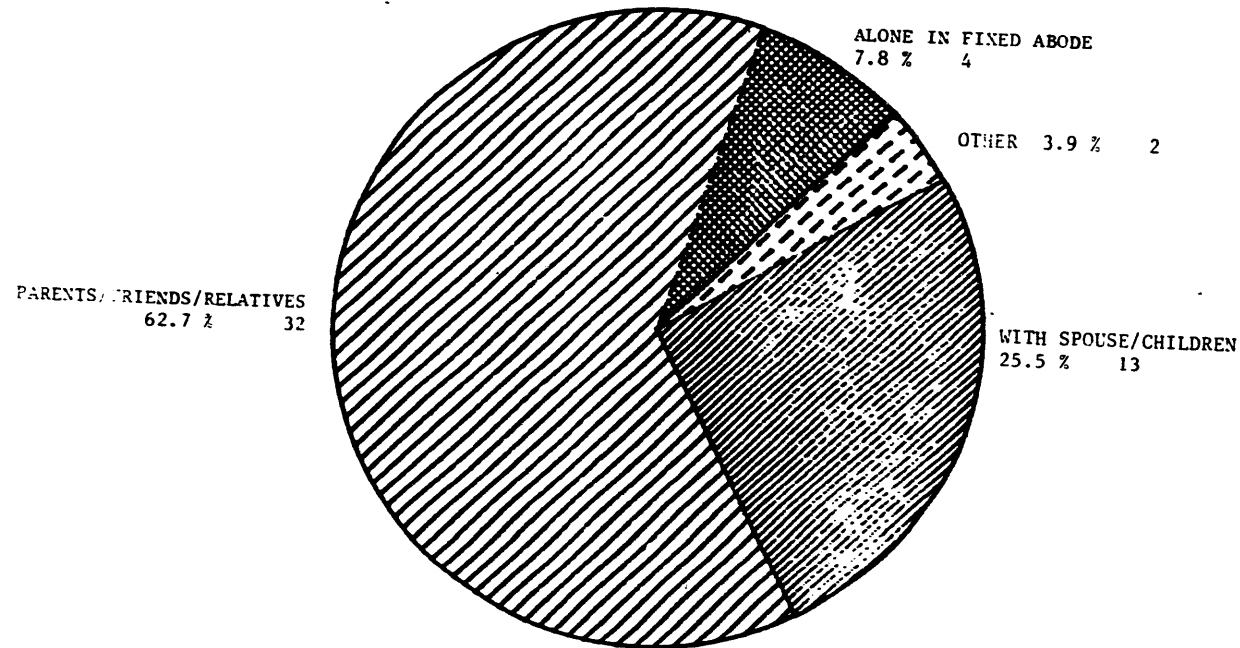
## FEMALE OFFENDERS BY LIVING ARRANGEMENT (FISCAL YEAR 83/84)





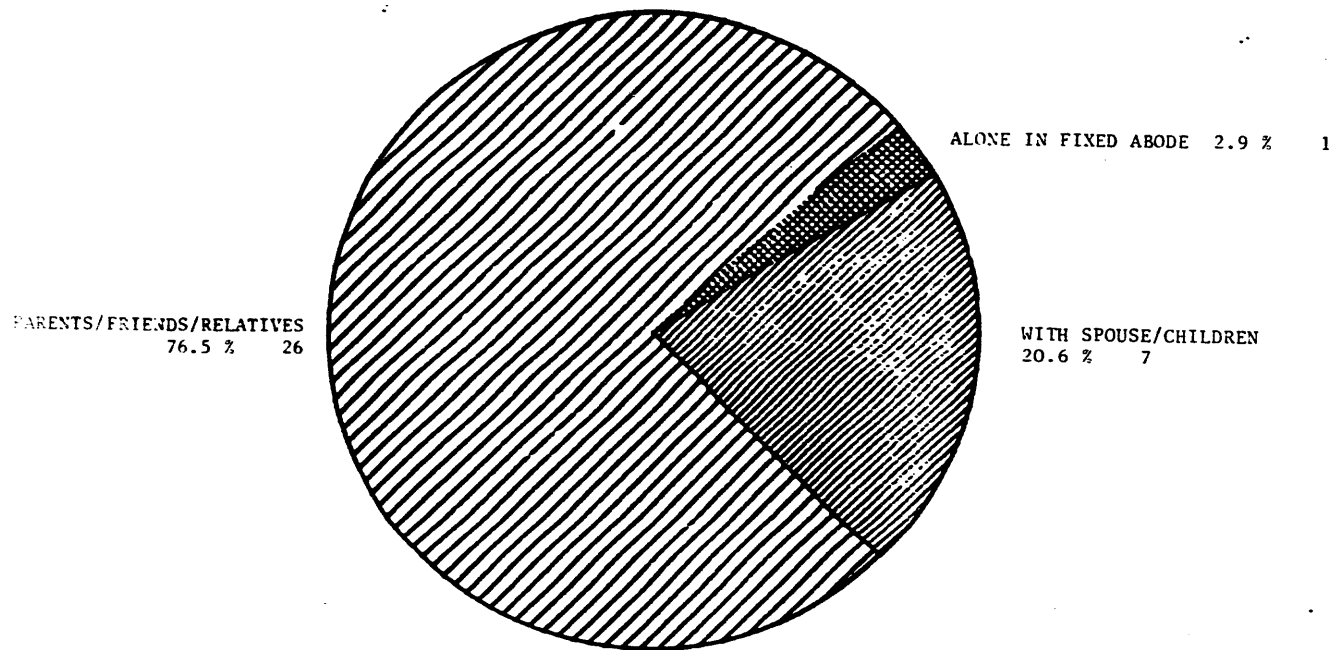
# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY LIVING ARRANGEMENT (FISCAL YEAR 82/83)



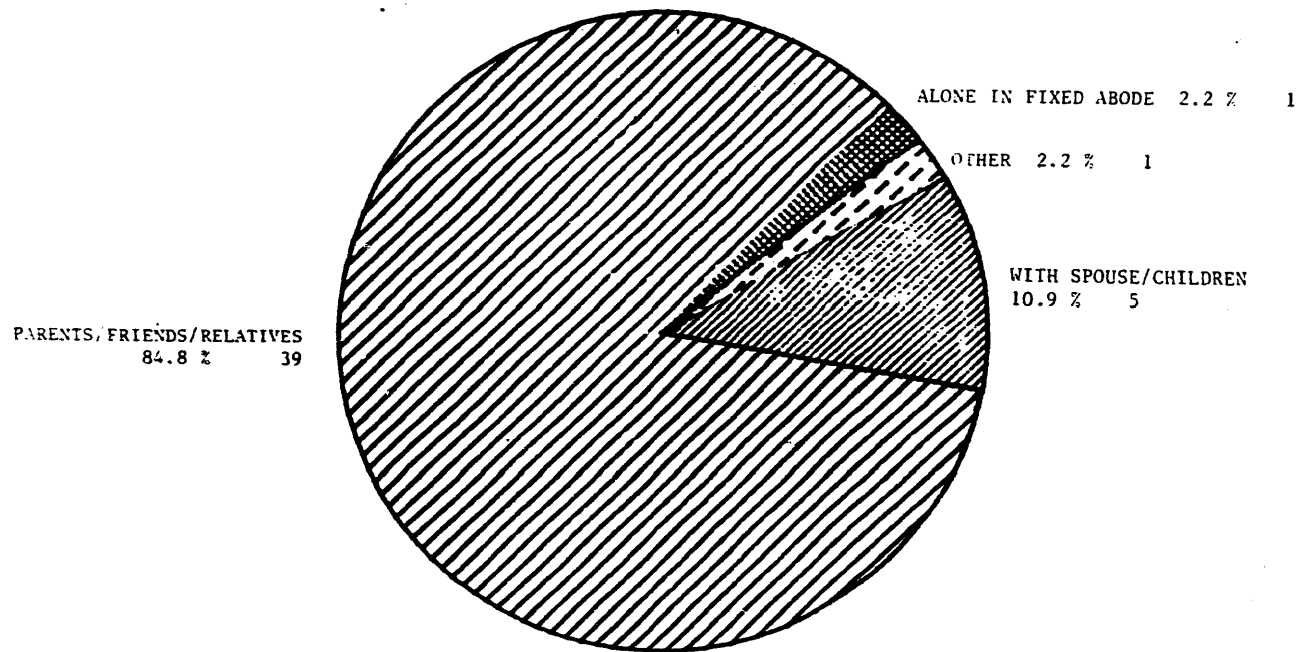
# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY LIVING ARRANGEMENT (FISCAL YEAR 81/82)



# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY LIVING ARRANGEMENT (FISCAL YEAR 80/81)



# GNWT CORRECTIONS INFORMATION SYSTEM

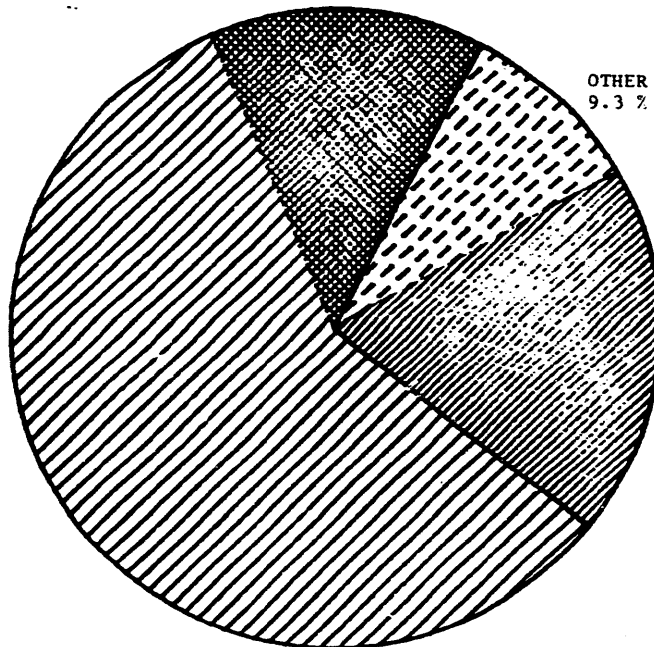
## FEMALE OFFENDERS BY LIVING ARRANGEMENT (FISCAL YEAR 79/80)

