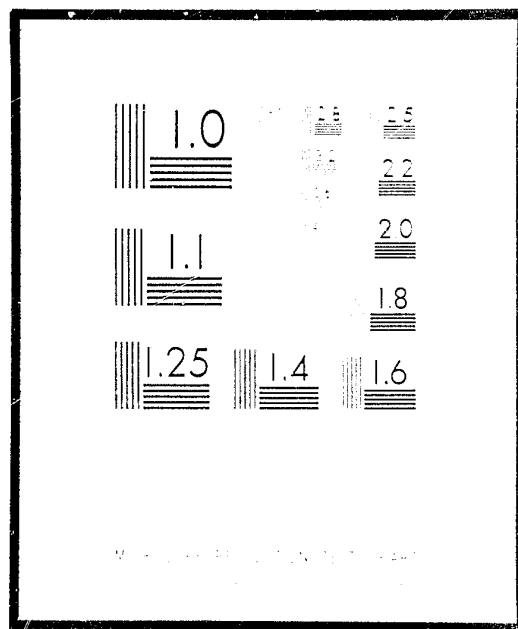


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
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A REPORT ON CORRECTIONS IN NORTHERN MANITOBA

Prepared for
The Honourable J. R. Boyce,
Minister of Corrective and Rehabilitative Services
Government of Manitoba

by
The Northern Corrections Committee
December, 1974

32340

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SUBJECT

The subject of this study is the improvement of the criminal justice system in Northern Manitoba. The questions to be addressed in this report were posed by the Government due to concern over the present condition of The Pas Correctional Institution and the future development of correctional services in Northern Manitoba.

Corrections was defined to include all aspects of the corrections process including the police intake phase, corrections intake, corrections treatment and corrections aftercare. An area of emphasis for the study concerned correctional services and facilities available to sentenced persons both adult and juvenile, male and female.

Since Corrections does not function in isolation from the Police, Courts, and Probation, it was necessary to gain an understanding of the roles of those agencies in Northern Manitoba in any assessment of the development of Correctional services.

Another group which has an impact upon correctional services is the private sector which provides programs for individuals who have become involved with the criminal justice system. Further, the private sector is becoming increasingly aware of problems which individuals convicted of crime are facing, both at the time of committing the offence, during incarceration, and when returning to the community. Therefore, the Committee discussed available programs, resources, proposed activities and anticipated developments in assessing the potential involvement of the private sector in the future of corrections in Northern Manitoba.

The Committee carried out inquiries with northern communities, judges, probation officers, police, special constables, and others who were concerned with the criminal justice system in Northern Manitoba. This effort was in recognition of the fact that the criminal justice system not only affects law-violators, but their families and communities. Therefore, this

study endeavoured to elicit community concerns with the current system and to gain insights into community needs of this system through soliciting community recommendations for improvement.

OBJECTIVES

General:

a) H.E.S.P. Minute.

"Item 3. Northern Correctional Institutions. 1. Approval in principle was given to replacing the present correctional institution at The Pas and the development of a decentralized system of alternative correctional facilities and services. 2. The Department of Health and Social Development was instructed to continue planning for the development of northern correctional services based on the community corrections strategy outlined in the White Paper on Corrections and identified as the "key principle" in planning and programming. The Department will maintain contact with H.E.S.P. throughout the developmental and planning stage through liaison with a representative of the H.E.S.P. Secretariat. The final report submitted to the H.E.S.P. Committee must contain comprehensive and definite plans for the full range of facilities and services needed by northern residents."

Specific:

- a) Corrections is defined to include all aspects of corrections process including police intake phase, corrections intake, corrections treatment and corrections aftercare. Emphasis primarily on the correctional services and facilities available to sentenced persons both adult and juvenile, male and female.
- b) i) To develop a statistical profile of the Northern Corrections population in terms of: age/sex, nature of sentence, place residence, length of sentence, type of offence, admission by educational level, marital status, persons detained under I.P.D.Act, reasons for discharge, sentenced offenders by degree of recidivism, etc.
- ii) To identify recent trends in the composition of the corrections population, and thus to develop projections of future needs.
- iii) To develop an inventory of current correctional resources in the North: facilities, programs, services, manpower (including both public and private resources); (e.g. parole hostels, half-way houses, rehabilitation camps, court communicators, R.C.M.P., band constables, jails, etc.)
- c) To develop from data analysis and inventory long term strategy

for corrections development.

- d) To develop immediate practical responses based on long term goals

SCOPE

The H.E.S.P. Secretariat defined the "correctional process" as including police intake, corrections intake, correctional treatment, and correctional aftercare. This statement was delineated to include all aspects of the criminal justice system and process from detection of a crime through the point where no part of the justice system had any authority over the movement of the individual, that is, could no longer require conditions of behaviour be met due to prior criminal activities.

PERSPECTIVE

The most recent document espousing the direction and philosophy of correctional development in Manitoba is, The Rise of the Sparrow, A Paper on Corrections in Manitoba. A statement from this document represent the thrust of this report, "...community corrections strategy is the key principle in our planning and programming."¹ Specifically, this position states that:

"...the isolating and labelling effects of institutional incarceration will be avoided as much as possible in the corrections system. There must be valid reasons for the use of incarceration rather than the use of community programs."²

1. Department of Health and Social Development, THE RISE OF THE SPARROW, A Paper on Corrections in Manitoba, July, 1972, p.29.

2. Ibid.

The Geographical Definition of the North

The Fifty-Third Parallel was used as the boundary of the North, for the purpose of this study. The justification for this decision was based primarily on the fact that Provincial Government resources, catchment areas and facilities are geared to accept clientele from that specific boundary. It was felt that any extension of this boundary would entail a considerable time-expenditure in additional research and would complicate efforts in statistical data collection. Due to the time constraints of the study, extensions of this traditional northern boundary were not considered to be feasible.

However, the Committee on Northern Corrections agrees that many of the problems cited, and recommendations proposed, would very likely be applicable to other Manitoba areas. Most notably, the area east of Lake Winnipeg between the Fifty-First and Fifty-Third Parallels should be considered. Also, the area west of Lake Winnipegosis between the Fifty-Second and Fifty-Third Parallels was found to have some relevance with this study.

The Scope of the Recommendations

The central tenet of this report is that all people of Manitoba have equal rights to high quality police, court, probation and correctional service. The aim of every recommendation contained herein is to bring the Manitoba criminal justice system closer to this goal.

I. NORTHERN MANITOBA

- An Overview

NORTHERN MANITOBA - AN OVERVIEW

The Manitoba Health Services Commission estimated the population of Northern Manitoba at approximately 70,000 as of June 1, 1973.³ (Appendix "1"). Of this total, approximately 71% of the population is located in eight major communities.⁴ Northern Indian Reserves account for 19% of the North's population. The remainder of the population (10%) are situated in small communities throughout the North.

The population distribution in the North is an important factor to consider. Most of the major settled areas are separated from one another by significant distances. Largely, the pattern of population distribution can be attributed to economic reasons. Major communities such as Flin Flon, Thompson, Snow Lake and Lynn Lake (representing 47% of the North's population) are located in areas of rich mineral deposits. Consequently mining is the primary economic activity of these communities. Communities such as The Pas and Churchill (representing 16% of the population) act as "Gateway" cities, or transportation hubs to and from the North. The Forestry complex at The Pas also serves as an economic base.

Another important factor in population distribution is the existence of eighteen separate Indian bands. These bands are situated in fourteen Federal reservations. Approximately 61% of the Treaty Indian population in Northern Manitoba is situated in those reserves east of Thompson. To note is the fact that many reserves have Metis communities adjacent to them.

3. Division of Research, Planning and Program Development, Manitoba Department of Health and Social Development, PROVINCE OF MANITOBA POPULATION - BY HEALTH AND SOCIAL DEVELOPMENT REGIONS, June, 1974.

4. The Pas, Flin Flon, Thompson, Churchill, Norway House, Gillam, Lynn Lake, Snow Lake.

The rate of population change in the recent past has been dynamic, according to the Canadian Census Data (1971). While the rest of the Province (with the exception of Winnipeg) decreased in population by approximately 1% in the period 1966 - 1971, Northern Manitoba's population increased at the rate of 8%.⁵ However, in the period 1971 - 1973, a significant declining trend has been noted in many major northern population centres. (see Appendix 1).

TRANSPORTATION/COMMUNICATIONS

Three modes of transportation exist in northern Manitoba, being: roads, rails and air. Some communities are serviced by all three modes, while many others are accessible only by means of chartered aircraft, a road, rail or some combination of the three.

A. The Western Region

This region (outlined in Appendix 2) contains the three largest northern urban centres. It also encompasses the major economic base of the North, that is, those communities involved in the larger primary production industries (mining, forestry, etc.)

The axes of surface transportation in this region are The Pas and Thompson. The Pas is linked to the south by all-weather roads, regular air schedule and by rail. To the north, rail lines extend to both Lynn Lake (via Flin Flon, Sherridon and Pukatawagan) and Churchill (via Wabowden, Thicket Portage, Thompson, Ilford and Gillam). All-weather roads radiate in two directions; the first being to Flin Flon, Cranberry Portage and Snow Lake; the second being a lengthy distance to Wabowden and Thompson. Road transportation is also possible between Easterville/Grand Rapids and The Pas, but the route is extremely long and circuitous.

Thompson also has a direct access road to the south via Grand Rapids. An all-weather road extends to Lynn Lake via Nelson House and Leaf Rapids. As has been stated, a rail link exists between Thompson and Churchill.

5. Statistics Canada, Census Division, THEMATIC MAPS OF 1971
CENSUS DATA, September 1973.

The only other surface transportation in this region consists of winter-roads. On a seasonal basis, therefore, road access is available to several isolated communities such as South Indian Lake, Pukatawagan and Sherridon.

Air transportation frequency for the major communities in this region is fairly regular, with The Pas, Flin Flon and Thompson receiving daily service from the major commercial airline, Transair. The airline's route creates two axes of transportation in the region. Flights north and south from Flin Flon must touch at The Pas. Lynn Lake flights may radiate from either Thompson or The Pas. There is no direct air connection between Thompson and The Pas, but a link exists between the two communities on a bi-weekly basis from Lynn Lake. Flights to and from Churchill must come through Thompson.

Fairly extensive connections between all of the communities may be achieved by the use of chartered flights. The only restrictive factors in this method of transportation consist of weather conditions and cost.

B. The Eastern Region

This region, (outlined in Appendix 2) contains no real "urban" centres. However, significant population centres such as Norway House, Cross Lake and Garden Hill/St. Theresa Point, are contained in the region. As such, no solid economic base exists in this region. The dominant primary industries are fishing and trapping, but these activities are seasonal.

The region has no permanent surface transportation connections to either the west, south or north. Only winter roads exist to connect the region to the west and south.

The axis of air transportation in the region is Norway House. Commercial airline flights are available on a weekly basis between Norway

House and Winnipeg, and Norway House and several regional communities (Cross Lake, Garden Hill, God's Narrows, Oxford House, etc.). The only connection with the western region consists of a weekly flight between The Pas and Norway House.

Of course, chartered flights are available to all communities and these flights are used frequently to gain access to the eastern region from the western region.

COMMUNICATIONS

In terms of transportation as a means of communication, The Pas, Thompson and Norway House are major linkage centres for contact with, and within, the north. Each has an identifiable "hinterland".

The Pas is most directly connected with the communities of Flin Flon, Cranberry Portage, Snow Lake, Sherridon and Pukatawagan to the north by virtue of the availability of surface and air access. Communities such as Moose Lake, Easterville and Grand Rapids to the east are also more directly accessible to The Pas, than with other major centres due to the relatively close proximity of The Pas to them.

Thompson is most directly connected with the communities of Lynn Lake, Leaf Rapids, Nelson House and Wabowden by means of all-weather roads. By virtue of air and/or rail proximity, Thompson is also the linkage point to Pikwitonei, Thicket Portage, Split Lake, York Landing, Ilford, Gillam and Churchill.

Due to the significant transportation limitations in the eastern region, Norway House is the major linkage point for communications. However, it must be noted that frequent periodic communications are established with the western region by the increasing use of chartered flights into and out of the eastern communities.

In terms of other means of communications, i.e. telephones and the electronic media, it can be said that the north is in a developmental stage. Certainly the larger communities possess telephones, television and radios, but contact in the isolated communities still relies upon the use of radio.

II. THE NORTHERN CRIMINAL JUSTICE SYSTEM

POLICING SERVICES

At the time of the study there were fifteen R.C.M.P. detachments in Northern Manitoba with a strength of approximately one hundred and forty-one regular R.C.M.P. officers. An auxiliary force, the Supernumerary Special (Band) Constables, consisted of twenty constables spread over sixteen Indian Reservations. Also, there were four Métis community constables situated in four communities.

The fifteen regular R.C.M.P. detachments also patrol several outlying communities (see Appendix 4) Patrol cabins presently exist in thirteen communities (see Appendix 3) and there are plans to expand the number of patrol cabins to eighteen in the future.

Patrol cabins are self-contained buildings approximately the size of a large house trailer containing a cell, office space and living quarters for the visiting R.C.M.P. officer.

In addition, there are thirteen "lock-up" facilities located in northern Manitoba. These facilities are contained in a variety of buildings of different jurisdictions (see Appendix 5). All of these lock-ups are operated under the control and jurisdiction of the R.C.M.P. regardless of the building that the lock-ups are located within.

It was stated that R.C.M.P. patrol frequency is governed by several factors, including: crime rate; accessibility of transportation; and overall priorities in the detachment area. The data included in Appendix "4" contain an approximation of the frequency of patrols to various northern communities and pertain to preventive patrols rather than complaint-originated patrols.

Many problems and questions were raised in regard to policing in northern Manitoba. Generally, the larger communities such as Flin Flon, The Pas, Thompson, and Lynn Lake had few complaints concerning policing. It must be remembered that these communities all have urban detachments which patrol on a daily basis.

In the case of outlying communities, several issues were raised. Nearly all of the communities interviewed requested an increased police presence. In the case of many Indian Reserves, this request often took the form of suggesting more Supernumerary (Band) Constables and more frequent R.C.M.P. patrols. In the case of Métis and other communities, the request is for a greater frequency of R.C.M.P. patrols, and for the establishment of local community constables.

The Department of Northern Affairs has established a Community Constable program as a pilot project. The project consists of an \$11,000 grant to each of five northern Métis communities who are responsible to select candidates as local constables. The \$11,000 sum is used to pay the constable's salary and to cover administrative costs such as transportation, equipment, etc.

At a meeting between the Northern Corrections Committee and the Chief Superintendent of the R.C.M.P. in Manitoba, it was learned that a "3(B)" Plan had been developed by a Task Force of the Federal Solicitor-General's Department. The basic aim of this Plan is that a Native contingent would be added to the existing police force, of which it would be an integral part.

"3(B)" This option provides for a branch or contingent of Indian special constables, recruited, operated and supervised by a provincial police force, of which it would be an integral part. As permanent members of such a force, these constables would have a career before them, with adequate training, reasonable salaries, pension benefits, etc. Within the structure of well-organized police forces, these constables should be capable of providing a high standard of policing on reserves."⁶

It was also noted that the "3(B)" Plan had been accepted by the Solicitor-General of Canada and had received approval by Manitoba's Attorney-General. Apparently, implementation of the "3(B)" Plan is forthcoming in the near future, pending the development of financial and administrative structures and responsibility spheres.

6. Solicitor-General's Department, Report of the Task Force on Policing on Reserves, 1973. p. 16

One of the pressing concerns of the R.C.M.P. was the shortage of regular constables in the northern detachments. Interviews with senior R.C.M.P. staff officials indicated that the basis for patrols to communities with patrol cabins should be three times per week. However, with the present staff complement, this patrol frequency cannot be achieved.

In interviews with R.C.M.P. detachment officers, it was found that a considerable expenditure of man-time was consumed in escorting. This not only involved escorting remanded persons to court but also escorting sentenced and remanded persons to Correctional Institutions.

Particularly in regard to the eastern region of northern Manitoba, escorting is usually done in the direction of Winnipeg, and Headingley Correctional Institution, specifically.

The Appendix illustrates the total number of sentenced and remanded northern persons that were escorted to Headingley Correctional Institution in the period June 1, 1973 - June 1, 1974. Of this total of 125 escorts, Institutional records showed that 14 had been transferred from the Northern Judicial District. These 14 people would have been escorted by either Correctional staff, or by the Sheriff's office of the Attorney-General's Department.

The Institutional records did not indicate who had escorted the remaining (111), but interviews with the Correctional staff revealed that the vast majority would have been escorted by the R.C.M.P. In particular, the Institutional staff stated that the eastern region of the north received almost exclusive R.C.M.P. escort service.

This can basically be attributed to the fact that there are very few regular air connections between the eastern and western region of the north. Consequently, rather than escort prisoners to Norway House to await the once-weekly air connection to The Pas, the R.C.M.P. have opted to use the daily air service to Winnipeg available through Thompson. This method is felt to be beneficial in two ways. Firstly, this method takes up less escorting time for the R.C.M.P. Secondly, it is superior to having prisoners accommodated

in "lock-ups" for several days. These "lock-ups" are usually fairly cramped and are used for holding an individual only for a minimal amount of time before transfer to a more secure and appropriate facility. The drawback of this method is that the northern offender is withdrawn completely from his community and for that matter from the north altogether.

All of the detachment personnel interviewed indicated that while they don't mind assisting in escorting when it is convenient, nonetheless, the escorting of sentenced persons to Correctional Institutions was not a Police responsibility. It was also noted that the R.C.M.P. frequently had to escort juveniles, and people apprehended under the Mental Health Act. This was also felt to be a non-Police responsibility.

An interview with the Sheriff of the Northern Judicial District corroborated a great deal of what had been expressed by the R.C.M.P. detachments. The Sheriff noted that almost all of his escorting took place from The Pas area, and vicinity. The exact number of escorts provided by the Sheriff's Department is listed in the Appendix.

The Sheriff stated that there were at least six methods of escort involved in Manitoba. These were:

- 1) The R.C.M.P. escort all mental patients.
- 2) The R.C.M.P. escort local remands to Court.
- 3) Sentenced prisoners were escorted from the Court to The Pas Correctional Institution by the R.C.M.P.
- 4) Juveniles were escorted mainly by Probation Officers, but are assisted by R.C.M.P.
- 5) It is the Sheriff's responsibility to escort prisoners remanded for psychiatric assessment, or those who are a high security risk to and from Headingley Correctional Institution, and prisoners who are sentenced to more than 2 years to Stony Mountain Penitentiary. However, the R.C.M.P. assist the Sheriff in those escort duties in The Pas area and carry them out exclusively in the Thompson-Churchill area.
- 6) Institutional staff escort sentenced prisoners transferred between Provincial Institutions.

The Sheriff's chief concern was that the overall escort procedures needed to be clarified for northern Manitoba.

RECOMMENDATIONS

A. R.C.M.P. POLICING SERVICES

Community Overview.

Community satisfaction with R.C.M.P. service varies widely in northern Manitoba. The range is from total disgruntlement as in Pukatawagan, Gods Lake Narrows, and Easterville, to nearly complete satisfaction as in Flin Flon and Snow Lake.

The most frequently encountered criticism of R.C.M.P. service was the inadequate frequency of patrols and lack of visibility while in the communities. Some objections addressed the point that the R.C.M.P. constables would spend their time in the patrol cabins rather than actually "patrolling" the community.

Complaints of non-response to calls for R.C.M.P. assistance were voiced by several of the outlying communities. Yet, there were usually counterbalancing reports that R.C.M.P. service seemed adequate when responding to a call. The latter was usually justified by a statement that no complaints about service had been heard by the respondent. The former statement was usually supported by at least one specific example.

All communities were concerned with preventative policing. They strongly suggest that an increased police presence would have a major deterrent effect. Those communities which are R.C.M.P. detachment bases would like the detachment manpower strength increased. All communities not being a detachment base would like to have at least one R.C.M.P. constable living in the community. Otherwise, these communities are

requesting increased patrols, more timely patrols (weekends and nights), and, in general, more time be devoted to interaction with the community, Band Chiefs, Mayors, and Councillors.

Concern was expressed over the want of knowledge and understanding of Native cultures and life styles exhibited by most R.C.M.P. constables. The communities are responsible entities which are seeking cooperation and communication with the R.C.M.P. constables. The more positive interaction which R.C.M.P. constables have and are having with some communities are the few communities which understand, respect, and assist the R.C.M.P. constable in his role. Several suggestions were forwarded by the communities to aid in rectifying this problem:

- (a) regularly scheduled meetings with community and/or Band leaders during visits to the communities and reserves.
- (b) increased cooperation and communication with community and/or Band leaders during visits to the communities and reserves.
- (c) improvement of R.C.M.P. education opportunities concerning Native cultures and life styles, and
- (d) incentive plans to encourage R.C.M.P. constables to gain a working knowledge of Native languages.

It should be noted that several R.C.M.P. constables interviewed were concerned with the above mentioned problems. Suggestions of educational seminars in the communities for the purpose of informing residents of the R.C.M.P. role and responsibilities were discussed. A further problem of R.C.M.P. morale and the absence of community support for R.C.M.P. officers was forwarded.

The inadequacy of manpower coupled with similar problems encountered by corrections and probation was viewed as a serious hindrance to delivery of adequate service by the entire criminal justice system. Recognition was made that where any part of the system is inadequate there is a direct negative effect upon at least one other part of the system, but usually the entire system is reflected upon.

Comments:

Although there is a wide variance of community satisfaction or dissatisfaction

with R.C.M.P. service in northern Manitoba, the above presentation is characteristic of the major general community concerns.

The communities which were most satisfied with R.C.M.P. service were either detachment bases (Flin Flon) or communities with negligible crime and delinquency incidence (Snow Lake). The communities expressing the adequacy of service were communities enjoying a good rapport with the R.C.M.P. constables and where the R.C.M.P. constables had shown a commitment to the community through close liaison and high visibility during patrols.

In other words, where the R.C.M.P. constables demonstrate a service philosophy (close liaison, responsiveness, sensitivity and high community interaction), rather than exhibiting an aloofness and unconcern for the community dynamics and structure, the R.C.M.P. are respected in the community.

Recommendations

It is recommended:

- I. That, in order to answer the northern communities expressed need for preventive policing, a requirement may exist for a full-time police presence in the communities, or increased police patrols and visibility in the communities. The Committee recommends that this happen either by the re-deployment of present police forces, or by the different use of police already employed, or by the increase of present police forces.
- II. That an orientation course should be provided to R.C.M.P. officers serving in Manitoba, on Native culture and Native policing, and that such a course be implemented by the R.C.M.P. inservice training immediately.
- III. That an opportunity should be given in the communities for R.C.M.P. to participate in a Native language course, with incentives given to the R.C.M.P. for participation in this kind of training.
- IV. That a major emphasis should be placed on involvement of the R.C.M.P. in local community affairs.

V. The Northern Corrections Committee accepts the principle that highly-trained personnel should not be used extensively in escort duty. It is recommended that the Police should not be involved in "post-sentence" escorting, and that an intensive study of the total escorting function should be undertaken to determine the total requirements necessary for the function.

B. AUXILIARY POLICING SERVICES

Community Overview

In general, the principle of auxiliary policing services (i.e. the Band Constables, the Community Constables) is well accepted by northern Manitoba communities. However, many communities were quick to indicate that the effectiveness of the auxiliary police force is hampered by the limitations under which it presently operates.

For example, communities such as God's Lake Narrows and Brochet pointed out jurisdictional limitations of the Band Constable. In the first instance, the frustration was over the fact that Band Constables could not arrest anyone off the Reserve. Thus, if Treaty Indians were disturbing an adjacent Métis community, the Band Constable was powerless to act. In the latter case, it was indicated that Métis "troublemakers" could cause a disturbance on the Reserve and the Band Constable could do nothing about it.

Referring to this type of problem, several Indian and Metis communities felt that efforts could be made to increase co-operation between the Band Constable (Indian) and Community Constables (Métis). In fact, efforts of this sort have been made by Pine Creek and Camperville (in the Dauphin.. Judicial District) and in those communities both types of constable assist one another in the collective performance of their functions. Northern communities such as Cross Lake, Easterville and Moose Lake have indicated a desire to attempt a similar co-operation "model". What limits the realization of this "model" is that many communities still lack a local constable. Thus, a Reserve such as God's Lake Narrows has a Band Constable, but the adjacent Métis community of the same name has no local constable. The reverse situation also presently exists in other locations. Due to tensions between some Métis and Treaty communities, neither wants to have constables from the other settlement patrolling their community. However, the co-operation model would allow both the Métis and Band Constables to assist one another in several situations while still maintaining their own respective jurisdictions.

Other limiting factors involved the lack of resources available to the local Constables. This ranged from inadequate training for the Constables to the general shortage of physical resources available; such as local lock-ups, office space, uniforms, etc. Several communities (Nelson House, Brochet, God's Lake Narrows...) were disturbed by the fact that their local Constables could not use the R.C.M.P. patrol cabins. These Reserves felt that the R.C.M.P. patrol cabins should be available for use by the Band Constable in the performance of his duties. In particular, it was stated that the cell located in the patrol cabin is necessary to accommodate "trouble makers" on a temporary basis until the R.C.M.P. can be summoned.

However, in regard to this point, the Chief Superintendent of the R.C.M.P. indicated that these patrol cabins are for the use of the R.C.M.P. Since the R.C.M.P. supply the patrol cabins, and are not under any responsibility to provide "lock-up" facilities in the Province, it was noted that the use of these facilities is solely by the discretion of the R.C.M.P. In fact, the responsibility for the provision of "lock-up" facilities rests with the Municipality.

Nearly all of the communities contacted felt that the training provided for the local Constable was seriously inadequate. Also, general complaints were expressed concerning inadequate salaries for the Constables.

A frequently frustrating problem for both the Band Constables and Community Constables is that they are selected by the Band or Community Council and are answerable to it. Thus, a dilemma may arise when the Constable must decide whether to arrest the relative of a Council member. At times, a decision of this kind was alleged to have led to dismissal of the Constable.

Comments:

The above presentation represents a cross-section of the major community concerns regarding auxiliary police services. It is felt that jurisdictional limitations and a lack of authority have placed the auxiliary police forces in a position whereby they have significant difficulties in fulfilling their responsibilities.

Recommendations:

It is recommended:

- I. That the "3B" concept should be extended to Métis communities, in addition to the Federal Reserves. The Northern Corrections Committee endorses the "3B" concept and supports the R.C.M.P. recruitment of native people, both for the "3B" plan and for regular recruitment.

Since the implementation of the "3B" plan is being delayed due to Federal/Provincial financial and cost-sharing discussions regarding policing in general, it is recommended that the present mechanisms (Local Constable program - Provincial; Band Constable program - Federal) be strengthened, and that provincial co-ordination be strengthened in the interim period.

- II. That an increasing emphasis should be placed upon better training for Local Constables in Métis communities. The Committee also recommends that, wherever possible, training should be provided in the North.

THE JUDICIARY

Both The Pas and Thompson have permanent Provincial Judges Courts. These two communities serve largely as the judicial centres for Provincial Judges Court in the north.

From The Pas, circuit courts are held in Flin Flon, Lynn Lake, Pukatawagan, Leaf Rapids, Snow Lake, Cranberry Portage and Moose Lake.

From Thompson, circuit courts are held in Wabowden, Gillam, Churchill, Ilford, Nelson House, Split Lake and Shamattawa.