ALONE IN FIXED ABODE  
14.0 % 6

OTHER  
9.3 % 4

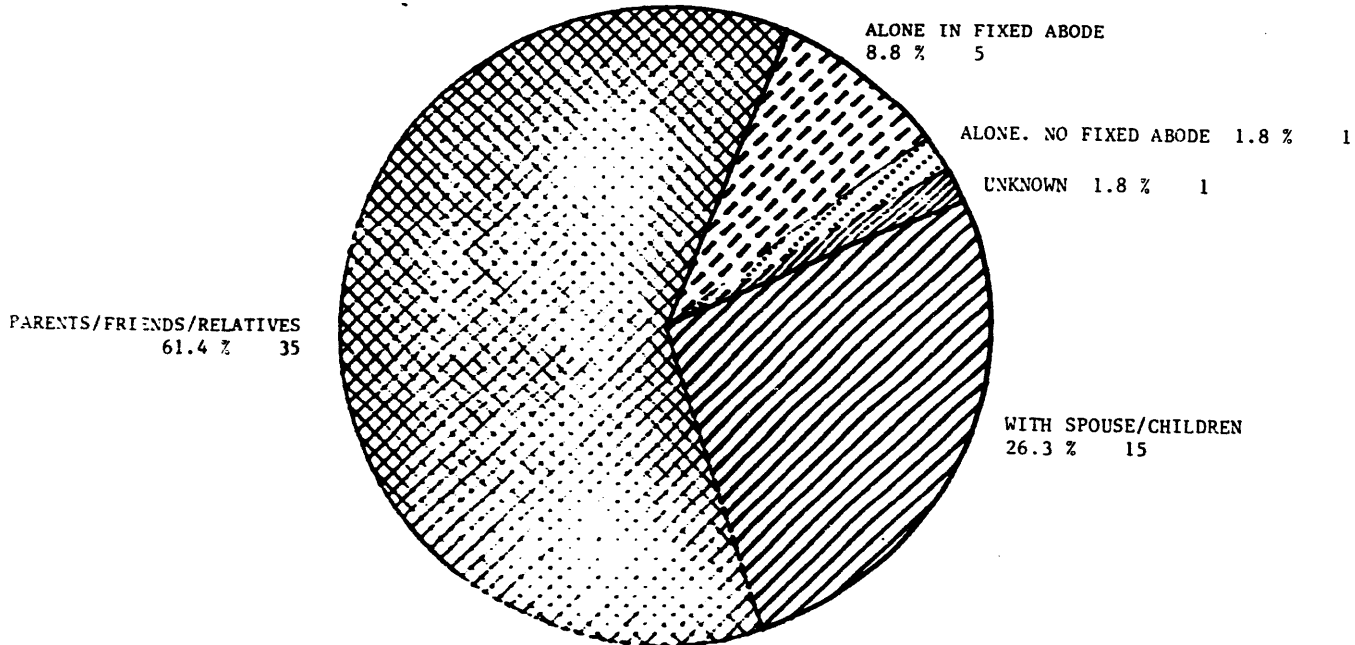
WITH SPOUSE/CHILDREN  
18.6 % 8

PARENTS/FRIENDS/RELATIVES  
58.1 % 25



# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY LIVING ARRANGEMENT (FISCAL YEAR 78/79)

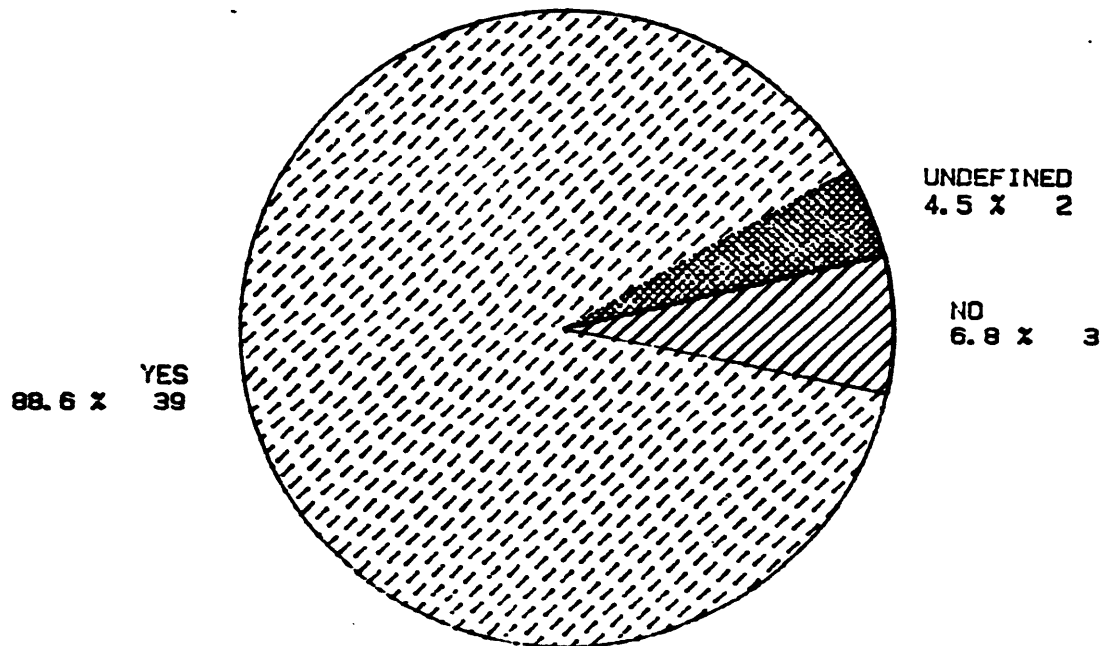


GNWT CORRECTIONS INFORMATION SYSTEM  
RETURN TO HOME COMMUNITY

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Yes	39	35	27	34	34	45
No	3	6	2	9	5	1
Unknown	2	10	5	3	4	11

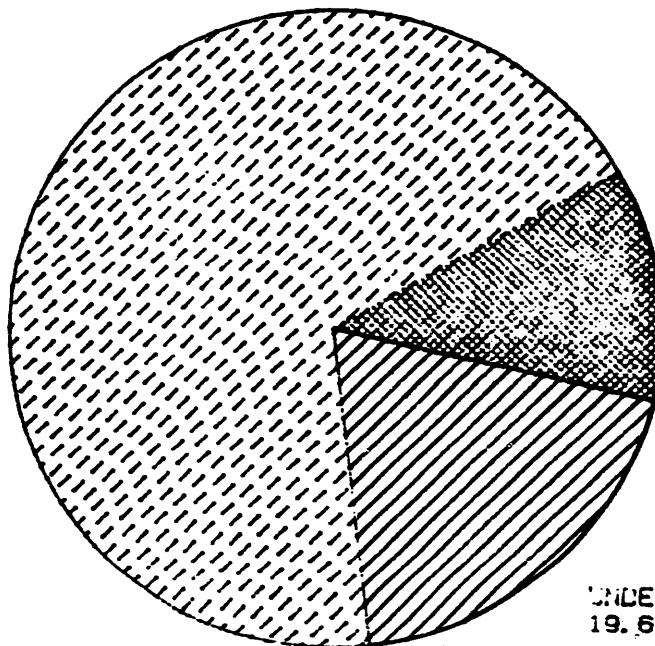
GNWT CORRECTIONS INFORMATION SYSTEM  
FEMALE OFFENDERS BY RETURN TO HOME (FISCAL YEAR 83/84)



# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY RETURN TO HOME (FISCAL YEAR 82/83)

68.6 % YES  
35



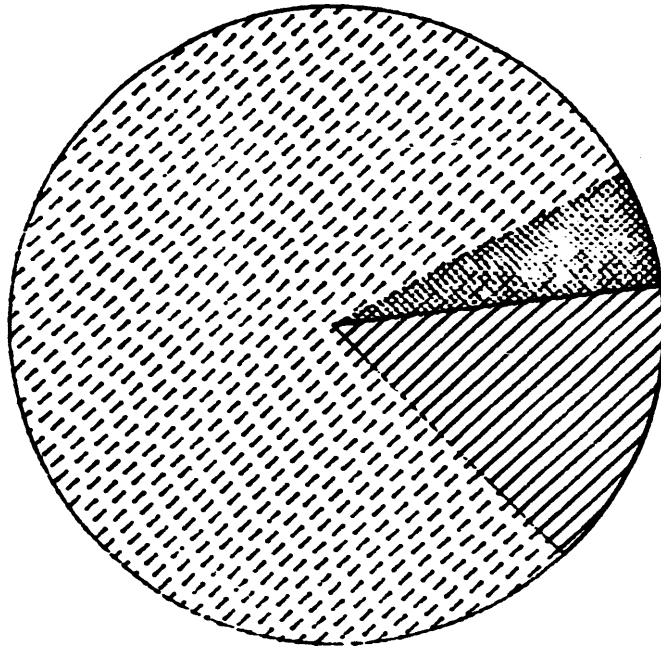
NO  
11.8 % 6

UNDEFINED  
19.6 % 10



GNWT CORRECTIONS INFORMATION SYSTEM  
FEMALE OFFENDERS BY RETURN TO HOME (FISCAL YEAR 81/82)

79.4 % YES  
27

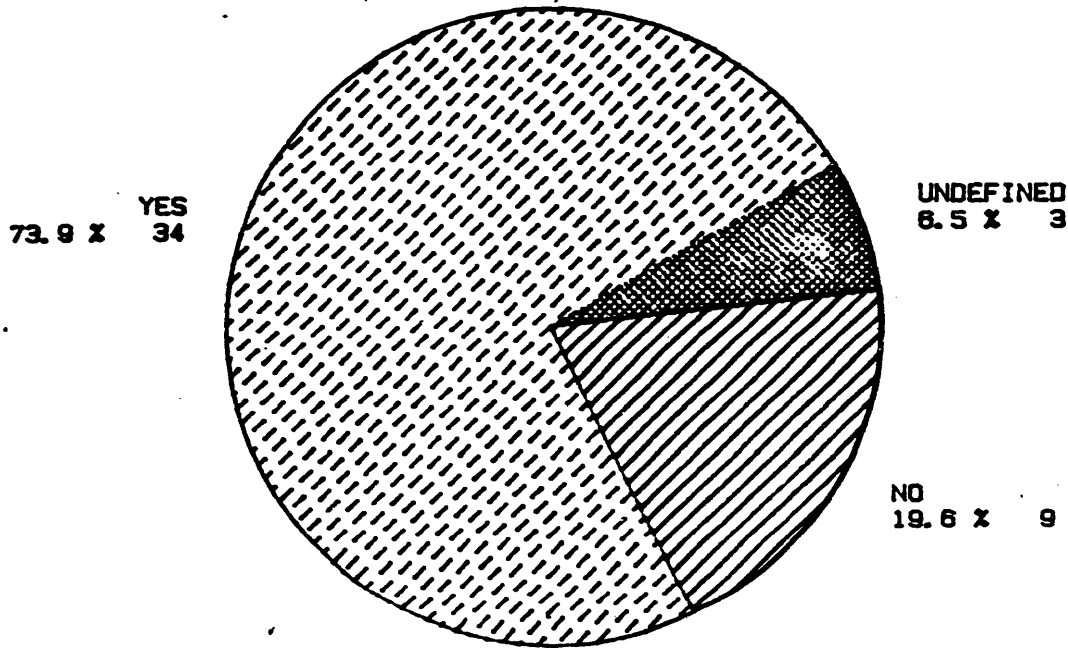


NO  
5.9 % 2

UNDEFINED  
14.7 % 5

# GNWT CORRECTIONS INFORMATION SYSTEM

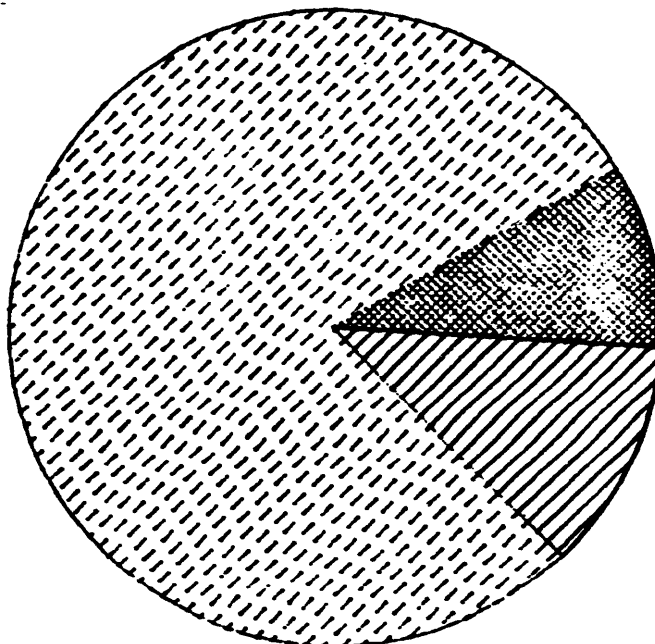
## FEMALE OFFENDERS BY RETURN TO HOME (FISCAL YEAR 80/81)



# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY RETURN TO HOME (FISCAL YEAR 79/80)

79.1 % YES 34



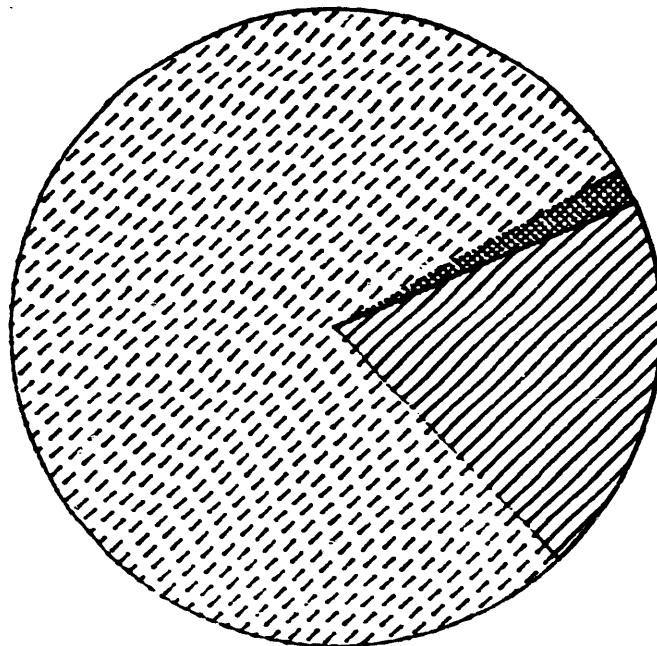
UNDEFINED  
9.3 % 4

NO  
11.6 % 5

# GNWT CORRECTIONS INFORMATION SYSTEM

## FEMALE OFFENDERS BY RETURN TO HOME (FISCAL YEAR 78/79)

78.9 % YES  
45



NO 1.8 % 1

UNDEFINED  
19.3 % 11

GNWT CORRECTIONS INFORMATION SYSTEM  
TRANSFER TO LOCATION

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Unknown	6	7	5	-	2	1
Fort Smith	1	4	3	10	4	4
Fort Resolution	-	-	2	1	-	-
Yellowknife	9	8	9	10	4	6
Rae	-	-	-	-	1	-
Pine Point	1	1	-	-	-	1
Hay River	2	4	-	3	9	3
Fort Providence	-	-	1	1	-	-
Fort Simpson	1	3	-	1	3	9
Tungsten	-	1	-	-	-	-
Norman Wells	-	1	1	1	-	-
Fort Good Hope	-	-	-	-	-	3
Fort Franklin	-	3	-	-	-	1
Inuvik	3	1	2	3	6	8
Aklavik	4	2	2	4	4	4
Fort McPherson	2	3	4	1	1	3
Tuktoyaktuk	-	1	-	-	2	1
Cambridge Bay	2	3	-	3	4	3
Coppermine	-	1	-	-	-	3
Spence Bay	1	-	-	-	-	-
Rankin Inlet	-	-	1	-	-	5
Chesterfield Inlet	1	-	-	-	-	-
Baker Lake	1	1	-	1	-	-
Repulse Bay	-	1	-	-	-	-
Pond Inlet	-	-	1	-	-	-
Resolute Bay	-	-	-	-	-	1
Frobisher Bay	5	3	1	5	2	1
Cape Dorset	3	2	2	-	-	-
Yukon	-	1	-	-	-	-
Alberta	-	-	-	1	-	-
Edmonton	-	-	-	1	1	-
Ontario	1	-	-	-	-	-

**GNWT CORRECTIONS INFORMATION SYSTEM  
EDUCATION LEVEL IN YEARS**

**FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84**

<u>Education Levels</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>81/80</u>	<u>79/80</u>	<u>78/79</u>
0	1	1	-	2	1	3
2	1	2	1	1	-	1
3	3	1	-	-	2	2
4	2	1	1	1	2	2
5	1	4	2	-	-	3
6	2	2	1	5	3	4
7	6	10	8	9	8	16
8	13	9	8	11	13	16
9	5	9	5	10	3	4
10	6	6	4	1	6	2
11	2	-	-	3	1	1
12	1	6	2	3	4	2
14	-	-	1	-	-	-
15	1	-	-	-	-	-
16	-	-	1	-	-	1

GNWT CORRECTIONS INFORMATION SYSTEM  
INSTITUTIONAL SERVICES UTILIZED

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

<u>Institutional Services</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Academic Instruction	3	-	3	5	3	5
Vocational Training	-	-	4	1	1	8
Counselling	9	13	27	39	37	44
Alcohol Treatment	16	2	1	-	1	13
Psychiatric Counselling	3	1	-	1	1	2
Land Program	-	-	-	-	-	-
Halfway House Placement	-	2	-	-	-	2
Medical Treatment Etc.	29	19	21	29	32	44
Work Release	8	7	4	3	4	5
Other Temporary Absences	13	7	6	5	4	5
Life Skills	1	-	-	2	-	-
Day Parole	-	1	-	1	-	-

GNWT CORRECTIONS INFORMATION SYSTEM  
REFERRALS

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

<u>Referrals</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Social Services	10	10	13	13	9	23
Alcohol Treatment	-	2	1	3	1	2
Psychiatric Services	1	2	-	1	-	-
Other	5	-	2	2	1	-
Manpower	-	-	-	3	-	-



GNWT CORRECTIONS INFORMATION SYSTEM  
UNRESOLVED PROBLEM AREAS

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

<u>Unresolved Problems</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Housing	2	-	3	1	2	3
Employment	9	5	16	16	20	25
Finances	-	-	13	12	8	6
Family Situation	1	3	9	5	10	9
Peer Group	6	6	6	10	4	2
Behaviour	9	10	14	13	12	15
Alcohol and/or Drugs	15	13	21	30	33	43
Medical	1	1	-	1	1	-
Charges Outstanding	2	1	3	2	1	-

GNWT CORRECTIONS INFORMATION SYSTEM  
PLANS ON RELEASE

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

<u>Plans On Release</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Further Education	8	4	7	10	6	6
Employment	16	9	9	12	16	21
Medical Treatment	6	4	2	3	2	1
Halfway House	1	2	-	-	-	1
No Plans	4	3	6	11	6	1
Unknown	4	1	5	4	8	3

GNWT CORRECTIONS INFORMATION SYSTEM  
OCCUPATION TITLES

FEMALE OFFENDERS FOR THE FISCAL YEARS 78/84

<u>Occupations</u>	<u>83/84</u>	<u>82/83</u>	<u>81/82</u>	<u>80/81</u>	<u>79/80</u>	<u>78/79</u>
Hunter/Trapper/Fisherman	-	-	-	-	3	-
Handicrafts	2	-	1	-	-	-
Service	5	15	15	18	6	20
General Labour	12	7	1	4	3	2
Trade/Technical	1	1	-	-	-	1
Clerical/Professional	5	3	2	5	7	5
Homemaker	5	7	1	1	5	12
Student	2	3	2	3	5	6
No Skills	9	11	9	15	14	6
Other	3	4	3	-	-	5

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DEPARTMENT OF SOCIAL SERVICES  
MAJOR OBJECTIVES FOR  
THE 1984/85 BUDGET YEAR

<u>Activity</u>	<u>Objectives</u>
Family & Children's Services	<p>Conduct a comprehensive study of services to children in the North-west Territories.</p> <p>Implement recommended programs to provide a continuum of care to children with special needs.</p> <p>Complete financial and legislative negotiations with the Federal Government regarding Young Offenders Act and implement Territorial legislation.</p>
Correction Service	<p>Implement community based Correctional Services - Fine options program.</p> <p>Open new Correctional Centre in Frobisher Bay.</p> <p>Upgrade Yellowknife Correctional Centre.</p>
Alcohol & Drug	<p>Increase the number of community based alcohol and drug projects.</p> <p>Conduct training program for community project workers and Social Services field staff.</p>
Aged & Handicapped	<p>Open new Senior Citizens facility in Fort Rae.</p> <p>Construct new Group Home for severely mentally handicapped children in Frobisher Bay.</p> <p>Decrease the number of aged and handicapped individuals placed in Southern institutions.</p>
Financial Assistance	<p>Develop implement economic options for hunters, trappers, fishermen and the unemployed in order to reduce dependency on social assistance.</p>

## INTRODUCTION

In the Northwest Territories, both adult and juvenile corrections services are provided by the Department of Social Services. The Department is divided into two separate Branches - Health, and Social Services. Responsibility for corrections falls under the Social Services Branch. Correctional services are integrated with other social services and social workers within the Branch support all service areas.

### Administration

Within the Department of Social Services, the Chief of Corrections is responsible for all adult institutions, and the Co-ordinator of Community Corrections for community programs including probation. There are several other chiefs and coordinators who report to the Assistant Deputy Minister of Social Services. Juvenile offenders (persons under the age of 16) come under the responsibility of the Chief of Social Service programs.

Regional Superintendents are responsible for supervising social service workers in the five regions of the Northwest Territories. Departmental social workers perform a wide range of duties on behalf of the Department of Social Services including probation, parole and aftercare supervision services.

Central administration and support services are provided through the Department of Social Services to all component departments.

The organizational structure of the Department of Social Services, as it applies to the Corrections section of the Social Services Branch is illustrated on the following page. Staff complements appear in brackets. For each of the facilities, staff complements refer to full-time personnel only and for probation services they refer to the number of staff who hold Probation officer appointments, which enable them to carry out adult correctional services as part of the wider social service delivery system.

Under agreements between the Federal Government, and the Provincial Governments of the Prairies and Eastern provinces, and the Northwest Territories Government, prisoner exchanges occur as the need arises. However, attempts are made to reduce the number of prisoners transferred from the north as it is the policy of the government to keep offenders within the Territories whenever possible.

### Recent Developments

In response to overcrowding and comparatively high imprisonment rates, work is underway to develop community programs that will serve as true alternatives to the prison option. The fine option program will be implemented this year in 6-8 selected communities. The program provides offenders unable to pay fines the alternative of settlement by community service work rather than incarceration. Offenders are assigned various tasks, to be performed under the supervision of local agencies.

A Management Information System has been implemented to meet the needs of Correctional Services within the Northwest Territories. A similar system for probation statistics is being reviewed and should be implemented during 1984.