The remainder of northern Manitoba, i.e. the "Norway House circuit" and Grand Rapids, are serviced by Provincial Judges from Winnipeg. These circuit courts include Norway House, Cross Lake, God's Lake Narrows, God's River, Island Lake, Poplar River, Red Sucker Lake, and Grand Rapids/Easterville.

The frequency of circuit court service is generally weekly in the largest centres or monthly in some remote communities, with some of the smaller communities receiving court service at longer intervals. The frequency of the circuit courts is, however, flexible if the crime incidence in the communities becomes higher or lower than normal.

The Court of Queen's Bench is located at The Pas. There are usually two Assizes held in The Pas per year (Spring Assize; Fall Assize). In the period January, 1972 to April, 1974, the number of criminal cases appearing before this court was nine.

There is no County Court centre in the north. This service is provided by the Dauphin Judicial District on a regular basis. Circuit County Courts are held in The Pas, Flin Flon and Thompson.

Court service to the northern communities is also available on a limited jurisdiction basis. At the present time there are eleven limited jurisdiction magistrates and twenty-one justices of the peace located in northern communities.⁷

Support services available to the northern courts include the Court Communicators and Probation Officers. Presently, there are three Court Communicators located in northern Manitoba at The Pas, Churchill and Norway House. The number of Probation Officers is eight and they are based in The Pas, Flin Flon, Thompson and Churchill.

The purpose of the Court Communicator is to assist persons of native extraction who are involved in the criminal court process, who have a lack of comprehension of the court proceedings, the judicial process, and who require guidance and direction in adopting the best course of action. The specific functions of the Court Communicator are:

1. To act as a liaison with the police in circumstances where a person has been accused of an offence, or otherwise taken into custody, or where an investigation is in process, where it is apparent that a simple explanation will result in the abandonment of further proceedings.
2. To advise an accused person as to the court process, the meaning of relevant aspects of that process and alternative courses of action open to the accused.
3. To assist in contacting legal counsel, or in the case of indigency, the Legal Aid Society, to ensure that legal representation will be obtained, and after the appointment of counsel, to assist in communication between the accused person and his lawyer.
4. In cases where legal counsel is not obtained and legal aid cannot be provided, then the communicator may obtain advice from the Legal Aid Society in circumstances where such is deemed advisable in order to assist the accused.

7. Limited jurisdiction magistrates at: Churchill; Norway House; Snow Lake; Gillam; Leaf Rapids; Thompson; Lynn Lake; The Pas; Grand Rapids.
Justices of the Peace at: Cross Lake; Flin Flon; Gillam; God's Lake Narrows; Ilford; Island Lake; Moose Lake; Norway House; Oxford House; Pukatawagan; Sherridon; Snow Lake; Split Lake; Wabowden; The Pas; Thompson.

5. In cases where the accused person is in custody, to assist in having such person released on bail or otherwise.
6. In the event of a plea of guilty and the accused is not represented by counsel in court, then the communicator may present mitigating circumstances or explanations to assist the accused in presenting beneficial information to the court.
7. To assist detained persons, as well as the police, in contacting relatives, social agencies and any person who might be of assistance, and contacting any specific agencies where assistance might be indicated through involvement of the accused in the court process.
8. To act as a liaison with the Probation Service -
 - a) contacting the Probation Service where a pre-sentence report is necessary;
 - b) assisting the probation officer in the preparation of a pre-sentence report;
 - c) assisting in explaining the terms of probation;
 - d) where probation supervision is ordered, to assist in providing the names of honorary or part-time probation workers;
 - e) where the accused is in custody and already on probation or on parole, to make an initial contact with the probation officer or probation liaison officer or parole officer.
9. Establish contact with various reservations and Indian and Métis organizations in their areas so that the communicator might be advised in the first instance as to when their services might be required.
10. Keeping records of matters processed, including the nature and extent of services rendered for statistical purposes.

A last comment concerning the judicial system is in regard to The Pas Court House. During the course of the study, a member of the Working Group observed a court sitting at The Pas. His observations, corroborated by many other sources, indicate that the present Court House is completely inadequate.

"The offenders who had been remanded in custody sat in the Jury box, while other offenders sat in the spectator area. When they were called by the Judge they would rise and stand in the place where they

had been seated instead of coming forward.... Some other observations were that during court recesses people were standing in the hallways or about the Court room; lawyers were trying to interview clients in the hallways or in the Court room itself, and even during the Court they were talking to clients, getting legal aid forms signed by them while cases were going on.... The hallway (outside the Court room) is utter confusion during court recesses with people coming in from the street to do business in other offices of the building, and with inmates, traveling from the upstairs of the Institution to the basement of the Institution, mixing with the people who were attending court."

RECOMMENDATIONS

Community Overview

The subject of court service frequency received a considerable degree of attention in the vast majority of the remote communities. Many of these communities felt that court service was much too infrequent, and that when court was held, that the proceedings were rushed and disjointed.

In discussions with several court officials, it was noted that two problems were contributory to the above-mentioned problems. The first factor involved weather conditions. Since court transportation in the north is most frequently by air, poor flying conditions often necessitate the cancellation of courts in remote communities with limited landing facilities.

The second factor cited was that a great many of the remote communities do not have adequate court facilities, or living accommodations for the court party. Consequently, it was stated that the court proceedings must be completed fairly rapidly in order that the court party could leave the community in the same day.

Several remote communities, however, could not understand why courts which had been cancelled, due to poor flying conditions, could not be re-scheduled in the community when weather had improved. It was stated that when court was cancelled for these reasons, no re-scheduling of court occurred, and that the community had to wait another month or longer for court service.

This, in turn, created other difficulties. Since the court sitting was not re-scheduled to process the present caseload, the next court sitting would sometimes face a caseload larger than it would be normally. Several lawyers interviewed indicated that the volume of work was simply too high in these cases to give adequate service. Consequently, many people appearing at court in the remote communities are remanded several times before the actual disposition of their case. The community leaders find this practice (multiple remanding) highly confusing and annoying. Due largely to a lack of understanding of the judicial system, the communities are distressed at seeing "offenders walking about free" in the community for months, at times, before any action is taken to resolve the case.

Several remote communities, also questioned the "unreasonable" speed of the court proceedings. On several occasions, it was stated that the Court party would be in and out of a community within the space of a few hours. In these occasions mentioned, court could have gone on for a significantly longer period with still enough time left to fly out of the community before night.

The speed and disjointed appearance of court proceedings elicit two major responses from the communities. The first is that hardly anybody in the community can understand what is happening in the court room. The result was that many of these people interviewed felt that the justice system was alien to them. A second response was that the pace and "informality" of the proceedings encouraged disrespect for the courts.

It was noted several times during the study that there were not enough Court Communicators available in the north to provide sufficient service to the Courts. The result is that a Court Communicator is not always available at all Court sittings. The Provincial Judges interviewed indicated that it would be beneficial to all concerned if a Court Communicator was available for all Court Sittings. This shortage of staff was also noted by several communities. Some of the remote communities expressed a desire to have the Defense Attorney and Court Communicator come to the community in advance of the Court sitting. This, however, is usually unfeasible because the present extensive Court schedule takes up the vast majority of the Court Communicator's time.

A resource problem encountered was in regard to the functions of the Court Communicator. Court officials interviewed, including Provincial Judges and Crown Attorneys, felt that the role of the Court Communicator was not sufficiently clear. There appeared to be a great deal of confusion as to the extent that the Court Communicator could give advice to the accused. The Committee was informed that this matter is presently receiving attention.

Insofar as the Court process alone is concerned, the role of the Probation Officer is to provide assistance to the sentencing judge or magistrate in regard to the potential disposition of the accused. This role

takes the form of a Pre-sentence report in the case of adults, or the Court Summary, in the case of juveniles. Usually the Pre-sentence report consists of extensive interviews with the accused, the accused's family, friends, community agencies, etc. The Probation Officer then makes an assessment of the accused and recommends potential disposition (s). The presiding magistrate or judge then has the option to choose whether to follow the recommendations of the report, or to follow some other course of action as the circumstances warrant.

Several problematic issues were raised in regard to Probation service to the Courts. The first, and most often cited, problem concerned the shortage of Probation Officers in the north. Primarily, this issue was concerned with post-dispositional problems encountered. It was noted that sentencing a person to Probation with supervision in communities such as Shamattawa, or God's Lake Narrows, for example, was not a very effective program. This was due to the fact that Probation personnel were rarely able to visit these communities more often than once every four to six months. Also, with a complete lack of any volunteer Probation Officers, or Probation Aides, supervision at the community level was impossible on a frequent basis. In fact, this problem is not unique to the remotest communities, but is a rather general problem to most northern communities. While the frequency of visits to larger communities, such as Norway House or Cross Lake is approximately monthly, it is questionable whether a one or two day visit per month provides adequate Probation .

Another factor noted involved whether a Probation Officer should be involved in the collecting of restitution from sentenced persons. The Probation staff felt that this function was properly an administrative role and that it should not be a Probation function.

Both the Court officials and Probation staff noted the significant problem caused by a lack of forensic services in the north. It was stated that any court case requiring psychiatric assessment had to be delayed for significant time periods while the accused was sent to Winnipeg for forensic

assessment. A general suggestion was that a northern forensic service should be established.

Community response to these aspects of the judicial system was varied but some central themes did emerge. Many remote communities questioned the practice of sentencing offenders to Probation in their communities. As was mentioned earlier, a proper level of Probation supervision is not available in the remote communities. Often, it was stated, the probationers immediately reverted to their old behaviour patterns after being sentenced. Possibly the greatest concern in this matter was the fear that the young people of the communities would develop a profound disrespect for the law by observing the antics of Probationers in their communities. This, coupled with a general lack of knowledge about the "white man's law", is seen to be a dangerous example to set for the young people of the remote communities. Other factors of the judicial system appeared to reinforce this position. For example, the Chief and Council of the God's Lake Narrows Indian Reserve observed that notices to appear in court are often treated lightly. It was stated that several times these notices had been ignored and that no action was taken by the court or police in regard to a failure to appear in court. The Chief and Council see this as disrespect for the court and the law and are confused as to why nothing is done about it. The same type of reaction was encountered in several other communities such as Grand Rapids, Easterville, Lynn Lake, Brochet and others.

A predominant issue that was cited frequently by many native communities was the lack of understanding of the present Criminal Justice system. While it was agreed that recent improvements in the system (example, the Court Communicator) were proving extremely worthwhile, many of the communities still felt alienated from the justice system. Many recommendations were made by the native communities to solve this problem. These suggestions included community resident participation as Probation Aides, Local Constables, Legal Aid liaison persons and general liaison personnel between the courts and the communities. All of these suggestions

consist of a central theme; which is that the native people are seeking involvement in the Justice system as a means of understanding it, and of helping their own people within the system.

In addition to this, many of the Band Councils expressed a desire to have the Justice system explained to them. In fact, several of these Councils felt that they should play an active and informed role in the application of the Justice system in their communities.

Comments

The courts are seen too often as handing out inappropriate sentences. Many communities feel they are too lenient. Probation is viewed as overworked by the courts in that not enough supervision is available and individuals are repeatedly placed on probation.

The courts are reported not to be spending any time with community leaders to explain the court process. If this were done, many community dissatisfactions may turn out to be misunderstandings. Also, communication may lead to solution of some of the problems identified in this Report. The communities want the courts to be more sensitive to community attitudes and to gain an understanding of the Court system.

It is felt not to be healthy to have communities suspicious of and lacking in respect for the courts.

LEGAL-AID SERVICE

Community Overview

Those communities which were able to comment on legal aid service were concerned with two major problems:

- a) that legal aid lawyers did not have time to prepare an adequate defence, thus, the people were not receiving equal treatment.
- b) there were a large number of people being remanded to later Court dates, which gives the lawyer time to prepare the case.

The legal-aid lawyers arrive with the Court Party on the day of Court. The only cases which they have prepared are those remanded from earlier Court dates. Therefore, the lawyer is interviewing accused in the Court room while Court is in session and/or is waiting for the lawyer to present a case. This creates an atmosphere of disorganization. Also, it appears that a five to twenty minute interview would not be adequate to enable proper defence.

This lack of time often results in the legal-aid lawyer persuading the accused to plead not guilty so a remand can be requested to allow time for the lawyer to prepare the case. A great deal of time is said to be wasted for both the accused and the Court due to this process. Accused who are known to be guilty will likely change their plea to guilty at a later Court appearance, be fined and lose another day's pay because of repeated Court appearances.

The communities expressed frustration that guilty people are placed on remand and left in the communities, which is interpreted as being more concerned with the rights of the guilty than the communities. It was stated that long delays due to remands result in cases being dismissed because of witnesses leaving the area.

Almost all communities would prefer that the legal aid lawyer arrive in the communities the day before Court to be able to properly prepare cases. Some communities indicated that a local resident should be trained to assist the legal aid lawyers by providing preliminary information to the lawyer upon his arrival.

Comments

The legal aid system provides accessibility to defence counsel which would not otherwise be available to many people. Further, the routine presence of a lawyer provides an opportunity for individuals not eligible for legal aid to acquire the services of the lawyer on a private basis.

There does not seem to be a contradiction in the legal aid goal of providing counsel and the high number of persons remanded who later change their plea to guilty. There is, though, a conflict between the lengthy remands and justice as it should be exercised. Often, the accused suffers more hardship due to delays by legal aid than benefit from being represented. Furthermore, communities view remands as "getting off" because they do not understand that the person must appear in court again, nor does the accused bother to explain this.

The necessity to remand cases should be decreased, as well as an explanation of what remand means, and why it is used, should be given to the communities.

Recommendations

It is recommended that:

- I(a) A "juvenile jury" system be implemented as a pilot project in a juvenile court. The "juvenile jury" would not be involved in determining delinquency but after such determination would suggest an appropriate sanction of the judge, although the judge would make the final decision as to the sanction to be imposed.

Section 8(b) of the Provincial Corrections Act provides that juvenile hearings should be in private except as authorized by the Juvenile Delinquents Act.