#### NON-CUSTODIAL SERVICES

##### Probation

The total number of probation supervision cases in effect at any one time is estimated at 380 to 400 cases.

Continued emphasis is being placed on community correctional programming. Community service orders continue to be utilized with probationers and inmates being involved in various community work projects (e.g. city parks, etc.). Additionally, different programs are being explored to more effectively meet the needs of the largely native population in the Territories. In small settlements, the RCMP and community organizers have assisted in implementing some community work projects.

##### Other Community Correctional Services

###### TEMPORARY ABSENCE PROGRAM

Inmates requesting any type of temporary absence consideration are provided with a form which is filled out and submitted to a Temporary Absence Board or Committee. Members of the Board include the Treatment and Training Officer (Chairman), Classification Officer, Medical Supervisor, Social Worker, the Chief Security Officer, and a member of his staff. Following a discussion of the request, the Board's recommendation is recorded on the temporary absence form and forwarded to the Superintendent for approval or other comment or instruction.

Recommendations regarding temporary absence decisions are made by the Board at the institution. Final approval or disapproval is given by the office of the Superintendent or the Chief of Corrections.

###### WORK RELEASE PROGRAM

Work releases are usually granted during the last 60 days of an inmate's sentence. Money earned is used to take care of outstanding debts, family support, the purchase of clothing, and general preparation for return to the community. Inmates are expected to pay up to \$10 per day when they are fully employed, for room and board.

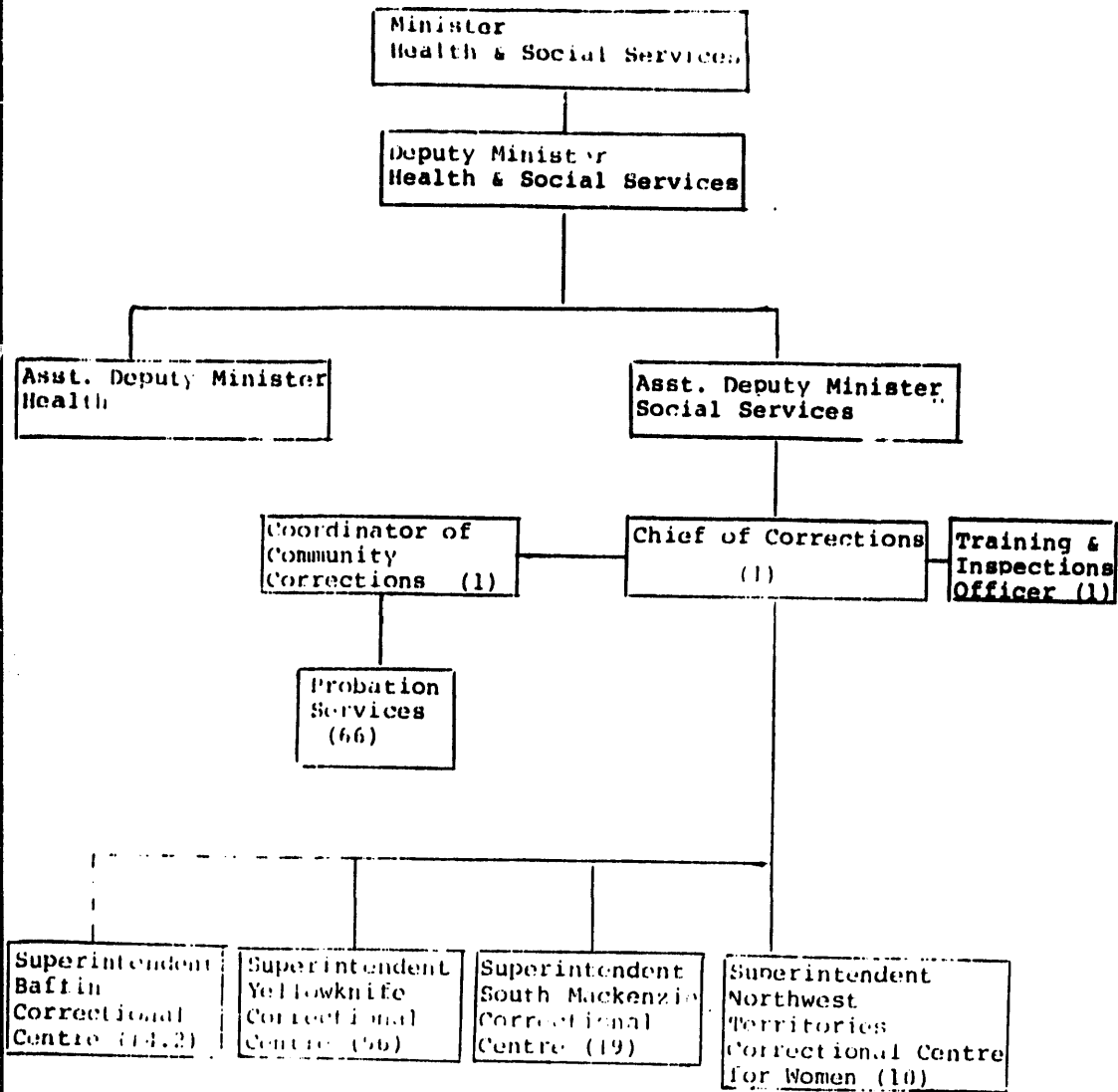
###### NORTHERN ADDICTIONS PROGRAM

Participation is usually granted during the last 60 days of an inmate's sentence. Inmates selected for this 28 day program do not return to the Yellowknife Correctional Centre for the remainder of their sentence; rather, they are transferred to the Arctic House Residence upon completion of the program, and remain until the time of discharge.

Private Facilities

Arctic House is the only contracted residential service, providing accomodation and counselling for day parolees and probationers, in the Northwest Territories. It also provides voluntary aftercare for those offenders who have no definite plans at the time of release. On occasion, individuals on full parole or mandatory supervision stay at Arctic House for short periods of time. Residents are active outside the facility during the day (e.g., work, school, etc.), and live in a group setting during the remainder of their time. Each resident has an assigned counsellor. Arctic House has a rated capacity of 12, and operates on a Departmental contribution and a per diem from the Correctional Service of Canada. Policies are established by a Board of Directors with input from the Correctional Service of Canada and Corrections, N.W.T.





ORGANIZATIONAL STRUCTURE OF THE CORRECTIONS SECTION OF THE DEPARTMENT OF SOCIAL SERVICES, NORTHWEST TERRITORIES, 1984.

**CORRECTIONAL SERVICES FOR JUVENILES AND ADULTS**

<b>DEPT OF SOCIAL SERVICES</b>		
P.O. Box 1320, Yellowknife X1A 2L9		
Minister: B. McLaughlin .....	873-7962	403
Deputy Minister: P. Moody .....	873-7119	403
Assistant Deputy Minister B. Dunbar .....	873-7646	403
<b>SERVICES FOR JUVENILES</b>		
Chief, Social Service Programs: B. Watters ....	873-7455	403
Superintendent: Child Welfare: D. Doyle .....	873-7312	403
<b>INSTITUTIONS</b>		
Trailcross		
P.O. Box 388		
Fort Smith XOE OPO		
Manager: M. Miltenberger .....	872-7365	403
River Ridge		
Box 390		
Fort Smith XOE OPO		
Manager: T. Arnason .....	872-7367	403
Northern Lights Children Centre		
Bag Service #1		
Inuvik XOE OTO		
Manager: B. DuFour .....	979-7107	403
<b>SERVICES FOR ADULTS</b>		
Chief of Corrections: S.C. Mounsey .....	873-7646	403
Coordinator Community Corrections: D. Maeers..	873-7705	403
Training & Inspections Officer: D. Farnham....	873-7704	403
<b>INSTITUTIONS</b>		
Yellowknife Correctional Centre		
P.O. Box 278		
Yellowknife X1A 2N2		
Superintendent: J. Melanson.....	873-4465	403
South Mackenzie Correctional Centre		
P.O. Box 1660		
Hay River XOE ORO		
Superintendent: B. McVicar .....	874-2798	403
Baffin Correctional Centre		
P.O. Box 368		
Frobisher Bay XOA OHO		
Superintendent: D. Friesen.....	979-5366	819
N.W.T. Correctional Centre for Women		
P.O. Box 107		
Fort Smith XOE OPO		
Superintendent: C. Martin .....	872-2814	403

**PROBATION SERVICES: JUVENILES AND ADULTS** Probation services are provided by staff of the Department of Social Services who are located in all of the larger communities through the Northwest Territories and who have been appointed as probation officers under the Child Welfare Ordinance (in the case of Juveniles) or the Corrections Ordinance (in the case of adults).

**Fort Smith Region**

Box 390

Fort Smith XOE OPO

Regional Superintendent: R. Jones ..... 872-7234 403

**Kitikmeot Region**

Bag 38

Cambridge Bay XOA OCO

Regional Superintendent: R. MacLellan ..... 983-2135 403

**Inuvik Region**

Bag Service #1

Inuvik XOE LTO

Regional Superintendent: P. Donnelly ..... 979-7222 819

**Baffin Region**

Bag 1000

Profisher Bay XOA OHO

Regional Superintendent: S. Gryziak ..... 979-5261 819

**Keewatin Region**

Bag 002

Rankin Inlet XOC OGO

Regional Superintendent: G. Fryer ..... 645-2747 819

**Yellowknife District Office**

Box 608

Yellowknife XIA 2N5

Area Superintendent: R. MacIntosh ..... 873-7276 403

**COMMUNITY-BASED SERVICES TO OFFENDERS**

Arctic House

Box 1437

Yellowknife XIA 2P1

Executive Director: J. Van Gulick ..... 920-2810 403

Northwest Territories Native

Courtworkers Association

P.O. Box 2706

Yellowknife XOE 2R0

Executive Director: S. Heron-Herbert..... 873-3678 403

The Seventh Step Society

P.O. Box 995

Yellowknife

Director: Don Vaughan ..... 873-2079 403

WITHIN THE CORRECTIONS DIVISION BUDGET, THE  
FOLLOWING ARE THE GOALS, OBJECTIVES &  
ACTIVITIES FOR THE 1984-85 FINANCIAL YEAR  
FOR THE CHIEF OF CORRECTIONS, COORDINATOR  
OF COMMUNITY CORRECTIONS, AND CORRECTIONAL  
CENTRE SUPERINTENDENTS.

MAJOR GOALS

- A. ENCOURAGE DIVERSION PROGRAMS AS ALTERNATIVES TO COURT ACTION.
- B. TO IDENTIFY AND DEVELOP A WIDE RANGE OF CORRECTIONAL SERVICES WHICH PROVIDE GRADUATED LEVELS OF CONTROL, SUPERVISION, AND SECURITY.
- C. TO ASSIST THE COURT IN DETERMINING DISPOSITIONS.
- D. TO ADMINISTER DISPOSITIONS AND ORDERS IMPOSED BY THE COURTS.
- E. TO FACILITATE THE OFFENDER'S SUCCESSFUL ADJUSTMENT TO THE COMMUNITY.
- F. TO INCREASE COMMUNITY AND INDIVIDUAL RESPONSIBILITY IN THE PREVENTION OF CRIME.
- G. TO ENCOURAGE COOPERATION AMONG THE COMPONENTS OF THE CRIMINAL JUSTICE SYSTEM.
- H. TO PROMOTE REFORM WITHIN THE CRIMINAL JUSTICE SYSTEM.
- I. TO MAINTAIN SUFFICIENT STAFF TO CARRY OUT THE ABOVE RESPONSIBILITIES.