The Juvenile Delinquents Act provides that juveniles can be present in court if it serves the "purposes of justice".

In addition, the Juvenile Delinquents Act provides that there shall be a committee of citizens serving without remuneration to be known as the "Juvenile Court Committee". If there is a Children's Aid Society, it will constitute the committee, otherwise, such a committee may be appointed by the court.

Section 28 provides that such committee may meet as often as may be necessary, consult with probation officers with regard to juvenile delinquents and advise the court as to the best mode of dealing with delinquents to facilitate their reformation, and the Act specifically provides that the representatives of the Juvenile Court Committee may be present in any session of the Juvenile Court.

I (b)

A consideration in this recommendation is that input regarding specific or general, sentencing information could be provided by local community committees to assist the Court.

- II That not necessarily stiffer penalties to offenders is required, but rather that more practicable and visible alternatives should be employed.
- III That there should be community committees (or panels) involved in the Court system. Such committees would have the opportunity for input at the pre-sentence level with information that is pertinent to the case. Input at the post-sentence level could be injected if the panel felt that the sentence was inadequate or excessive.

This could be accomplished by approaching the Crown Prosecutor to appeal the sentence (if the sentence seemed inadequate). The Crown Prosecutor would make the decision to appeal, or would inform the community committee as to why no appeal would be made. In like manner, the Defence Counsel would be approached if the community committee felt that leniency seemed advisable.

Points of consideration regarding this concept are:

- a) That the Attorney-General's Department provide a community educational program, to explain the system of Justice.
- b) That local lines of communication be used to present the final report of the Northern Corrections Committee, and the community committee (panel) concept in order to encourage participation and support for this concept by the majority of the communities' population.
- c) The Northern Corrections Committee notes the problem of community participation and communication regarding the judicial process in areas where court is not held, but it is felt that light will be thrown on solutions to this problem as a result of pilot projects.
- d) That where an offence is committed in a community where court is not held, information concerning the court disposition of this offence should be communicated to the community leader (s). Some specific communities which have expressed the need for feedback are: Thicket

Portage, South Indian Lake, Pikwitonei, and Split Lake.

In addition to supporting the principle of community committees (panels) throughout the judicial system, it is recommended that the concept be tried in at least two communities on a pilot project basis. These two-year pilot projects should be implemented by the Attorney-General's Department for the purposes of clarifying effective modes of community participation and opinions to the Courts. It is also recommended that the communities of Nelson House and Moose Lake, being communities which have expressed a desire for more participation in the judicial and correctional processes, be approached as initial recipients of such a project. The projects, once implemented, should be monitored.

- IV That the practice of intermittent sentencing is only feasible if the correctional facility is close to the offender's home.

A better implementation of the concept would be for the sentencing judge to recommend to the superintendent of the correctional facility, an institutional program which will effect the intent of an intermittent sentence and this can be accomplished through work release programs, day parole, etc.

- V That the collection of restitution should be a Court administrative responsibility. (not a Probation Officer's responsibility)

- VI That the Courts must be regular and visible in the northern communities.

- VII That the Courts be accepted as a preventive instrument, and that the frequency of Court should be regular, even if the caseload might not normally justify a Court sitting.

- VIII That the Chief Provincial Judge and the Chief Court Communicator be responsible to convene meetings on a regular basis between the Court Party* and the communities, and between the circuit Judge alone and the communities as well.

- IX That a Judge give "on the job" training to Limited Jurisdiction Magistrates and Justices of the Peace. Also, both Limited Jurisdiction Magistrates and Justices of the Peace should be formally trained in all aspects of their duties, including the rights of the defendant. Furthermore, it is recommended that the roles and responsibilities of Limited Jurisdiction Magistrates and Justices of the Peace be clearly defined and understood by all sectors of the Northern Justice system.

* Court Party should include: Defence Counsel, Crown Prosecutor, Court Communicator, Police, Court Reporter, Judge, Probation Officer. Also, an invitation should be extended to the Superintendent of the Correctional Institution to attend the meeting.

- X That the criterion for appointment of Limited Jurisdiction Magistrates and Justices of the Peace, be by merit and by standards of performance, rather than in terms of political expediency.
- XI Since many northern communities do not understand Court sentencing practices and feel that the sentencing is generally too lenient, it is recommended that the Crown Prosecutor should be available to communicate with the community.
- XII The Northern Corrections Committee agrees in principle that Legal Aid should be provided in every circuit Court location, and that Legal Aid lawyers should go to the communities in advance of the regular Court Party to interview their clients and prepare the cases adequately for Court.

It is also recommended that the Northern Corrections Community Development Group study the feasibility of training community people to perform preliminary work for the Legal Aid Lawyers between Court sittings.
- XIII That Probation Orders with supervision should not be given without a Pre-sentence Report being available to the Court, with the full contents of the Report known to the Judge before sentencing.
- XIV That all breaches of Probation should be re-channelled through the Court System.
- XV That adequate, multi-purpose facilities be constructed in remote areas to serve, where necessary, as; a court room, a local "lock-up" to be used for the preventive detention of persons under the I.P.D. Act, etc., as the local conditions may require.

FORENSIC SERVICES

It is recommended that a decentralization of forensic services to the North take place through the use of existing appropriate northern professionals, on a fee-for-service basis, thus capitalizing on expertise available in other jurisdictions.

Forensic services include psychological testing and assessment of individuals who have been remanded for that purpose by the Courts. The purpose of forensic service is to determine whether an individual is capable of standing trial, and to provide the Court with pertinent psychological information to assist in the disposition of that individual.

It is felt that the present system of sending northern juveniles and adults to Winnipeg for forensic service may be inappropriate. Often, the northerners (especially those from remote communities) may experience a form of "culture shock" upon being transferred to a southern urban milieu. As a result of this state of "shock", the possibility exists for an erroneous forensic diagnosis of the individual. It is felt that a northern forensic service will alleviate the likelihood of "culture shock" victims and provide for better forensic service.

It is suggested that the present system of transporting individuals to the south, or of forensic teams accustomed to the southern culture and social milieu travelling north, is inappropriate. The concepts of "culture shock" and cultural differentiation (here, the lack of understanding of the social and cultural dynamics of northern communities) should be recognized as major diagnostic and assessment problems.

PROBATIONS/PAROLE SERVICE

Probation and Parole Service for the North is decentrally located in three major communities; The Pas, Flin Flon, and Thompson. Parole service is provided by Probation Officers in the northern region, and the Province bills the Federal Government on a "fee-for-service" basis for this service.

Probation Service is a functional unit within the Community Operations Division of the Department of Health and Social Development. The physical location of northern Probation offices is within the district office buildings of the Department of Health and Social Development.

At present, The Pas district office services five communities, with a staff of three full-time probation officers. The five communities are; Moose Lake, Cormorant, Easterville, Grand Rapids and The Pas.

The caseload varies from 130 - 150 at any one time. Of this, 78% are juveniles. In addition to their caseload, The Pas office handles anywhere up to 50 names per month, on the basis of R.C.M.P. referrals regarding Juvenile Delinquency. Approximately 50 pre-sentence reports are required per year, for Court purposes.

Frequency of Probation contact with The Pas service areas is as follows:

The Pas	- two contacts/week
Cormorant	- two contacts/week
Moose Lake	- one contact/week
Easterville	- one contact/week
Grand Rapids	- one contact/week

The Flin Flon office presently has one full-time Probation Officer who services the city of Flin Flon and the communities of Cranberry Portage, Pukutawagan, Brochet, Sherridon and Snow Lake. Some service is also provided by the Child Welfare worker in the Flin Flon office.

Lynn Lake is serviced by a resident generalist worker. Leaf Rapids is serviced by personnel operating out of the local Health Centre.

The caseload varied from 49 - 67 in the period of June 1, 1973 to June 1, 1974. Of this, approximately 55% are juveniles.

The frequency of Probation contact with the Flin Flon service area is approximately once weekly to all communities.

The Thompson District has four full-time Probation Officers and one vacant full-time Probation Officer position. The Thompson service area includes the city of Thompson, the Gillam area and Churchill, and the entire eastern region of northern Manitoba.

The following statistics are taken from monthly caseloads for the period February 1974 up to and including July 1974:

Thompson and surrounding area: peak month - juveniles 103, adults 27
low month - juveniles 61, adults 17

(Thicket Portage, Nelson House, Wabowden, and Pikwitonei showed no adults on probation or parole for this entire period).

Norway House and Cross Lake: peak month - juveniles 55, adults 7
low month - juveniles 25, adults 5

(In Cross Lake there was only one adult on probation/parole for the entire period).

Gillam area: peak month - juveniles 79, adults 8
low month - juveniles 57, adults 3

(There were no adults on probation in Split Lake, Ilford and York Landing).

Churchill: peak month - juveniles 25, adults 5
low month - juveniles 21, adults 4

The City of Thompson has one full-time Probation Officer assigned to it, and the frequency of contact is several times weekly. The frequency of contact outside of the major population centres in this area varies. The

following examples are appropriate to indicate the trend of this variance:

Nelson House	-	1 visit per month
Wabowden	-	1 - 2 visits per month
Jenpeg	-	3 visits per year
Norway House	-	3 visits per month
Oxford House	-	3 visits per year
God's Narrows	-	6 - 8 visits per year
Shamattawa	-	6 - 8 visits per year
Ilford	-	6 visits per year

General resources available to Probations are: school authorities; Reserve chiefs and councils; community councils; the Manitoba Métis Federation; the R.C.M.P. The Pas, Thompson, Flin Flon and Churchill also may have access to community resource groups (Native Clan Organization; concerned citizens groups). The value of these resources is dependent upon the interest present in each specific locality.

The vast majority of consultative and physical resources are located in southern Manitoba, and usually in Winnipeg.

CONSULTATIVE: Selkirk Mental Health team (one visit/month).
Forensic services (located in southern Manitoba).
I-Level Assessments (Manitoba Youth Centre).
Child Guidance Clinic (Wpg. Health Sciences Centre).

PHYSICAL: R.C.M.P. juvenile detention cells (in detachment locations; maximum - 24 hours).
The Pas Correctional Institution(+ 24 hours, but still very short-term).
The Manitoba Youth Centre (+ 24 hours and up to 3 - 4 months).

PLACEMENT: 113 foster homes (total for all of northern Manitoba)
Manitoba Home for Girls (southern Manitoba)
Manitoba Youth Centre-Community Placement (southern Manitoba).

PLACEMENT: (continued)

Marymound School (southern Manitoba).

Sir Hugh John MacDonald Hostel (southern Manitoba).

Knowles School for Boys (southern Manitoba).

Manitoba Home for Boys (southern Manitoba).

Manitoba School for Retardates (southern Manitoba).

2 - 3 Group Homes (Churchill Group Home [closed];
Y.W.C.A. in Thompson; one Group Home in Grandview, Man.;
Group Home being established in The Pas).

Manitoba Métis Federation Migration Centre (closed
down for lack of funds).

Many Probation staff contacted indicated that the need for increased staff is a major priority of Probation services in the North. It was felt that the frequency of service to many of the remote communities was inadequate due to staff shortages. It was cited that extensive travelling time to reach remote communities, and the lengthy distances between population centres were factors which dictated that a significant amount of the Probation Officer's time is spent in travelling to contact the client. This is particularly evident in the eastern region of the north where Probation contact could be as low as one contact per year.

Also, it was stated that the time necessary to maintain the caseload and to reach the outlying communities with some frequency really left no time to develop community programs and resources.

In order to alleviate this situation, and for other benefits, one of the major trends in Probation services is toward the development of volunteer Probation Officers. In the north, Volunteer Probation Officer programs are currently being developed in Island Lake and Carden Hill/St. Theresa Point. The Volunteer Probation Officers would assume a significant degree of responsibility for the daily supervision of Probation cases in locations where there is no resident Probation Officer. If effective, this program could help to alleviate the heavy workloads of Probation Officers in the major centres. It was also felt that the program would have other significant benefits.

Having conscientious citizens involved in all communities would provide the community with more knowledge of Probations as well as providing a liaison for the Probation Officer with the communities. Also, a result would be more contact with offenders and their families which would result in better understanding. Frequent and consistent contact would help to dispel the popular community myth that Probation is equivalent to "being set free". Lastly, it was felt that the terms of Probation could be more adequately enforced, since the Probation Officer would be kept informed of activities of, or new offences committed by those on Probation. As a result, new developments on a case would not go unnoticed for lengthy intervals due to the fact that the next court sitting or Probation Officer's visit would be several weeks or months hence.

RECOMMENDATIONS

Community Overview

Community satisfaction with Probation services varies widely in northern Manitoba. Generally, the larger population centres (The Pas, Flin Flon, Thompson, Churchill) were relatively well informed about the roles and functions of Probations, and addressed specific issues of concern. It should be noted that each of the above-mentioned communities possesses a resident Probation staff in a Social Development office. The major issues raised by these communities concerned the need for more community programs, juvenile holding and treatment facilities and to some extent, for increased Probation staff. Some of these communities had, or were in the process of, developing community programs. The Churchill "Drop-In" Centre and the Norway House Child Welfare Committee are appropriate examples. The Thompson Youth Centre Board presented a detailed proposal to the Provincial Government for a juvenile youth centre to be established in Thompson. (This proposal has been addressed in the "Corrections" section of this report)

On the whole, the outlying and remote communities are either thoroughly confused about, or quite dissatisfied with the Probation service. Some of the remote communities (God's Lake Narrows, Shamattawa, Wasagamach) were very confused as to the role and function of Probation. These communities were not really aware of what Probation was supposed to do for the offender and expressed many times the feeling that the offender "got off with nothing" or was "set free". Part of this confusion stemmed from the infrequent visits of Probation staff, and from the fact that there was rarely contact between the community leaders and Probation staff.