STATEMENT OF BELIEFS

1. The primary purpose of incarceration of offenders is to protect members of society by providing appropriate measures of security and control.
2. Detainment in correctional facilities should be the alternative employed ONLY when other less restricted alternatives are deemed inappropriate, or where a necessary deterrent impact cannot otherwise be achieved.
3. An offender remains a member of society and forfeits only those rights and privileges which are expressly taken away by statute or as a necessary consequence of the custody and control imposed by the court.
4. The offender's deprivation of liberty, and mobility constitutes the punishment imposed by the court. Correctional services must not impose further punishment in relation to the offender's crime.
5. Corrections has a responsibility to provide meaningful program opportunities for offenders to develop and maintain as individuals, responsible and acceptable behaviour within the community.
6. Correctional programs should emphasize the offenders responsibility for reparation to the victim or payment of the debt to society, where practical, to encourage responsible behaviour.
7. Correctional objectives can best be achieved through shared responsibility and cooperative action on the part of the community, the offender, correctional staff, and the various segments of the Criminal Justice System.

Wherever possible, correctional programs should be integrated with community resources.

STATEMENT OF BELIEFS - CONTINUED.

8. Correctional agencies must be open and accountable to the public, and should develop procedures to enhance public awareness, understanding and support in relation to its various programs and activities.
9. Effective utilization of human resources is of paramount importance, in accomplishment of Departmental Goals and Objectives.
10. To develop, and maintain a high level of quality service, and to adapt to changing needs, regular outside assessments of standards should occur.

A. ENCOURAGE DIVERSION PROGRAMS AS ALTERNATIVES TO COURT ACTION.

- OBJECTIVE: 1. BY SUPPORTING JOINT EFFORTS OF THE RCMP, CROWN COUNSEL, AND COURT ADMINISTRATION IN THE DEVELOPMENT OF GUIDELINES FOR DETERMINING WHICH CONFLICTS SHOULD BE RESOLVED THROUGH OUTSIDE MEDIATION.
2. IDENTIFY SITUATIONS APPROPRIATE FOR INTERVENTION BY SOCIAL AGENCIES OTHER THAN THOSE OF THE CRIMINAL JUSTICE SYSTEM AND MAKE THE NECESSARY REFERRALS.
3. PARTICIPATE IN THE ESTABLISHMENT OF SPECIAL PROJECTS WHICH COULD BE USED BY AGENCIES AS DIVERSIONARY OR PREVENTIVE PROGRAMS THROUGHOUT THE NORTHWEST TERRITORIES INCLUDING VICTIM OFFENDER RECONCILIATION.
4. PROVIDE APPROPRIATE RECRUITMENT, SCREENING, TRAINING AND SUPPORT FOR ALL VOLUNTEER CORRECTIONAL WORKERS.

(SEE GOAL B, Objective 1., Activity (f), (a) )



B. IDENTIFY AND DEVELOP A WIDE RANGE OF CORRECTIONAL SERVICES WHICH PROVIDE GRADUATED LEVELS OF CONTROL, SUPERVISION, AND SECURITY.

OBJECTIVE: 1. DEVELOP AND USE SPECIAL PROGRAMS AS ALTERNATIVES TO SENTENCING TO PRISON.

- Activities:
- (a) Promote and evaluate the use of community based correctional programs, such as fine option, community service and probation.
  - (b) Implement the Fine Option program for adult and young offenders in 6-8 selected N.W.T. communities by April 30, 1985. The communities to be included are Inuvik, Fort Simpson, Fort Smith, Frobisher Bay, and Rankin Inlet. (D. Maeers)
  - (c) As a pilot project, implement the Fine Option Program in Y.C.C.
  - (d) Print and display posters, leaflets, etc. for use in the Court and other public places, advertising the Fine Option Program, in eight languages.
  - (e) Publish a manual of operations for the Fine Options Program, including the development of forms. (D. Blaquiere)
  - (f) In conjunction with the Yellowknife Area office, develop demonstration projects in 1-2 localities for using Volunteers in Corrections, namely to assist in probation/parole service delivery, by September 1984. (To be developed by a private organization, through a service contract arrangement).
  - (g) Hire a person on contract by October, 1984 to carry out tasks arising from the implementation phase of the Victim/Offender reconciliation project. (ie: Develop public relations material, update regulations, etc.) (D. Maeers)
  - (h) Prepare public relations pamphlets and materials, to develop an awareness of programs available to the Young Offender (C.S.O., Fine option, etc.)

B.  
OBJECTIVE 1 continued

- (i) Utilizing evaluative factors built into the Fine Option Program, carry out a pre-evaluation in selected communities, six months after implementation, using resources provided by the Canadian Consultation Centre.

OBJECTIVE: 2. DEVELOP AND IMPLEMENT A GRADUATED RANGE OF CUSTODIAL FACILITIES.

- Activities:
- (a) Renew contract with Arctic House and closely monitor the number of offenders referred to the program, and quality of service provided. (D. Macors)
  - (b) Investigate wilderness related community corrections programs for adult and young offenders as an alternative to the Dechinta Society. (D. Macors)
  - (c) Continue to work with D.P.V. on the new 48-bed Baffin facility under the project building schedule. (Project completion date: May 1985; opening date: 1 August 1985)
  - (d) Develop a proposal for a facility, for the provision of secure custody in the adult correctional system, on the grounds of Y.C.C. to accommodate thirty young offenders by July 20, 1984. The Young Offenders Plan in Corrections will include site, staffing, design, transport and a budget. (Dave Paul).
  - (e) Conduct preliminary planning studies for the expansion of Y.C.C. from a 32 to a 48 bed facility. (B. McVicar).
  - (f) In consultation with Dennis Adams, Chief, Recreation, Department of Local Government, undertake a study and develop terms of reference to assess the effectiveness of programs, and advise about future directions. (Molanson/Adams).
  - (g) Review the impact of the new Young Offender unit on existing kitchen facility and staff at Y.C.C., by July 20, 1984. (C. Gordon)

B.  
OBJECTIVE 2 continued

- (h) Implement Interprovincial Exchange of prisoner agreements with Yukon and B.C., and standardize the agreement between Alberta and N.W.T., to conform to the agreements in place between N.W.T. and remaining provinces. (Comishen/Mounsey)
- (i) Utilize to the maximum, the provincial exchange agreements in transferring prisoners closer to their home communities.
- (j) Ensure fire, health and safety regulations are followed, and ensure all Institutions are visited annually by qualified inspectors.
- (k) Review with Heads of Corrections, the 2nd draft of standards prepared for Central Agency, Prisons, Probation/Parole and C.R.C.'s, and make recommendations to C.A.P.C. by June 1984, and review the third draft by October 1984. (D. Farnham).
- (l) Provide secure facilities to separate
  - a) dangerous offenders and,
  - b) remanded prisoners at YCC, from the community.
- (m) Where possible, provide separate facilities for protective custody cases.
- (n) Promote the use of temporary absence as a tool to alleviate overcrowded conditions (ie: early release), as well as to provide inmates access to employment and vocational opportunities.
- (o) Provide graduated levels of control for those serving sentences of denunciation or non-compliance with a previously imposed Court Order.
- (p) Ensure all Superintendents participate in the preparation of all capital planning projects, 5-year capital plans, including the updates.

B.  
OBJECTIVE 2 continued.

- (q) Ensure all Superintendents prepare a written list of priorities on the everyday maintenance of their respective institution. (weekly at Y.C.C.).

OBJECTIVE: 3. DEVELOP AND IMPLEMENT A VARIETY OF CORRECTIONAL PROGRAMS WITHIN THE CORRECTIONAL CENTRE.

- Activities:
- (a) Continue to early release inmates during periods of overcrowding, following criteria set out in the temporary absence policy directive.
  - (b) Provide access to a work release program, ensuring inmates do not take away jobs from free citizens in communities of high unemployment.
  - (c) Using institutional and community resources, provide inmates access to educational and vocational opportunities consistent with interests, ability, and length of sentence.
  - (d) Investigate the possibility of hiring a part-time teacher at SMCC, or revise the current service contract for providing educational upgrading for inmates from 3 to 5 evenings per week. (B. McVicar)
  - (e) Provide inmates access to alcohol/drug abuse counselling, and/or residential services.
  - (f) Provide a program of recreation and physical exercise to every prisoner to ensure that all have a reasonable opportunity to maintain a level of fitness.
  - (g) Research the various inmate programs at SMCC (fishing program, wood cutting program, etc.) to determine the cost-effectiveness of operating these programs and identify needs for improvement. (summer student, S.M.C.C.)

B. OBJECTIVE 3 continued

- (h) The Superintendent of Baffin Correctional Centre, will develop standards and Procedures for the land program, and implement theory and classroom instruction before inmates go out on the land.
- (i) All Superintendent's will actively support, encourage community agency initiatives, such as A.A., Friendship Centre, and Seventh Step Society involvement with inmates.

OBJECTIVE: 4. PROVIDE A CLASSIFICATION PROCESS TO DETERMINE THE LEVEL OF CONTROL REQUIRED FOR EACH OFFENDER.

Activities:

- (a) Correctional Superintendents will ensure that all inmates are interviewed and assessed according to security levels, abilities and aptitude, by the Classification Officer, or designate, as soon as practical after admission, following guidelines established in the Classification Policy Directive.
- (b) All Superintendents will ensure the submission of a pre-sentence report or post-sentence report on all residents admitted with sentences of three months or more.
- (c) Research proposals to introduce risk/need assessment procedures into classification of probationers. (D. Maeers/S. Mounsey)

**C. ASSIST THE COURT IN DETERMINING DISPOSITIONS.**

**OBJECTIVE:** 1. **SUPPLY THE COURT WITH RELEVANT INFORMATION ON THE OFFENDER.**

- Activities:**
- (a) Provide on time, impartial, pre-sentence reports for the Court when requested, and pre-parole reports for the National Parole Board.
  - (b) To encourage the use of presentence reports in all cases when imprisonment is likely, when offender is under 21 years of age, and a first offender.
  - (c) Correctional Superintendents will assist the Probation Officer, as appropriate in his/her preparation of Conduct and Means reports.
  - (d) Advise the Court of warrant expiry dates for prisoners remanded in custody. (Remand review procedures).

**OBJECTIVE:** 2. **ADVISE THE COURT ON AVAILABLE, AND SUITABLE DISPOSITIONAL ALTERNATIVES AND RESOURCES BOTH WITHIN AND OUTSIDE THE CORRECTIONS SERVICE.**

- Activities:**
- (a) Continue to define suitable alternatives at the Institutional end in conjunction with the Coordinator of Community Corrections.
  - (b) Continue with the consultation process of JP's and Judges for development and maintenance of community corrections programs. (D. Maeers)

**OBJECTIVE:** 3. **REVIEW EXISTING POLICIES AND PROCEDURES RESPECTING COURT SERVICES TO DETERMINE NECESSARY IMPROVEMENTS.**

- Activities:**
- (a) Provide Conduct and Means reports as request by Judge Halifax.
  - (b) Provide Family studies for the Supreme Court using Regional social service workers whenever possible. (D. Maeers)

C.