Much of the dissatisfaction expressed by remote communities reflected their conception of the effectiveness of Probation service. Often, Probation was considered to be an inappropriate sentence. This was largely due to the community's feeling that Probation Orders could not be enforced when the Probation Officer lived hundreds of miles away and only visited on an itinerant basis. Consequently, some of the communities interpreted the Probation sentence as an "invisible" punishment for the offender. This feeling was often reinforced when continued Probations would be given to an offender, even when

breaches of previous Probations had occurred. Many of these communities had no conception of the role of the Probation Officer in relation to breaches of Probation. Their perception was that "nothing was done".

Nearly without exception, the remote communities welcomed the concept of a community-based resident Probation assistant, or aide. Many of the communities suggested that this arrangement would be a welcome resource and noted that a resident Probation-aide would make Probation visible to the community. Several of the remote communities (Split Lake, Island Lake, God's Lake Narrows, for example) were quick to point out that any program of this type should pay the Probation-aide a sufficient salary to live on. In fact, this was one of the first questions raised when the concept was introduced to the communities. Moose Lake noted that it had been approached regarding a Volunteer Probation Officer program, but was very concerned over the wages paid to the Volunteers (\$20.00 per case per month). This was felt to be extremely inadequate.

Comments.

Probation sentences and Probation service are much criticized and even more misunderstood in the North. This is particularly true of the remote communities. Much of the confusion and disrespect for Probation sentences stems from the community's perception that Probation is not enforced. Much of the confusion over Probation service stems from the lack of communication between Probation staff and the various community leaders.

It is felt that if sufficient Probation supervision could be provided in each community that a significant step would be taken toward making the Probation sentence a visible alternative to incarceration. Furthermore, communications should be firmly established between Probation Officers and the local community leaders. Once the roles and functions of Probations are made known to the communities, a great deal of the distrust and suspicion fostered by misunderstanding could be dispelled.

The concept of community-based, resident Probation-aides will go far in answering both these issues. Further potential benefits can also be

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possible. If conscientious citizens are active in the community in this role, it is conceivable that community participation in supplemental programs (example: recreational programs) to Probations could be fostered.

Recommendations

It is recommended:

- I. That indigenous Probation Assistants, or Aides, be hired to work under the direction of trained Probation Officers, with the expectation (through development of a training program) that they could eventually be able to achieve full status, while remaining in the communities, as a Probation Officer.
- II. That the use of Volunteer Probation Officers be explored, expanding to outlying areas with the ultimate objective that every community will be serviced by Probation.
- III. That Probation Services be more clearly defined to the communities in regards to Probation functions and roles.
- IV. That a training program be established for Probation Assistants, or Aides, which would be similar to the "New Careers" approach, whether offered within or independently of the present "New Careers" program.

A. Corrections

Presently, northern Manitoba (the Northern Judicial District) contains one major correctional facility, located at The Pas. The Pas Correctional Institution is situated within the town limits and has provision for a staff complement of 20 full-time staff and 3 "term" staff. However, due to ongoing problems in recruiting permanent correctional staff in this region the actual staff complement consists of 15 full-time staff and 6 "term" staff.

The Institution provides accommodation for a maximum of 28 adult males and 4 adult females. These figures take into account both sentenced and remanded persons. Due to a chronic shortage of space in the facility, remands and sentenced residents are held together in the same living area. The actual average daily population in the period of June 1, 1973 to May 31, 1974 was 20.5 adult males and 2.1 adult females. (See Appendix "8" for more detailed information).

The Pas facility also has a small holding unit for 5 male juveniles. Any female juveniles detained must be placed with adult females in the "female section" of the Institution. The actual average daily population from June 1, 1973 to May 31, 1974 was 1.3 males and .9 females. (Appendix "9" for greater detail).

Ten individual cells in the basement of the Institution account for the holding area of those detained under the Intoxicated Persons Detention Act. From June 1, 1973 to June 1, 1974 there were 1,067 male admissions under this Act, and 354 female admissions, amounting to 1,421 total I.P.D.A. admissions over the year (Appendix "10").

Administratively attached to the Institution is the Egg Lake Rehabilitation Camp situated forty-five miles north of The Pas. The Egg Lake Camp has accommodation for approximately thirty men. The actual average daily population in the Camp over the June 1, 1973 to May 31, 1974 period was 21 (Appendix "11").

In order to measure the quantity of demand and the type of demand that is served by the Pas Correctional Institution, a statistical survey was conducted on the total admissions to the Institution for the period June 1, 1973 - May 31, 1974.

The total number of male adult admissions was 509 during this period. Female adults accounted for 43 admissions. There were also 138 male juvenile admissions and 107 female juvenile admissions. (Appendices "8" and "9")

Also, the population was analyzed as to "area of home residence", in order to observe the service area of The Pas facility. In turn, the "areas of home residence" were grouped into major catchment areas. These catchment areas are largely defined in terms of transportation/communication flow and are depicted in Appendix "12".

A similar analysis was performed on northern offenders who had been sent to the Headingley Correctional Institution, in order to determine the total institutional demand placed upon adult correctional facilities by the North. This analysis is illustrated in Appendix "13".

B. The Pas Facility

The facility at The Pas was constructed in 1916 and in addition to being a correctional facility it is also the Court House for the town. The Correctional component of the building occupies the main floor. The Provincial Sheriff's Office is also located in this building.

In total, all aspects of this Institution can be considered inadequate.

"There are no facilities for learning trades or upgrading education. Several reports have been

made of liquor getting to the inmates. This, we find, results from the public having access to all floors of the building. The inmates do all the cleaning of the building, and therefore, are mingling with the public and in this way have access to liquor. Any kind of rehabilitation program is impossible in these circumstances. There is no space for the counselling of individuals." ⁸

In addition to the above mentioned problems, there is the factor of available recreational space for residents of the Institution.

".....the present facility is most inadequate in terms of program and housing space, nor is there space for indoor and outdoor recreation. No other correctional institution in the Province has such a multi-faceted responsibility combined with such inadequacy of facilities." ⁹

The result is that recreation consists basically of playing cards or billiards in the second floor dormitory, or in taking a stroll around the cell block located in the basement.

A further problem to note is the housing of juveniles in the adult institution. At the present time a separate room is allocated to juveniles in the basement of the building. This arrangement, however, appears to be contradictory to the Juvenile Delinquents Act.

" 13 (1) No child, pending a hearing under this Act, shall be held in confinement in any county or other gaol or other

⁸ The Pas Council; Protective Services Committee; Report on the Court House and Gaol, August 16, 1974, page 32.

⁹ R. Slough, Report Concerning Corrections in Northern Manitoba, 1973, page 2

place in which adults are or may be imprisoned, but shall be detained at a detention home or shelter used exclusively for children or under other charge approved of by the judge, or, in his absence, by the sheriff, or, in the absence of both judge and sheriff, by the mayor or other chief magistrate of the city, town, county or place." 10

Even if by some means, adequate provisions could be made for more space; an adequate layout; and a separate and distinct area for juveniles (complete separation from the adult population); a dangerous problem exists in that the present building is a fire hazard. As stated in a Department of Labour report (Appendix "14"), a vast number of changes and renovations must be made to the present facility to meet minimum fire-safety requirements.

Due to these many factors, The Pas Correctional Institution does not constitute a viable facility for the range of services it is expected to provide to northern Manitoba.

The Correctional programs being offered presently are largely of the intra-institutional type. Services provided include classification, counselling, work-habits training and the day parole and temporary absence programs. Egg Lake Camp also offers a Life Skills Training program. However in regard to The Pas Correctional Institution, it must be remembered that a great deal of program effectiveness is lost due to the lack of suitable space, layout and facilities.

There is a considerable resource base in The Pas which could be used extensively in helping individuals return successfully to the community. Efforts are being made by the institution to interface with

relevant community programs and services. However, problems exist in this attempt because of an overall lack of co-ordinated policy between the various Governmental departments and divisions, and several community organizations themselves. For example, staff of the Community Operations Division (of the Department of Health and Social Development), including Probations staff, are unsure of their responsibility in any interface with the correctional institution. This type of uncertainty extends to the community organizations as well. The result is that many efforts to extend program availability, and to increase the effectiveness of existing programs, by use of non-institutional resources are made by individual initiative rather than by a co-ordinated policy.

C. Juvenile Correctional Services

As has been previously mentioned, there are no juvenile correctional facilities in northern Manitoba with the exception of a very small, short-term holding unit in The Pas. As a result, the only sentencing disposition that can be used to keep a juvenile in or near his/her own community is some form of Probation Order. If it proves necessary to detain the juvenile for any significant length of time, the juvenile must be sent to southern Manitoba juvenile correctional institutions. In the period June 1, 1973 to June 1, 1974, the total number of juveniles sent south was 93. Appendix "15" illustrates the breakdown of this total by reason for admission and average length of stay.

For a variety of reasons, many communities and Probation staff felt that this arrangement was unsatisfactory to northern needs. One of the major reasons cited was that northern juveniles must leave their own community and environment to obtain service. At times, the duration of stay in the south while receiving service is considerable. Consequently, family contacts are not possible, "culture shock" may occur (particularly with juveniles from remote communities who are encountering a southern milieu for the first time) and home community contact is lost (friends, local school peer group, relatives, etc.).

A dissatisfaction expressed by several communities was that juveniles would sometimes commit offences for the sake of being sent south to Winnipeg "on a vacation". In this aspect of the problem, the communities questioned the "deterrent effect" of sending juveniles from remote northern communities to an urban southern environment.

Communities such as Thompson, Churchill and Norway House were very vocal in their concerns about facilities and programs for northern juveniles. Each of these communities have formed "concerned citizens groups" which have approached the various levels of government in the past concerning increased services for northern juveniles and which give every indication of continuing to do so in the future. The Thompson Youth Centre Board provided a detailed proposal to the Northern Corrections Committee concerning a juvenile facility for the city of Thompson and its surrounding hinterland.

RECOMMENDATIONS

CORRECTIONAL FACILITIES AND PROGRAMS

Community Overview

Community satisfaction with correctional services varied considerably in northern Manitoba. Generally, the larger communities (Thompson, The Pas, Churchill, Norway House) expressed themselves in considerable detail on the subject of correctional services. The vast majority of the remote communities did not know a great deal about correctional services and their responses to this issue tended to be inquisitive in many instances. Some communities (Flin Flon, Snow Lake, Lynn Lake) were indifferent or complacent regarding correctional services.

The more informed and motivated communities such as The Pas and Thompson, presented specific proposals to the Northern Corrections Committee. Primarily, the persons and agencies contacted in The Pas were concerned with the present correctional facility located there but only really in terms of its potential as a fire hazard. The Pas made it clear that a dialogue between itself and the Provincial Government over the replacement of the present facility had been continuing for some time with results. Centres such as Thompson, Churchill and Norway House were concerned primarily with the lack of facilities and programs pertaining to juvenile corrections. All of these communities presented specific concerns to the Committee concerning the poor state of northern juvenile correctional resources. The Thompson Youth Centre Board provided a detailed proposal for a juvenile facility to be established in Thompson.

The remote northern communities tended to be basically inquisitive about corrections but did present some basic criticisms of the existing system. Some of these communities felt that institutions were "too soft" on the offender and that going to an institution was a reward rather than a deterrent. They suggested that community work programs, as an alternative to being incarcerated, would be more effective because the offender would be highly visible in the community and would be subject to peer group pressure

within the community. It was felt that this might serve as a better deterrent to further deviant behaviour than in having the offender transferred out to The Pas or Headingley Correctional Institutions.

Comments

Juvenile corrections receives a far higher priority than adult corrections in almost all of the communities contacted. Generally, the large northern urban centres are prepared to discuss the topic of adult corrections informatively but juvenile corrections is still considered the more important issue. The remote communities have very little knowledge of the correctional system, and are usually prepared to discuss only correctional issues which are of primary interest to that particular community. For example, Cross Lake does not feel it has a juvenile problem and is concerned primarily with the problem of adult offenders and the problem of alcoholism. On the other hand, communities such as Ilford, Grand Rapids and Wasagamach were experiencing increasing problems with juvenile delinquency and preferred to deal with that issue as the major focus.

Corrections as a separate function within the Criminal Justice System receives a fairly low priority throughout northern Manitoba when considered in relation to the other facets of the total system (Police, Courts, Probations). While there is certainly concern about corrections in the North (particularly juvenile corrections), the communities feel that immediate attention should be directed towards the "front-end" of the system.

Recommendations

It is recommended:

- I That a new adult male and female correctional facility be provided in The Pas with decentralization of some smaller types of facilities at Thompson and Norway House and at other points in the North such as Churchill and Gillam.

That maximum security for an estimated 20% of the resident population

of the new Pas facility would provide reasonable security. The new facility should be secure with sections which can provide special physical segregation according to needs.

That persons in the following categories should be held with a physical separation, but within the same facility:

- (a) Lock-up, Pre-court, I.P.D.A. temporary custody cases
- (b) Remanded persons
- (c) Sentenced persons
- (d) Day Parolees
- (e) Juveniles
- (f) Females

In this type of "modular" facility, it is recommended that the correctional facility staff be used in multiple functions, except where certain functions are incompatible.

The Committee recognizes that, ideally, there should be separate facilities for juveniles and adults, remands and sentenced. However, with the limited northern resources available, and the comparatively low institutional population in the North, the Committee realizes that the McReynolds' "envelope" concept of facility design (flexible use of a central facility by the operation of modular units) may prove the most economical and feasible idea. The Committee noted its awareness of public opposition to juvenile facilities being in close proximity to adult facilities, but feels that the "envelope" concept is the most feasible compromise between ideal facilities on one hand and limited resources on the other.

- II That non-institutional community programs should be developed which would allow convicted persons to serve their sentences in their home community, or near it. These programs would complement the trend created by the establishment of small, minimal security facilities in such locations as Thompson, Norway House, Churchill and Gillam. The Thompson facility should have a small, secure component for remands and sentenced persons requiring a secure setting.

The Committee finds the practice of sending remanded and sentenced

people from the North (with particular reference to north-eastern Manitoba) to Headingley Correctional Institution by reason of a lack of programs and facilities, and due to transportation problems, an unacceptable situation.

- III It is recommended that a small group of persons (not more than five), representing the components of the criminal justice system, should meet to establish admission criteria to the various types of facilities proposed. The above-mentioned group should then examine data in order to establish the size and locations of proposed facilities, subject to the general guidelines expressed in this Report of the Northern Corrections Committee. The suggested title of the group is the Northern Correctional Facilities Planning Group.

IV Majority Recommendation

That correctional institution personnel include within their role definitions an obligation to enhance the mutual collaboration between the institution and its surrounding community, including activity by institutional personnel in developing resources for community participation in, and understanding of, correctional programs. Where the present staff are over-burdened, additional staff should be recruited.
*Motion carried and adopted: 4 in favour, 2 abstained, 1 opposed.

- V Community Residential Centres: It is recommended that the community residential centre concept be supported by the government, and that such centres, operated by both private organizations and by the Corrections division, be created on a trial basis, to identify the most effective modes of operating them, and that they are to act as another option within the sentencing process.

It is also recommended that avenues should be explored both concerning the Federal Government's current consideration of funding such centres, and the Provincial Government's own potential role in extending such development.

VI The Thompson Youth Centre Proposal

The Committee recognizes that juvenile services and facilities are needed in Thompson. The Thompson proposal indicated that it would deal both with delinquent cases (pursuant to the Juvenile Delinquents Act; the Corrections Act) and neglect cases (pursuant to the Child Welfare Act). The Committee agrees that facilities are required for both types of cases, but that neglect cases, governed by the Child Welfare Act, were out of the jurisdiction of the Committee.

In regard to delinquent cases, it is recommended that a facility be established in Thompson with consideration for other facilities to be established in other parts of the North. The primary functions of the facility would be: holding for assessment (following the establishment of a northern forensic service); and a treatment function (pursuant to the Corrections Act). Other necessary functions should include education, recreation services, and lifespace counselling.

The Thompson Centre would house only those committed under the Juvenile Delinquents Act. The average length of stay in the Centre would be no more than three months for the majority of cases, but, depending upon Court disposition, a minority of juveniles may stay at the Centre for a period of six to seven months. In effect, the Committee suggests that the Thompson Youth Centre provide the same type of service to its area as the Manitoba Youth Centre and the Manitoba Homes for Boys and Girls now provide corporately for the Province.

The Committee was agreed that the Centre, being under the Juvenile Delinquents Act, should be publicly funded and administered. It was agreed that the principle of community participation was an important factor, but the level of participation in regard to the Youth Centre could not be agreed upon.

The Committee agreed that the local community should retain the authority and responsibility for the development and operation of facilities such as group homes and half-way houses which are complementary to the services and facilities provided under Provincial Government auspices.

The Committee recommends that the Provincial Government support local communities in the establishment of more diversified child care facilities such as group foster homes, group homes, etc., thus avoiding the under-placement of some neglected and delinquent children in regular foster homes, or the over-placement of some children in "holding" facilities.

The Committee further recommends that the present Child Welfare Review Committee focus on the specific aim of this need for a better range of resources for some neglected and delinquent children.

It was also recommended that the Provincial Government meet with the present Thompson Youth Centre Board shortly after the submission of the Northern Corrections Committee Report, for the purpose of:

- (a) explaining the Government position and future plans regarding the proposed Youth Centre.
- (b) clarifying the proposed role of the Youth Centre Board.

It was recommended that a letter be drafted for the Minister's signature, which would contain the recommendations that were developed by the Committee concerning the Youth Centre proposal, and that this letter be forwarded as soon as possible to the Thompson Youth Centre Board.

III. ALTERNATIVES TO FINES

ALTERNATIVES TO FINES

Although the Committee does not preclude that fines are a totally inappropriate disposition, the Committee does agree that the situation of a "paupers prison" should fittingly be condemned and avoided. In general, being a poor law-violator should not cause one to be more subject to incarceration than those law-violators who are able to pay fines. Further, a Remission Board does exist and has the authority to extend the time to pay a fine, or to remit a fine. The Committee does not intend to encourage wholesale extensions or remissions of fines, but rather to make the public aware of the Remission Board and its purpose. This is one procedure to avoid incarceration due to poverty.

Both the Committee and many northern communities suggest that another procedure is to investigate the potential for development and use of well conceived and adequately supervised community projects. These projects could replace the payment of a fine without causing more hardship or being more punitive than fine-payment or incarceration, while still serving justice.

Recommendations

It is recommended:

- I That in summary conviction matters, a person should not be incarcerated for inability to pay a fine unless there is evidence of irresponsibility or of wilful or deliberate refusal to pay the fine and that more effective sanctions than incarceration should be applied where possible.
- II That the use of supervised community work projects as a condition of probation be explored as an alternative means to fines, or incarceration, or upon the granting of a conditional discharge.
- III. That the subject of returning fine monies to the community as an incentive for community involvement should be explored.

- IV That, since a Remission Board exists, which has the power to remit any fine imposed by Court, that the northern communities be granted a simple way to recommend remission and extension of time to pay fines, and that the system involve a responsible community group which would make the recommendation prior to the executing of a warrant for non-payment of fine.

- V That the Attorney-General issue a directive to the Police, concerning Section 243 (2) of the Liquor Control Act, empowering the Police to confiscate open bottles of liquor (without mandatorily laying a charge) following the normal appeal period.

IV. GENERAL RECOMMENDATIONS

GENERAL RECOMMENDATIONS

The vast majority of communities expressed an urgency in dealing with problems which are perceived as effects of alcohol abuse. Instances of abusive and assaultive behaviour toward family and community residents by intoxicated people, assaults upon intoxicated persons, robbery of intoxicated persons, and lack of enforcing regulations on liquor outlets were encountered generally throughout the north.

The Committee recognizes the benefit of maintaining communication with other Provinces and the Federal government for purposes of exploring and monitoring developments in the criminal justice system. Such communication should be viewed as decreasing duplication of efforts with experimental programs, enabling the Provinces to capitalize upon the efforts of other jurisdictions, and enhance the flow of developmental information while encouraging planned development rather than proliferation due to "fads".

The Government of Manitoba policy of developing a community corrections strategy can best be accomplished, in the Committee's opinion, through the development of a coordinating and consultative group. Such a group would be responsible for assisting both government and private groups in designing and implementing resources relative to the criminal justice system. The perspective of this group should be strongly community oriented, while using a system co-ordinating approach.

Recommendations

It is recommended:

- I That a group, either permanent or temporary, be established to assist northern communities in: fostering community involvement in corrections; developing programs; drawing up funding arrangements; program implementation; program evaluation; and providing an advocacy role for communities with various government and non-government agencies. The main focus should be on Corrections, but a perspective must also be

maintained as to social and economic problems. This group, hereafter referred to as the Northern Community Corrections Development Group, would be responsible for the co-ordination of the many public and private agencies in the correctional field, in addition to the above mentioned community assistance functions. Representation within the Group should include: The Department of Northern Affairs; the Manitoba Métis Federation; the Manitoba Indian Brotherhood; the Northern Association of Community Councils; the Attorney-General's Department; and the Department of Health and Social Development. The Group would originate in and be chaired by the Department responsible for Corrections.

The general structure of this Group would include a full-time Co-ordinator, with the rest of the Group being part-time members.

- II That communications be maintained with the other Provinces in regard to information exchanges concerning development and experimentation being conducted in the correctional field.
- III That there be an aggressive alcohol education program and an expansion of services to assist persons with alcohol problems in the remote northern communities. Furthermore, it is recommended that there be strict enforcement of the Liquor Control Act regulations applying to the retail liquor outlets.
- IV It is recommended that, since the Government has a policy of community involvement, concerned community groups which address the Government should receive prompt and serious consideration regarding their problems, questions or solutions.

It was also recommended that the Northern Community Corrections Development Group could assist the communities in regard to stating their needs or difficulties to the Government.
- V That all professional groups be given incentives to learning native languages and culture.