**OBJECTIVE:** 4. ESTABLISH ENOUGH VISIBILITY THROUGHOUT THE FIELD AREAS, SO THAT THE REGIONAL SUPERINTENDENTS, PROBATION OFFICERS, & CORRECTIONAL STAFF ARE REGARDED AS CRIMINAL JUSTICE RESOURCE PERSONS TO OFFENDERS, EX-OFFENDERS, THEIR FAMILIES, VICTIMS, AGENCIES AND ORGANIZATIONS.

**Activities:**

- (a) Circulate relevant publications/literature to Correctional Superintendents and Judges on new developments.
- (b) Encourage every Correctional Superintendent, Regional Superintendent and Probation Officer to participate freely in public forums and to cooperate with media in explaining correctional programs, so that they may become better informed and able to provide impartial information to the general public.
- (c) Issue a policy directive on contacts with the media. (S. Mounsey/C. Gordon).

**D. ADMINISTER DISPOSITIONS AND ORDERS IMPOSED BY THE COURTS.**

- OBJECTIVE:** 1. ENSURE THAT THE REALISTIC CONDITIONS SET FORTH ON THE PROBATION ORDER ARE FULFILLED BY THE OFFENDER.
- OBJECTIVE:** 2. REPORT ALL BREACHES OF PROBATION TO THE COURT.
- OBJECTIVE:** 3. REVIEW PROBATIONER'S PERFORMANCE ON PROBATION AND, IF APPROPRIATE, RETURN THE PROBATIONER TO COURT FOR VARIATION OF CONDITIONS OR A TERMINATION OF PROBATION.
- OBJECTIVE:** 4. ENCOURAGE THE COURT TO SPECIFY THE PURPOSE AND INTENT OF THE SANCTION IMPOSED.
- OBJECTIVE:** 5. ASSIST THE OFFENDER IN UNDERSTANDING THAT THE IMPOSED SANCTION IS A RESULT OF HIS INFRINGEMENT UPON THE RIGHTS OF OTHERS.
- OBJECTIVE:** 6. PROVIDE COUNSELLING AND/OR REFERRAL TO OTHER AGENCIES AS APPROPRIATE TO THE CIRCUMSTANCES.
- Activities:** (a) Continue to monitor and coordinate referrals to the Alberta Board of Review, for offenders sentenced to psychiatric institutions.
- OBJECTIVE:** 7. PROVIDE A RANGE OF FACILITIES OFFERING VARYING DEGREES OF CONTROL AND SECURITY. (SEE GOAL B.)
- OBJECTIVE:** 8. MAINTAIN A SAFE, SECURE CORRECTIONAL CENTRE.
- Activities:** (a) Ensure physical control (locked doors) and people control (good supervision methods) are practiced. (e.g. to prevent escapes, contraband, theft and property damage, and for protection of staff and other inmates).
- (b) Report to Deputy Minister, whenever resident population exceeds 25% above the rated capacity of the Centre. (Chief)
- (c) Ensure the facilities are not in violation of approved Health and Safety regulations.
- (d) Ensure all non-fire-retardant mattresses and linens are replaced with fireproof ones.



D.  
OBJECTIVE 8 continued

- (e) Report all accidents of a serious nature to appropriate authority, including Worker's compensation board, adhering to the spirit of the Chief's directive.
- (f) Ensure staff are familiar with contingency plans respecting riot/disturbances, fire and other emergencies.
- (g) Ensure that inmates are aware of any evacuation plans.
- (h) Renovate the roof at YCC in accordance with the 5-year capital plan.
- (i) Replace Baffin trailer complex (See Goal B, Objective 2(e)).

OBJECTIVE: 9. ENSURE THAT THE RIGHTS AND RESPONSIBILITIES OF STAFF, INMATES, AND THE COMMUNITY AS A WHOLE ARE UPHELD AND THAT RESPECTIVE RESPONSIBILITIES OF EACH ARE IDENTIFIED AND COMMUNICATED.

- Activities:
- (a) Provide all inmates on admission with the Inmate handbook.
  - (b) Provide inmates with Local Rules and Regulations governing the day-to-day operations of the Centre.

OBJECTIVE: 10. PROVIDE STANDARDS AND PROCEDURES WHICH COMPLY WITH INSTITUTIONAL STANDING ORDERS AND CHIEF'S DIRECTIVES.

- Activities:
- (a) Make available to all staff, copies of standing orders, and policy and procedures directives for Territorial correctional centres.
  - (b) Issue a policy directive on suicide prevention. (Gordon/Mounsey)
  - (c) Ensure that procedures outlined in Chief's directives concerning Sentence Administration are followed.

**OBJECTIVE:** 11. REFER CASES TO APPROPRIATE TREATMENT AGENCIES ONLY WHEN CONSENT OF THE RECEIVING AGENCY HAS BEEN GRANTED.

**Activities:**

- (a) Maintain all offenders in appropriate security level in accordance with Court direction and legislature, and Chief's directives.
- (b) Facilitate secure, orderly transfer of offenders between correctional institutions both Federal and Territorial.
- (c) Prior to release from the institution, ensure all offenders are in receipt of the fully signed Probation Order, and the conditions set forth are understood.
- (d) Ensure Probation officers are informed at least seven days in advance of the release of the offender, and that the Probation Officer is provided with pertinent information.

**E. FACILITATE THE OFFENDER'S SUCCESSFUL ADJUSTMENT TO THE COMMUNITY.**

**OBJECTIVE: 1. TREAT OFFENDERS WITH BASIC RESPECT AND DIGNITY.**

- Activities:**
- (a) Ensure that all residents are provided with basic necessities (i.e. food, clothing, shelter, and funds to return to point of residence, etc.)
  - (b) Ensure that every resident admitted receives an admission medical.
  - (c) Ensure the availability of suitable medical, dental, and/or psychiatric help to all residents.
  - (d) Maintain facilities that will adequately separate dangerous offenders from non-dangerous offenders.
  - (e) Provide counselling to inmates regarding their sentence.
  - (f) Provide for opportunities for inmates to receive religious counselling.
  - (g) Ensure offenders are given the opportunity to remain in contact with their families and relatives.
  - (h) Permit access at all reasonable hours, visits by family, friends, clergy and probation officers.
  - (i) Each correctional centre will provide an area for family visiting.
  - (j) Wherever possible retain prisoners in the lowest level of security and near their home areas.

**OBJECTIVE: 2. PROVIDE PROBATION AND CORRECTIONAL PROGRAMS THAT ARE CONDUCTIVE TO ACTIVE, SELF-DETERMINED PARTICIPATION AND TO RESPONSIBLE DECISION MAKING.**

- Activities:**
- (a) Ensure that 80% of sentenced residents are employed in meaningful work, or participating in academic programs, within the existing budget.

E.  
OBJECTIVE: 2 continued

- (b) When approving work release placements, Superintendents will remain sensitive to the local business and labour market (e.g. meet at least annually with Mayor, Chamber of Commerce and business groups).
- (c) Within the framework of the policy and procedures respecting earned remission, provide a system of rewards, privileges and incentives to prisoners for good behaviour and work performance.
- (d) Encourage participation of Probation Officer's in Classification meetings as appropriate (as per T.A./Classification Directives).
- (e) Ensure that all residents at the Centre receive at least the minimum hourly wage, when employed by private companies.
- (f) Ensure that employed residents are contributing to their keep.
- (g) Increase the involvement of community agencies in internal and external specified programs by 50% within the fiscal year, utilizing resources allocated at present.
- (h) Increase the utilization of community alcohol treatment programs within the fiscal year, using available resources.
- (i) Encourage participation of selected inmates of the prisoner population, in the development of institutional programs.
- (j) Ensure that all residents, including remands are receiving at least ten hours of recreation/exercise per week.
- (k) Continue support of inmate involvement in Community Recreational leagues.
- (l) Support cultural awareness workshops for inmates.
- (m) Ensure all inmates have access to materials for Arts and Crafts programs, with special reference to carving, beadwork, and that such items are made available for sale in accordance with policy.

E.

OBJECTIVE: 2 continued

- (n) Superintendents will ensure that Thebacha College facilities are utilized to the maximum benefit of offenders.
- (o) The Superintendent of N.W.T.C.C.W. will undertake a minor study, to assess the differences between an inmate's perceived educational levels and actual levels achieved on T.A.B.E. test. (Test for Adult Basic Education).
- (p) The Superintendent of N.W.T.C.C.W. will contract a Life Skills coach to present training to inmates.
- (q) The Superintendent of B.C.C. will conduct a feasibility study on barrel crushing.
- (r) The Superintendent of S.M.C.C. will be expanding the fishing program to two boats.

OBJECTIVE: 3. PROVIDE STANDARDS AND PROCEDURES FOR GRADUAL RE-ENTRY AND SUPERVISION OF OFFENDERS RELEASED FROM CUSTODY.

Activities:

- (a) Encourage residents to apply for Day Parole, prior to participation in the Temporary Absence program.
- (b) Encourage Probation Officer's to visit Institutions and to maintain contact with the offender.
- (c) Provide information to appropriate Regional Personnel on incarcerated offenders, before they re-enter the community.
- (d) Maintain close liaison with community agencies with regard to pre-release planning and after-care.
- (e) Provide inmates with a Probation Reporting card, upon release from the institution.

E.  
OBJECTIVE: 3 continued

- (f) Ensure all inmates participate in pre-release counselling prior to discharge. Where inmates are in maximum security, to participate in mandatory pre-release planning exercises.

OBJECTIVE: 4. ENCOURAGE COOPERATION AND TEAMWORK IN THE DEVELOPMENT OF AFTERCARE PLANNING WITH PROBATION OFFICER'S.

Activities:

- (a) Ensure Superintendent's mail at least monthly, or more often if possible, the monthly (confidential) inmate lists to Regional Superintendents.
- (b) Ensure that Probation Officer's are informed personally of the release date of all inmates subject to probation following prison, at least seven days prior to discharge in accordance with the policy directive.
- (c) Examine methods of developing a more effective community based after-care service for those released from correctional centres.

**F. INCREASE COMMUNITY AND INDIVIDUAL RESPONSIBILITY IN PREVENTING CRIME, DELINQUENCY, VICTIMIZATION, AND FAMILY BREAKDOWN.**

**OBJECTIVE:** 1. PROVIDE INFORMATION ON THE SOCIAL CONDITIONS CONTRIBUTING TO CRIME, DELINQUENCY, VICTIMIZATION AND FAMILY BREAKDOWN.

**Activities:** (a) Participate in Probation and Parole Training seminars on a Regional basis. (Chief, and Regional Superintendents).  
(b) Permit Superintendents to participate in public seminars on Corrections. (See Goal H, 1(a), P. 19).

**OBJECTIVE:** 2. ENCOURAGE AND PARTICIPATE WITH REGIONAL SUPERINTENDENTS IN THE DEVELOPMENT OF PROGRAMS WHICH ATTEMPT TO IMPROVE THOSE SOCIAL CONDITIONS.

**Activities:** (a) Visit all Regions at least annually and personally meet with staff involved with Probation Services (Chief).  
(b) Contract for the Services of a qualified researcher to evaluate the Probation Service Delivery system by April 1985 and update the system the following year.  
(c) Review existing data on Probation statistics, identify omissions, and document same, by September 1984. (L. Comishen).

**OBJECTIVE:** 3. ENCOURAGE THE REDUCTION OF OPPORTUNITIES FOR CRIMINAL BEHAVIOUR.

**Activities:** (a) Encourage and provide opportunities for voluntary participation of citizens and community groups in corrections programs.

**OBJECTIVE:** 4. ENCOURAGE COMMUNITY MEDIATION OF SOCIAL CONFLICTS WITHOUT NECESSITATING INTERVENTION BY THE CRIMINAL JUSTICE SYSTEM.

**Activities:** (a) Involve a summer student in preparing a proposal for a pilot project. (See Goal I., 4(b) ).

**OBJECTIVE:** 5. ATTEMPT TO RESOLVE IN A FAIR AND EQUITABLE MANNER THE CONCERNS OF THE JUDICIARY, PROSECUTION, POLICE AND THE PRACTICING MEMBERS OF THE LEGAL PROFESSION WITHOUT COMPROMISING PRINCIPLES, GOALS AND OBJECTIVES OF A CORRECTIONAL SYSTEM.

**Activities:**

- (a) Liaise with RCMP, Crown, and Judges through the Justice and Advisory Communications Committee.
- (b) Ensure the Corrections Division is represented at every monthly meeting. (See Goal G., 3(b)).

**OBJECTIVE:** 6. INCREASE PUBLIC INFORMATION ABOUT CORRECTIONS INCLUDING: THE TYPE OF OFFENDERS, OFFENCES, SENTENCES, EXPECTATIONS AND RESULTS ACHIEVED.

**Activities:**

- (a) Ensure regular statistical reports are made available on an annual basis to Regional Superintendents of Social Services, and on a semi-annual basis to Correctional Superintendents.
- (b) Distribute M.I.S., corrections statistics Public Information document to community agencies and interested individuals.
- (c) Ensure all Superintendents are mailed a copy of the Canadian Centre for Justice Statistics report entitled Adult Correctional Services in Canada 1982-83.

**OBJECTIVE:** 7. ENCOURAGE AND PROVIDE OPPORTUNITIES FOR VOLUNTARY PARTICIPATION OF CITIZENS AND COMMUNITY GROUPS IN CORRECTIONS PROGRAMS.

**Activities:**

- (a) Develop programs designed to assist in the process of the offenders reparation to the victims of criminal acts, and to promote victim justice within the Criminal Justice System.
- (b) Encourage the development of an Alcohol and Drug Program in the Fort Smith area.
- (c) Explore the possibility of utilizing the alcohol treatment program offered by Delta House, Inuvik, using available resource
- (d) Finance pilot projects for using Volunteers in Corrections, in Yellowknife. (See Goal B., 1(f) ).



**G. TO ENCOURAGE COOPERATION AMONG THE COMPONENTS OF THE  
CRIMINAL JUSTICE SYSTEM.**

**OBJECTIVE: 1. INCREASE COMMUNICATION AND INFORMATION  
SHARING AMONG ALL LEVELS OF JUSTICE SYSTEM  
PERSONNEL.**

**Activities:**

- (a) Inform appropriate Corrections and Social Services staff of activities within and outside the Department that pertain to the Criminal Justice system.
- (b) Provide Corrections information and statistics for inclusion in publications, as requested. (ie: Liaison, Correctional update, Correctional compendium, Justice newsletter, Focus, etc.)
- (c) Ensure information from conferences is distributed to appropriate staff, via conference evaluation. (D. Farnham).
- (d) Encourage participation of Personnel and Finance officers in the planning exercise.
- (e) Encourage Probation Officers to visit local Correctional Centres at least annually and to maintain contact with all inmates for their home areas, by visit or letters, or by direct contact with correctional staff.
- (f) Maintain a cooperative and professional approach with the Courts, Judges, Police, and Social and Probation Services, by meeting with them formally and informally, in order to share information and opinions respecting the Criminal Justice System.
- (g) Develop and implement a system of ensuring continuity of services are provided to inmates, through liaison with Native Courtworkers, Legal Aid, and field social/probation workers.
- (h) Improve on providing information to Headquarters via Management Information System forms.
- (i) Together with the N.W.T. Association of Social Workers, sponsor a Community Corrections conference to be held in the Fort Smith Region in November 1984.  
(J. Maeers, S. Nider)

G.

OBJECTIVE: 2. ENSURE THAT THE GOALS AND OBJECTIVES OF EACH JUSTICE SYSTEM COMPONENT ARE MUTUALLY COMPATIBLE.

Activities: (a) To advise judiciary, police, and senior Social Services staff of the department, of significant changes in procedures and programs that will impact directly on their programs, and to seek their advice and support respecting such changes.

OBJECTIVE: 3. PARTICIPATE IN JOINT PLANNING REGARDING SERVICE DELIVERY.

Activities: (a) Continue to monitor the issue of payment for transportation of inmates returning home, following sentence, with Court Services and R.C.M.P.  
(b) Make available resource persons as requested to the Criminal Justice & Communications Committee, and participate in the meetings on a monthly basis.  
(c) Ensure that Correctional Centre programs interlock with community programs (e.g. pre-release and aftercare planning).  
(d) Ensure adequate planning for release begins during incarceration.  
(e) Ensure case summaries are available upon request to duly authorized officials.

OBJECTIVE: 4. ENSURE THAT INSTITUTIONAL RESOURCES ARE FAIRLY DISTRIBUTED, THAT PRISONERS ARE ONLY TRANSFERRED BETWEEN INSTITUTIONS FOR CAUSE, AND UPON WRITTEN ORDER OF CHIEF OF CORRECTIONS.

H. TO PROMOTE REFORM WITHIN THE CRIMINAL JUSTICE SYSTEM.

**OBJECTIVE:** 1. INCREASE THE UNDERSTANDING OF POLICE, COURTS, LEGAL PERSONNEL, CORRECTIONS PERSONNEL, AND THE GENERAL PUBLIC ABOUT CURRENT CORRECTIONAL KNOWLEDGE AND THE RESULTS OF EXISTING CORRECTIONAL PROGRAMS.

**Activities:** (a) Encourage Correctional Superintendents, Regional Superintendents, and Probation Officer's to participate freely in public forums. (See Goal C, 4(b) )

**OBJECTIVE:** 2. REVIEW LEGISLATION AND RECOMMEND APPROPRIATE REVISIONS THAT REFLECT CHANGING STANDARDS AND VALUES IN SOCIETY.

**Activities:** (a) Promote research of the Ordinance and Regulations to discover solutions to historical problems of the correctional system.

**OBJECTIVE:** 3. <sup>Reformatory Act</sup> IN COOPERATION WITH CHIEF OF POLICY, PLANNING AND SUPPORT SERVICES, PROVIDE AN INFORMATION SYSTEM WHICH WILL ACCURATELY MONITOR THE ACTIVITIES OF CORRECTIONAL PROGRAMS AND ENABLE BASIC EVALUATION OF SERVICES.

**Activities:**

- (a) Evaluation of Probation Statistics. (Summer 1984 - M. Bell/L. Comishen)
- (b) Development of an information base that provides data on adult services, required annually by CSC, by September 1984.
- (c) Update, (for one year only) Corrections Information System (last published, July 1982, 'Public Information document', M. Bell)
- (d) Participate with other government departments in conducting feasibility studies, by establishing a pilot project at YCC to set up computer services at the facility. (Stanton/Melanson)
- (e) YCC will prepare a justification proposal for the acquisition of computer systems, to update manuals, job descriptions, computerize the inmate welfare fund, nominal roles, etc. (B. Stanton)

H.

**OBJECTIVE:** 4. DELEGATE DECISION-MAKING TO THE LOWEST APPROPRIATE LEVEL. (T.A., Classification, Prison Transfers.)

**OBJECTIVE:** 5. DEVELOP AND MAINTAIN APPROPRIATE CORRECTIONAL STANDARDS AND POLICIES.

**Activities:** (a) Correctional Superintendents will complete the N.W.T. Corrections Institutional Operations manual as follows:

Yellowknife, Fort Smith, and Hay River Correctional Centres to complete 50% of the manual, by colour code, by March 31, 1985; Frobisher Bay to complete 100% of the manual, by color code, by March 31, 1985. (S. Outlet - Frobisher Bay)

(b) The Superintendent of Baffin Correctional Centre will investigate personally, the possibility of a pilot project in living units.

(c) Revise sections of the Probation Officer's manual as appropriate. (D. Macers)

(d) Implement, and monitor the revised policy and procedures directive on Non-Insured medical services. Policy #1103. (Mounsey/Bybliv/Stanton)

(e) Develop a policy for non-native offenders, for Non-Insured medical services, in consultation with Dick Clark.

(f) Using Departmental government auditors, monitor sentence administration, aiming at a 100% accuracy. (C. Gordon)

**OBJECTIVE:** 6. ENSURE THAT ALL INMATES ARE AWARE OF APPEAL SYSTEM ON CLASSIFICATION AND UPON DISCIPLINARY MEASURES, BY MAKING READILY AVAILABLE A COPY OF THE INMATE HANDBOOK, BY PUBLISHING HOUSE RULES, AND BY ENSURING ALL INMATES HAVE ACCESS TO LEGAL ADVICE.

**Activities:** (a) Ensure that all inmate complaints are investigated promptly and fairly, with accurate written records maintained of decisions.

H.

- OBJECTIVE: 7. PERMIT PRISONERS TO COMMUNICATE DIRECTLY WITHOUT CENSORSHIP, TO M.P.'S, M.L.A.'S, LAWYERS, CHIEF OF CORRECTIONS, CIVIL LIBERTIES ASSOCIATION, AND HUMAN RIGHTS COMMISSION.
- OBJECTIVE: 8. TO PROMOTE RESEARCH AND SELF EVALUATION AT ALL LEVELS OF CORRECTIONS, AND WHERE POSSIBLE WITHIN THE ACADEMIC COMMUNITY AIMED AT DISCOVERING SOLUTIONS TO DAY-TO-DAY PROBLEMS OF N.W.T. CORRECTIONS. .  
(See Goal 'B', Objective 2).
- OBJECTIVE: 9. PROVIDE AN INFORMATION SYSTEM WHICH WILL ACCURATELY MONITOR THE ACTIVITIES OF CORRECTIONAL PROGRAMS AND ENABLE BASIC EVALUATION OF SERVICES.
- OBJECTIVE: 10. DETERMINE THE NEED FOR RESOURCES, SECURE ADEQUATE RESOURCES, AND ESTABLISH A SET OF PRIORITIES TO ENSURE THE MOST EFFECTIVE USE OF THOSE RESOURCES.
- Activities:
- (a) The Superintendent of N.W.T.C.C.W. will complete a study on the Female Offender, and explore alternatives for replacement versus the present facility. (October 31, 1984).
  - (b) The Superintendent of N.W.T.C.C.W. will prepare a capital plan for the development of a new facility.