APPENDICES

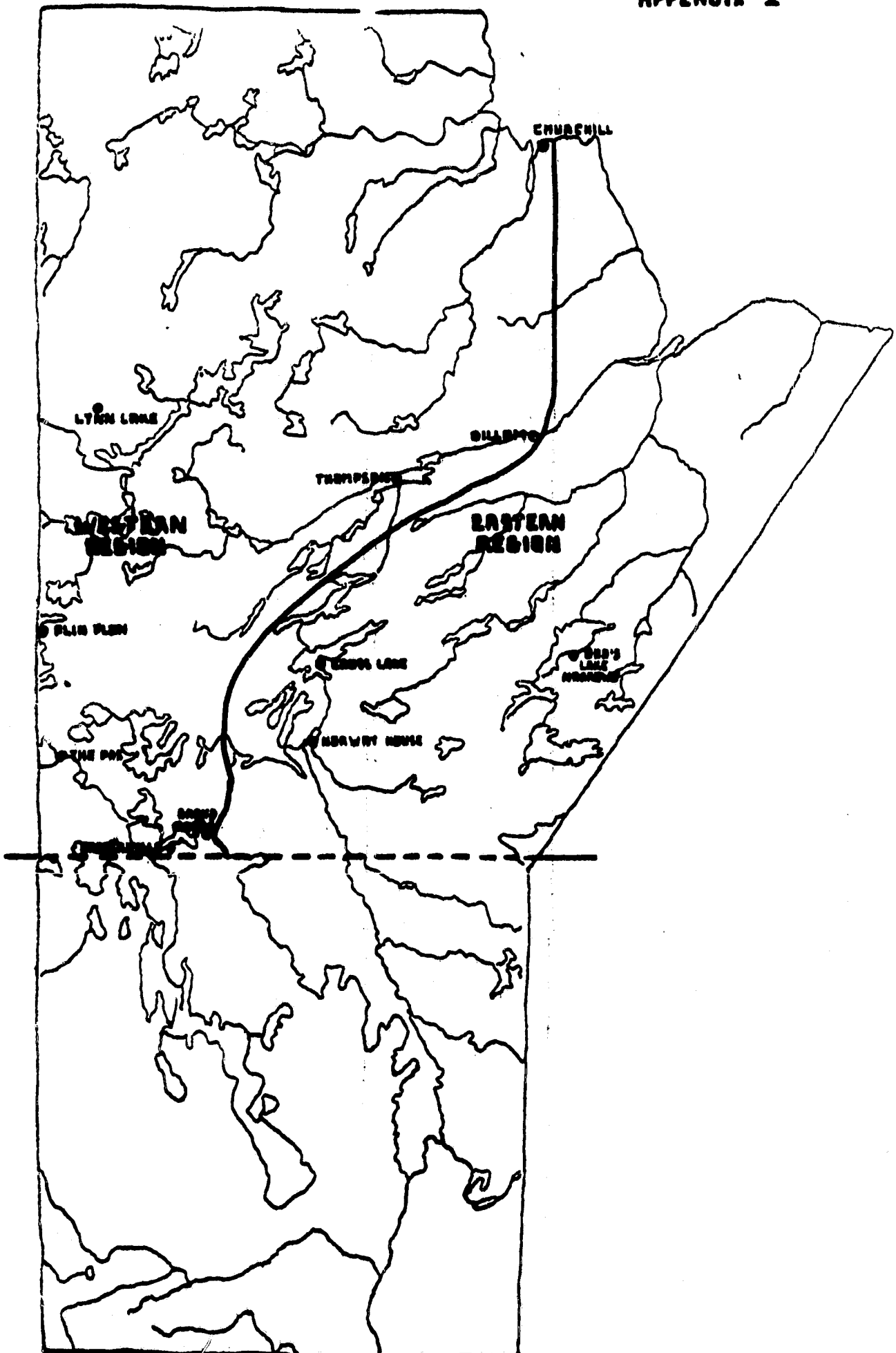
NORMAN REGION

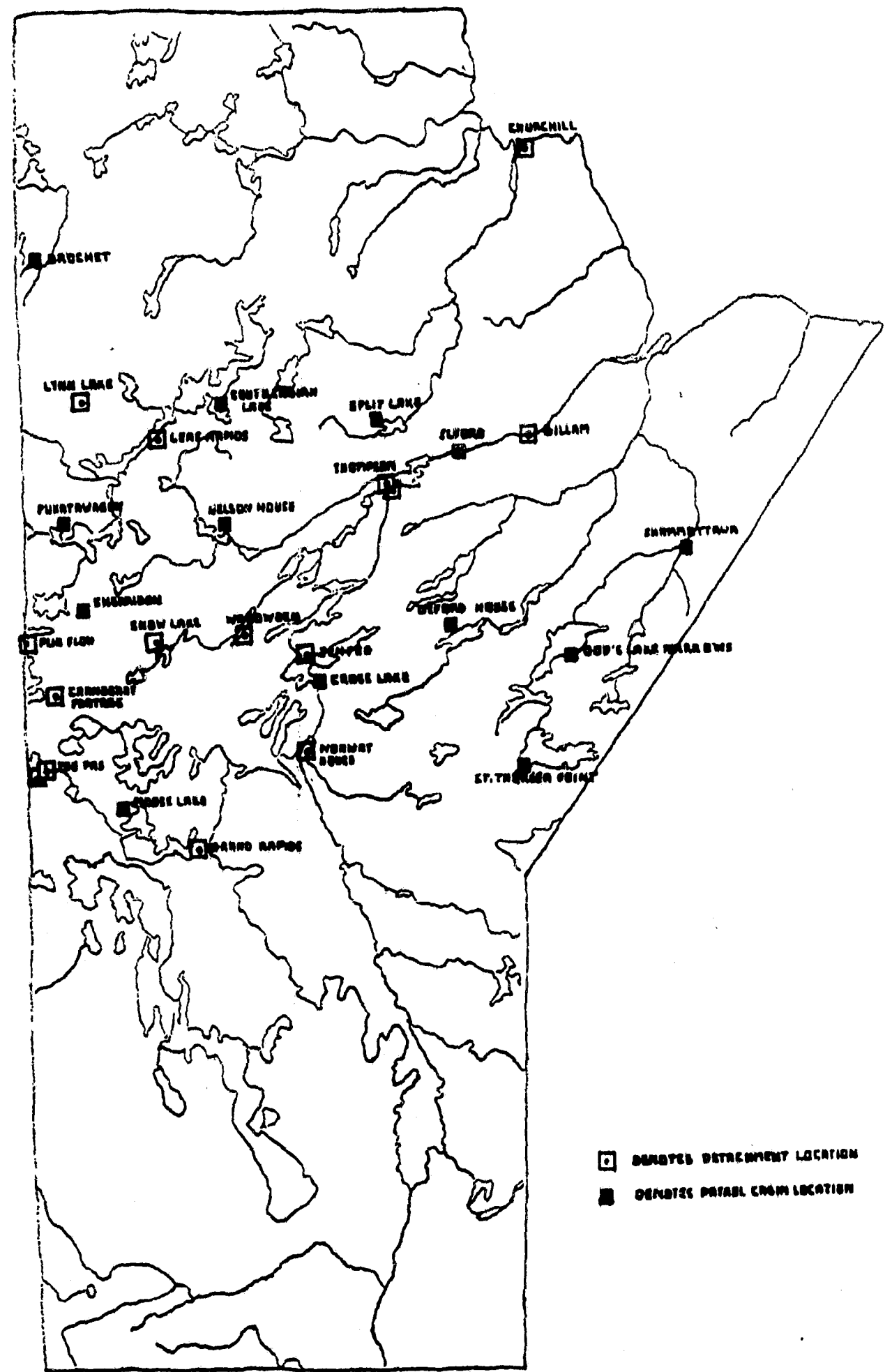
<u>City, Town, Village, Rural Municipality, Local Govt., District or Unorganized Territory</u>	<u>Population as of June 1st, 1971</u>	<u>Population as of June 1st, 1972</u>	<u>Population as of June 1st, 1973</u>
1. Churchill (LGD)	2,991	2,777	2,632
2. Consol (LGD) Including Carrot Valley, Cranberry Portage, Wanless & Other	2,873	2,942	2,874
3. Gilliam (LGD)	1,817	1,682	1,684
4. Fln Flon (C)	9,564	9,394	8,997
5. Leaf Rapids (LGD)	-	15	482
6. Lynn Lake (LGD)	3,624	4,006	4,441
7. Mystery Lake (LGD)	1,310	604	202
8. Snow Lake (LGD)	1,646	1,652	1,627
9. The Pas (T)	7,856	8,374	8,577
10. Thompson (C)	20,623	18,953	18,219
11. U. T. (Part of DBS 16) Including: Cold Lake Cormorant, D. R. Hamilton Herb Lake, Moose Lake, Norway House, Pikiwitoni, Thicket Portage, Wabowden and Other	8,734	7,110	7,414
TOTAL	61,038	57,509	57,149

REGIONS	INDIAN BANDS	NUMBER	TOTAL POPULATION*		ACTUAL POPULATION**	
			AS OF DEC. 31		ON RESERVES AS OF JUNE 1	
			1972	1973	1972	1973
Central	Long Plain	6	875	909	642	684
	Long Plain Sioux	6A	231	242	185	192
	Sandy Bay	5	1,569	1,609	1,354	1,394
	Swan Lake	7	469	489	400	433
	TOTAL		3,144	3,249	2,581	2,703
Eastman	Berens River	13	792	817	700	726
	Bloodvein	12	387	396	384	403
	Buffalo Point	36	30	31	24	25
	Fort Alexander	3	2,236	2,279	1,615	1,737
	Hollow Water	10	394	404	358	381
	Little Black River	9	224	234	213	231
	Little Grand Rapids	14	788	801	701	720
	Poplar River	16	426	439	379	397
	Roseau River	2	814	829	691	702
TOTAL		6,091	6,230	5,065	5,322	
Inter-Lake	Brokenhead	4	462	473	379	395
	Chemahawin	32	382	404	361	377
	Fairford	50	789	818	704	729
	Fisher River	44	1,158	1,178	922	966
	Grand Rapids	33	291	305	-	-
	Jackhead	43	310	313	290	310
	Lake Manitoba	46	539	551	447	469
	Lake St. Martin	47	691	688	658	684
	Little Sask.	48	339	359	280	289
	Peguis	18	2,291	2,303	1,607	1,683
TOTAL		7,252	7,392	5,648	5,902	
Norman	Barren Lands	197	554	593	522	554
	Churchill	-	355	364	-	-
	Cross Lake	19	1,770	1,827	1,535	1,596
	Fox Lake	-	249	285	-	-
	Garden Hill	22	1,794	1,417	1,235	1,269
	God's Lake	23	1,149	1,163	1,031	1,061
	Matthias Colomb	198	1,018	1,034	814	822

			1972	1973	1972	1973
Norman (cont'd)	Moose Lake	31	307	312	296	308
	Nelson House	170	1,615	1,672	1,432	1,488
	Norway House	17	2,123	2,149	1,661	1,720
	Oxford House	24	898	923	792	815
	Red Sucker Lake	22	271	287	261	275
	Shamattawa	-	457	480	-	-
	Split Lake	171	981	1,006	683	737
	St. Therese Point	22	1,045	1,067	824	899
	The Pas	21	1,140	1,155	824	878
	Wasagamack	22	451	463	415	429
York Factory	-	353	367	-	-	
TOTAL			16,100	16,564	12,325	12,851
Park- land	Crane River	51	156	160	114	123
	Ebb & Flow	52	538	551	471	500
	Pine Creek	66A	596	595	470	497
	Shoal River	65	571	583	534	545
	Valley River	63A	421	431	331	353
	Waterhen	45	345	352	321	304
TOTAL			2,627	2,672	2,241	2,322
West- man	Birdtail Sioux	57	210	412	195	205
	Gambiers	63	28	28	9	9
	Keeseekoowenin	61	325	332	277	284
	Oak Lake	59	286	294	284	299
	Rolling River	67	331	333	297	295
	Sioux Valley	58	983	988	873	908
	Waywayseecappo	62	780	792	656	677
TOTAL			2,943	3,179	2,591	2,677
Total Summary of Regions			38,157	39,286	30,451	31,777

* Indian Affairs population data: represents resident and non-resident Indians
 ** M.H.S.C. population data: represents resident Indians.





R.C.M.P. Patrol Areas/Patrol Frequencies

<u>Detachment</u>	<u>Area</u>	<u>Frequency</u>
Churchill	Dene Village	Daily
Gillam	Ilford	Weekly
Gillam	Shamattawa	Weekly/Monthly
Thompson	Split Lake	Weekly
Thompson	Pikwitonei	Monthly
Wabowden	Thicket Portage	Weekly
Norway House	St. Therese Point	Weekly/Monthly
Norway House	God's Lake	Weekly/Monthly
Norway House	Cross Lake	Full-time/Daily
Norway House	Poplar River	Weekly/Monthly
Norway House	Oxford House	Weekly/Monthly
Lynn Lake	Brochet	Weekly/Monthly
Lynn Lake	South Indian Lake	Weekly/Monthly
Lynn Lake	Pukatawagan	Daily/Weekly
Cranberry Portage	Sherridon/Cold Lake	Weekly/Monthly
The Pas	Moose Lake	Weekly/Monthly
The Pas	Cormorant	Monthly

R.C.M.P. "Lock-Ups" in Northern Manitoba

Key : * denotes lock-up facility in Local Government District building;
 ** denotes lock-up facility in Municipal building
 *** denotes lock-up facility in R.C.M.P. building
 **** denotes lock-up facility in "other" building

<u>"Lock-Up" located at:</u>	<u>In:</u>
Thompson	**
Churchill	***
Gillam	*
Sabowden	***
Snow Lake	*
Cranberry Portage	***
Lynn Lake	*
Jenpeg	**** (Manitoba Hydro Leaschoi)
Flin Flon	**
Norway House	***
Grand Rapids	***
The Pas	**
Leaf Rapids	*

N.B. Thompson Facility has been reclassified as a temporary holding facility as of January, 1974. They can hold persons on remand up to a total of four days.

HEADINGLEY CORRECTIONAL INSTITUTION.

June 1, 1973 - June 1, 1974

OFFENDERS ESCORTED TO HEADINGLEY ON REMAND, OR TO SERVE SENTENCE

<u>COMMUNITIES</u>	<u>REMAINED</u>	<u>SENTENCED</u>
BIRD	1	-
CHURCHILL	4	32
CORMORANT	1	-
CRANBERRY PORTAGE	1	1
CROSS LAKE	1	1
FLIN FLON	2	1
GILLAM	-	7
GOD'S LAKE	2	-
GRAND RAPIDS	4	1
GULL LAKE	1	1
ILFORD	-	4
LEAF RAPIDS	2	-
LYNN LAKE	2	-
MOOSE LAKE	-	1
NORWAY HOUSE	5	2
OXFORD HOUSE	3	1
PUKATAWAGAN	4	5
SHAMATTAWA	3	4
SNOW LAKE	1	-
SPLIT LAKE	1	-
THE PAS	2	8
THOMPSON	8	4
WANLESS	1	-
YORK LANDING	1	-
	<hr/>	<hr/>
TOTALS	50	73

Escorts By the Sheriff, Northern Judicial District
July, 1973 - July 1974

Number of Prisoners Escorted

<u>From</u>	<u>To</u>	<u>No. of Prisoners</u>
The Pas	Winnipeg (Headingley Correctional Institution or Stony Mountain Penitentiary)	35
Winnipeg	The Pas	7
The Pas	Thompson	1
Thompson	The Pas	2
Other		6

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THE PAS CORRECTIONAL INSTITUTION, JUNE 1, 1973 - MAY 31, 1974Adult Male Population Statistics

Month	Total Man Days	High Day	Low Day	Average
June '73	474	22	14	16
July	590	24	11	19
August	470	24	6	15
September	599	22	18	20
October	767	30	20	25
November	554	21	16	18
December	798	33	18	25
January '74	946	35	22	31
February	598	28	15	20
March	567	23	14	18
April	488	20	15	16
May	638	25	18	21

TOTAL MAN DAYS (1 year)

7480

AVERAGE DAILY MALE POPULATION

20.5

TOTAL ADMISSIONS

509

THE PAS CORRECTIONAL INSTITUTION, JUNE 1, 1973 - MAY 31, 1974

Adult Females Population Statistics

Month	Total Man Days	High Day	Low Day	Average
June '73	142	6	2	4.7
July	138	6	3	4.6
August	144	6	4	4.6
September	98	4	3	3.3
October	98	5	2	3.3
November	51	3	1	1.7
December	38	3	1	1.2
January '74	42	3	1	1.4
February	9	2	0	.3
March	0	0	0	0
April	6	2	0	.2
May	7	1	0	.2

TOTAL MAN DAYS (1 year)	<u>773</u>
AVERAGE DAILY FEMALE POPULATION	<u>2.1</u>
TOTAL ADMISSIONS (1 year)	<u>13</u>

THE PAS CORRECTIONAL INSTITUTION, JUNE 1, 1973 - MAY 31, 1974Male Juvenile Statistics

Month	Total Man Days	High Day	Low Day	Average
June '73	24	3	0	.8
July	12	1	0	.4
August	16	2	0	.5
September	21	2	0	.7
October	21	3	0	.7
November	48	5	0	1.6
December	22	3	0	.7
January '74	89	7	0	2.9
February	94	8	0	3.4
March	21	3	0	.7
April	43	3	0	1.4
May	78	6	0	2.5

TOTAL MAN DAYS (1 year)	<u>489</u>
AVERAGE MALE JUVENILE POPULATION	<u>1.3</u>
TOTAL ADMISSIONS (1 year)	<u>138</u>

THE PAS CORRECTIONAL INSTITUTION, JUNE 1, 1973 - MAY 31, 1974

Female Juvenile Statistics

Month	Total Man Days	High Day	Low Day	Average
June '73	17	2	0	.6
July	30	4	0	1.0
August	51	4	0	1.6
September	35	4	0	1.2
October	54	4	0	1.7
November	32	4	0	1.1
December	0	0	0	0
January '74	27	2	0	.9
February	21	3	0	.7
March	27	3	0	.9
April	29	3	0	.9
May	16	2	0	.5
TOTAL MAN DAYS (1 year)				<u>337</u>
AVERAGE FEMALE JUVENILE POPULATION				<u>.9</u>
TOTAL ADMISSIONS (1 year)				<u>107</u>

THE PAS CORRECTIONAL INSTITUTION, JUNE 1, 1973 - MAY 31, 1974Adult Male I.P.D. Act Statistics

Month	Total Man Days	High Day	Low Day	Average
June '73	109	14	0	3.6
July	89	11	0	2.5
August	140	21	0	4.5
September	100	15	0	3.3
October	100	14	0	3.2
November	63	8	0	2.1
December	70	9	0	2.3
January '74	56	7	0	1.8
February	91	18	0	3.3
March	96	6	0	3.1
April	57	7	0	1.9
May	96	13	0	3.1
TOTAL MAN DAYS (1 year)				<u>1067</u>
AVERAGE DAILY ADULT MALE I.P.D. ACT POPULATION				<u>3.</u>

THE PAS CORRECTIONAL INSTITUTION, JUNE 1, 1973 - MAY 31, 1974Adult Female I.P.D. Act Statistics

Month	Total Man Days	High Day	Low Day	Average
June '73	35	6	0	1.7
July	40	6	0	1.3
August	36	5	0	1.2
September	33	4	0	1.1
October	26	7	0	.8
November	26	3	0	.9
December	26	5	0	.8
January '74	17	3	0	.5
February	30	6	0	1.1
March	30	5	0	1.0
April	21	4	0	.7
May	34	5	0	1.1

TOTAL MAN DAYS (1 year)