**I. MAINTAIN SUFFICIENT STAFF TO CARRY OUT THE ABOVE RESPONSIBILITIES.**

**OBJECTIVE: 1. RECRUIT STAFF WITH APPROPRIATE QUALIFICATIONS AND IN SUFFICIENT NUMBERS TO SUCCESSFULLY COMPLETE THE ABOVE OBJECTIVES.**

- Activities:**
- (a) The Superintendent of Y.C.C. will recruit and fill the additional positions of Teacher, Manager, Services & Work programs, Administrative Clerk, and part-time nurse by May 31, 1984.
  - (b) The Superintendent of N.W.T.C.C.W. will recruit a Chief Supervisor.
  - (c) The Chief of Corrections will hire a Secretary by July 31, 1984.
  - (d) The Chief of Corrections will recruit a Psychologist for Y.C.C. to be available to both the adult and juvenile division. (Convert Instructor position at YCC to Psychologist, by 31 March 1984).
  - (e) Through Service Contract, examine the possibility of having Correctional Specialists in some of the larger N.W.T. communities.
  - (f) Recruit term, casual, or contract positions as necessary to carry out research assignments.
  - (g) Maintain within Person Years allotted.
  - (h) Within the Northwest Territories Correctional Centres, try to establish a staff-inmate ratio of 1:1.8.
  - (i) In consultation with the Department of Personnel, support affirmative action programs, by encouraging Northern Hire within the Criminal Justice system.
  - (j) Involving the Superintendents, respond to position papers on affirmative action, as requested. (L. Comishen)
  - (k) Recruit and train staff to perform duties as Youth Development officer to man the new Young Offender unit at YCC by 31 March 1984.

I.

OBJECTIVE: 2. PROVIDE SUFFICIENT STAFF SUPERVISION TO ENABLE STAFF TO ADEQUATELY CARRY OUT THEIR RESPONSIBILITIES.

- Activities:
- (a) Ensure that all Correctional Centre employees receive an official, annual, written review of their job performance to clarify job roles and relationship to organization goals.
  - (b) Provide for opportunity for Correctional Superintendents to exchange ideas in yearly Superintendent's conferences, and to receive direction from Headquarters in written memorandum form.\*  
(Annual conference to be held in Yellowknife, in January 1985, co-ordinated by J. Melanson and C. Gordon).

OBJECTIVE: 3. PROVIDE A WORKING ENVIRONMENT THAT IS CONDUCIVE TO THE ATTAINMENT OF THE ABOVE OBJECTIVES.

- Activities:
- (a) Review office space requirements at YCC and recommend solutions and/or alternatives to alleviate crowded conditions. (B. Stanton)
  - (b) Provide adequate compensation and benefits consistent with the level of complexity of assigned responsibilities.
  - (c) Provide consistent standards for evaluating Superintendents Annual Job Performance using the M.B.O. format. (S. Mounsey)
  - (d) Conduct a Classification review of Superintendent's Job Description and salaries. (S. Mounsey)
  - (e) Provide adequate support services to enable staff to carry out assigned duties.
  - (f) Ensure all staff receive, or have access to the N.W.T. P.S.A.C. collective agreement.

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The Superintendent of B.C.C. has suggested that Superintendent's get together twice a year for a conference; one conference should include Administrative officers, Chief of Administration, and Chief of Corrections to discuss the Inmate Welfare Fund, Budgets, computers etc.

I. OBJECTIVE 3 continued

- (g) Provide opportunities for job rotation, career mobility, and job enrichment.
- (h) Promote an atmosphere in which staff feel free to participate in the formulation of policies related to both program and administration.
- (i) Encourage communication among staff to effectively achieve common purposes.
  - ie: Hold monthly staff meetings for management staff, service staff, and officer's as appropriate and share noteworthy concerns of staff with Chief of Corrections, via submission of quarterly reports.
- (j) Evaluate D. Farnham's present job description.
  - 1. Resubmit to Classification; (S. Mounsey)
  - 2. Arrange for an FMB submission to have the position transferred from Policy and Planning Division, to Corrections.
  - 3. Incorporate Inspections and Standards into the Job Description.
- (k) Provide opportunities for career mobility and job enrichment, by ensuring all Superintendents attend at least one conference per year.

OBJECTIVE: 4. PROVIDE TEMPORARY EMPLOYMENT OPPORTUNITIES FOR STUDENTS AND TRAINEES IN CORRECTIONAL CENTRES, INCLUDING UNIVERSITY PLACEMENTS, AND SUMMER EMPLOYMENT.

Activities: (a) Hire a summer student in Fort Smith (May - August 1984) to set up a demonstration model for combining the Fine Option and Community Service Order programs suitable for Service contract. (See Goal B).



I. OBJECTIVE 4 continued

Activities:

- (b) Hire a summer student in Yellowknife (May - August 1984) to research Victim/Offender reconciliation, and related programs, and develop procedural guidelines for the implementation of Victim/Offender programs suitable for northern communities. (See Goal B).
- (c) Hire a summer student (May - August 1984) to review and update training films and manuals for correctional officer, probation officers, develop a course in report writing, and to research and write a short history of Corrections in the Northwest Territories.

OBJECTIVE:

5. PROVIDE OPPORTUNITIES FOR PERSONAL AND PROFESSIONAL DEVELOPMENT THROUGH EDUCATION AND TRAINING.

Activities:

- (a) Ensure a basic training program is provided for new employees.
- (b) Ensure training is provided for all staff to receive a minimum of 40 hours training per year to complement/enhance their respective professions.
  - 1. by attending workshops,
  - 2. by attending conferences,
  - 3. by attending training seminars.
- (c) Provide opportunities for all staff to acquire a better knowledge and comprehension of native culture.
- (d) Ensure inexperienced Correctional officer trainees receive a minimum of 16 weeks (classroom/on-the-job combined) training, and recruit two groups of Northern trainees per year.
- (e) Provide financial assistance where appropriate to assist staff correct identified deficiencies.

I. OBJECTIVE 5 continued

Activities:

- (f) Provide a minimum of 16 hours of training to all casual correctional officers (D. Farnham), or by having a selected staff member train casuals.
  - 1. by having a training workshop for correctional trainers,
  - 2. by having selected C.O.'s develop and implement a 16 hour training course for their Centre.
- (g) Encourage staff participation in professional associations, including the National C.A.P.C. and the Territorial Association of Social Workers.
- (h) Ensure training is provided for all correctional staff in Standard First Aid.
- (i) Ensure all correctional staff of Y.C.C., S.M.C.C. and B.C.C. are trained in the use and maintenance of Scott Air Pacs.
  - 1. By regular checks by the local fire department.
  - 2. By regular drills coordinated by the local fire department.
  - 3. By having a clear posted policy on the use of Scott Air Pacs.
  - 4. By having Air Pacs maintained in easily accessible places, wall mounted, and inspected monthly.
- (j) Ensure four selected staff at the Baffin Correctional Centre receive training on firearm safety.
  - 1. By using local law enforcement,
  - 2. By using skilled members of the H.T.A. (D. Farnham/S. Outlet)

I. OBJECTIVE: 5 continued

- (k) Ensure all reading material pertaining to Corrections is sent to each Correctional Superintendent.
  - 1. By letting Superintendent's have access to lists of different newsletters, magazines, journals, etc. available from the Department of Social Services in-service library.
- (l) Ensure staff are familiar with contingency plans for Fire and Disturbances and can operate fire fighting equipment.
- (m) Where job-deficient needs are documented on performance appraisals, ensure staff are given opportunity to bring their skill levels up to an acceptable range, before the following review date.
- (n) Superintendents of YCC and SMCC will implement a system of providing a monthly assessment of all correctional officers performance, under the supervision of the Manager of Security Services and Chief Supervisor respectively, to be used in compiling the employee's annual appraisal, by July 31, 1984.
- (o) YCC will host a seminar on sentence administration for all appropriate staff in October 1984 (C. Gordon).

OBJECTIVE:

6. ENSURE FINANCIAL, ADMINISTRATIVE AND PERSONNEL STANDARDS IN CORRECTIONAL CENTRES COMPLY WITH GOVERNMENT OF THE NORTHWEST TERRITORIES, FINANCE AND ADMINISTRATION, AND PERSONNEL MANUALS OF STANDARDS.

Activities:

- (a) Ensure Administrative Officers of respective Correctional Centres are in receipt of, or have access to the GNWT Finance and Administration, and Personnel policy manuals.
- (b) Participate in preparation of budgets, and capital requirements.

I. OBJECTIVE 6 continued

- (c) Supply the Chief on a monthly basis with a financial commitment report and a variance report on a quarterly basis, and document reasons for over-expenditures.
- (d) Prepare Management Board submissions to carry out essential services, not provided for in 84/85 approved budget.
- (e) Improve on employee, monthly attendance documentation at YCC. (Ray Tucaroo)
- (f) Ensure time-in-lieu is not accrued above the maximum specified in personnel policy directives, and that time is liquidated where operational requirements permit.
- (g) Maintain, (or, decrease if possible) current levels of spending in O&M.
- (h) YCC will continue studies of using case management in conjunction with information systems.
- (i) Conduct an internal audit review of the Inmate Welfare Fund, annually, and a formal audit review every second year, utilizing available resources.(B. Stanton)
- (j) Ensure written responses to audit reports are prepared by Superintendents, on time, and appropriate corrective action is taken.

OBJECTIVE: 7. TO DEVELOP LABOUR MANAGEMENT RELATIONS WHEREBY ALL EMPLOYEES CAN CONTRIBUTE DIRECTLY OR INDIRECTLY IN THE DEVELOPMENT OF POLICIES AND PROGRAMS.

Activities:

- (a) To ensure that all employee concerns and complaints are fully investigated in a fair and impartial manner.
- (b) To respond to all first level grievances within time permitted.
- (c) Encourage all employees to notify the Superintendent simultaneously whenever a first level grievance is submitted to the Chief of Corrections.

## REFERENCES

1. Marach, N. Letter dated October 18, 1983. (see Appendice I)
2. Female Offender Study Committee, Department of Social Services, Corrections Division, F.M.B. Submission. 1984  
P.2 (see Appendice II)
3. IBID., P.P. 1,2.
4. Review of literature relevant to this study. (see Appendice III)
5. Field Trips -
  - 1) Kingston Prison For Women, (Females only) Kingston, Ontario.  
June 1, 1984.
  - 2) Belmont Community Correctional Centre, (Co-ed), Edmonton, Alta.
  - 3) Fort Saskatchewan Correctional Centre (Female section),  
Edmonton, Alta.
  - 4) Pine Grove Correctional Centre (Females only), Prince Albert,  
Saskatchewan.
6. Input from Regional Superintendents, Department of Social Services,  
G.N.W.T. (see Appendice IV)
  - 1) Inuvik Region - Mr. Paul Donnely
  - 2) Baffin Region - Ms. Sandra Gryziak
  - 3) Keewatin Region - Mr. Robie Macintosh
7. Statistical information describing the Female Inmate Population,  
1978-79 to 1983-84 inclusive. (see Appendice V)
8. Review of the literature: Annotated bibliography relevant to this study.  
(see Appendice VI)
9. Van Gulick, J. Community Based Corrections Program Study, Department  
of Social Services, Corrections Division, 1985.