354

AVERAGE DAILY ADULT FEMALE I.P.D. ACT POPULATION

1.0

THE PAS CORRECTIONAL INSTITUTION, JUNE 1, 1973 - MAY 31, 1974EGG LAKE CAMP

Month	Total Man Days	High Day	Low Day	Average
June '73	979	32	29	33
July	983	33	31	32
August	1032	33	33	34
September	776	29	24	26
October	514	18	16	17
November	496	16	15	17
December	438	17	15	15
January '74	528	21	17	17
February	485	18	17	18
March	500	16	16	17
April	486	16	15	17
May	445	13	13	15

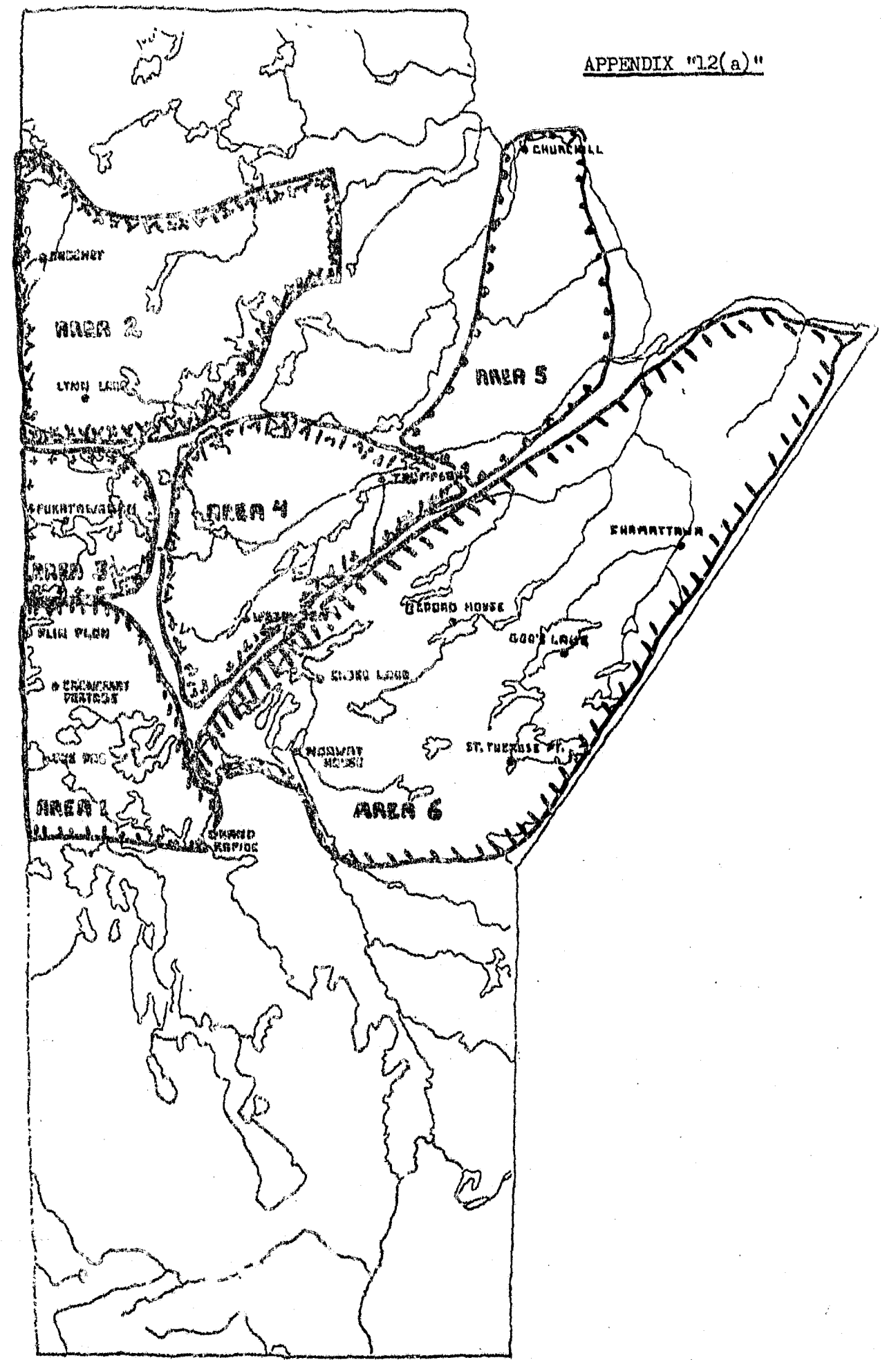
TOTAL MAN DAYS (1 year)

7662

AVERAGE DAILY EGG LAKE CAMP

21

APPENDIX "12(a)"



THE PAS CORRECTIONAL INSTITUTION

TOTAL SENTENCED POPULATION/SENTENCE CATEGORY/CATCHMENT AREA

June 1, 1973 - June 1, 1974

CATCHMENT AREA	RACIAL ORIGIN	SENTENCE CATEGORY					PART OF SENTENCE SERVED AND PART - PAYMENT BY FINES(S)	TOTALS
		MANDATORY SENTENCE(S) - 2-3 MONTHS	MANDATORY SENTENCE(S) < 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES	SENTENCE SERVED IN LIEU OF PAYMENT BY FINES(S) ONLY		
AREA 1	INDIAN	8	3			27	11	49
	METIS	9	7	1	1	16	3	37
	WHITE	5		1		2	4	12
	TOTAL	22	10	2	1	45	18	100
AREA 2	INDIAN	1	2			3		6
	METIS							
	WHITE					2		2
	TOTAL	1	2			5		7
AREA 3	INDIAN	11	2			2		15
	METIS					2	1	4
	WHITE							
	TOTAL	11	2			5	1	19
AREA 4	INDIAN		2			10	2	14
	METIS	4	2			5		11
	WHITE	5				5	3	13
	TOTAL	9	4			20	5	38
AREA 5	INDIAN	1		1				2
	METIS							
	WHITE							
	TOTAL	1		1				2
AREA 6	INDIAN	7	32			19		60
	METIS		3			2		5
	WHITE		1					1
	TOTAL	7	36			21		64
AREA 7	INDIAN	4	1			2		11
	METIS	2	1			5	2	10
	WHITE	4	1	1	1	2	1	10
	TOTAL	10	3	1	1	13	3	28
TOTAL:- ALL CATCHMENT AREAS SERVED BY THE PAS.	INDIAN	34	42	1		67	13	157
	METIS	15	15	2	1	31	5	70
	WHITE	14	2	1	1	11	3	27
	TOTAL	63	59	4	2	109	21	264

THE PAS CORRECTIONAL INSTITUTION
 SENTENCED POPULATION BY SENTENCE CATEGORY
 June 1, 1973 - June 1, 1974

- CATCHMENT AREA 1 -

HOME COMMUNITY	RACIAL ORIGIN	MANDATORY SENTENCE(S) - ≥ 3 MONTHS	MANDATORY SENTENCE(S) < 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES	SENTENCE SERVED IN LIEU OF PAYMENT OF FINE(S) ONLY	PART OF SENTENCE SERVED FINE PART - PAYMENT OF FINE(S)	TOTALS
THE PAS	INDIAN	1	1			10	3	15
	METIS	2	3			8	2	15
	WHITE	2					2	4
	TOTAL	5	4			18	7	34
THE PAS RESERVE; BIG EDDY RESERVE	INDIAN	1				11	7	19
	METIS			1		3		4
	WHITE							
	TOTAL	1		1		14	7	22
UMPERVILLE	INDIAN					1		1
	METIS					2		2
	WHITE							
	TOTAL					3		3
CARRAD RIVER	INDIAN					2		2
	METIS							
	WHITE							
	TOTAL					2		2
YOUNG'S POINT	INDIAN						1	1
	METIS							
	WHITE							
	TOTAL						1	1
FLIN FLOK	INDIAN							
	METIS	4	2					6
	WHITE	3					2	5
	TOTAL	7	2				2	11
SNOW LAKE	INDIAN							
	METIS							
	WHITE			1				1
	TOTAL			1				1
GRAND RAPIDS	INDIAN	2	2					4
	METIS		1			1		2
	WHITE							
	TOTAL	2	3			1		6

THE PAS CORRECTIONAL INSTITUTION APPENDIX "12(b)" (cont'd)
 SENTENCED POPULATION BY SENTENCE CATEGORY
 June 1, 1973 - June 1, 1974

- CATCHMENT AREA 1 CONTINUED -

HOME COMMUNITY	RACIAL ORIGIN	MANDATORY SENTENCE(S) -					SENTENCE SERVED IN LIEU OF PAYMENT OF FINE(S) ONLY		TOTALS
		≥ 3 MONTHS	< 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES	PART OF SENTENCE SERVED IN LIEU OF PAYMENT OF FINE(S) ONLY	PART OF SENTENCE SERVED IN LIEU OF PAYMENT OF FINE(S)		
EASTERVILLE	INDIAN	2				1		3	
	METIS							1	
	WHITE				1			1	
	TOTAL	2			1	1		4	
MOOSE LAKE	INDIAN	1						1	
	METIS	1	1					3	
	WHITE								
	TOTAL	2	1					4	
CORMORANT	INDIAN					1		1	
	METIS			1				1	
	WHITE								
	TOTAL			1		1		2	
CRANBERRY PORTAGE	INDIAN	1				1		2	
	METIS	2				1	1	4	
	WHITE					2		2	
	TOTAL	3				4	1	8	
PROSPECTOR	INDIAN					1		1	
	METIS								
	WHITE								
	TOTAL					1		1	
ATIE	INDIAN								
	METIS		1					1	
	WHITE								
	TOTAL		1					1	
CATCHMENT AREA 2	INDIAN								
	METIS								
	WHITE								
	TOTAL								
TOTALS	INDIAN	8	3			27	11	49	
	METIS	7	9	1	1	16	3	39	
	WHITE	5		1		2	4	12	
	TOTAL	22	12	2	1	45	18	100	

SENTENCED POPULATION BY SENTENCE CATEGORY

June 1, 1973 - June 1, 1974

CATCHMENT AREA 2

HOME COMMUNITY	RACIAL ORIGIN	SENTENCE CATEGORY				TOTALS
		MANDATORY SENTENCE(S) - ≥ 3 MONTHS	MANDATORY SENTENCE(S) < 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES	
		SENTENCE SERVED IN LIEU OF PAYMENT OF FINES ONLY	PART OF SENTENCE SERVED AND PART - PAYMENT OF FINES			
LYNN LAKE	INDIAN				2	2
	METIS					
	WHITE				1	1
	TOTAL				3	3
BROCKET	INDIAN					
	METIS					
	WHITE				1	1
	TOTAL				1	1
GRANVILLE LAKE	INDIAN	1	2			3
	METIS					
	WHITE					
	TOTAL	1	2			3
SOUTH INDIAN LAKE	INDIAN				1	1
	METIS					
	WHITE					
	TOTAL				1	1
	INDIAN					
	METIS					
	WHITE					
	TOTAL					
	INDIAN					
	METIS					
	WHITE					
	TOTAL					
	INDIAN					
	METIS					
	WHITE					
	TOTAL					
CATCHMENT AREA 2 TOTALS	INDIAN	1	2		3	6
	METIS					
	WHITE				2	2
	TOTAL	1	2		5	8

THE PAS CORRECTIONAL INSTITUTION APPENDIX "12(b)" (cont'd)
 SENTENCED POPULATION BY SENTENCE CATEGORY

June 1, 1973 - June 1, 1974

- CATCHMENT AREA 3 -

HOME COMMUNITY	RACIAL ORIGIN	SENTENCE CATEGORY					TOTALS
		MANDATORY SENTENCE(S) - ≥ 3 MONTHS	MANDATORY SENTENCE(S) < 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES	SENTENCE SERVED IN LIEU OF PAYMENT OF FINE(S) ONLY	
SHEKKIDON / COLD LAKE	INDIAN	1	1			1	3
	METIS					1	2
	WHITE						
	TOTAL	1	1			2	5
PUKATAWAGAN	INDIAN	10	1			1	12
	METIS					2	2
	WHITE						
	TOTAL	10	1			3	14
	INDIAN						
	METIS						
	WHITE						
	TOTAL						
	INDIAN						
	METIS						
	WHITE						
	TOTAL						
	INDIAN						
	METIS						
	WHITE						
	TOTAL						
	INDIAN						
	METIS						
	WHITE						
	TOTAL						
CATCHMENT AREA 3 TOTALS	INDIAN	11	2			2	15
	METIS					3	4
	WHITE						
	TOTAL	11	2			5	19

THE PAS CORRECTIONAL INSTITUTION APPENDIX "1. b)" (cont'd)
 SENTENCED POPULATION BY SENTENCE CATEGORY
 June 1, 1973 - June 1, 1974

- CATCHMENT AREA 4 -

HOME COMMUNITY	RACIAL ORIGIN	MANDATORY SENTENCE(S) - ≥ 3 MONTHS	MANDATORY SENTENCE(S) < 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES	SENTENCE SERVED IN LIEU OF PAYMENT OF FINE(S) ONLY	PART OF SENTENCE SERVED FINE PART - PAYMENT OF FINE(S)	TOTALS
THOMPSON	INDIAN		2					2
	METIS	2	1			1		4
	WHITE	5				5	2	12
	TOTAL	7	3			6	2	18
NELSON HOUSE	INDIAN					2		2
	METIS							
	WHITE							
	TOTAL					2		2
PIKWITONEI	INDIAN							
	METIS					1		1
	WHITE							
	TOTAL					1		1
THICKET PORTAGE	INDIAN							
	METIS	2	1			1		4
	WHITE							
	TOTAL	2	1			1		4
WAGDWDEN	INDIAN					3	2	5
	METIS					2		2
	WHITE						1	1
	TOTAL					5	2	7
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
CATCHMENT AREA 4 TOTALS	INDIAN		2			10	2	14
	METIS	4	2			5		11
	WHITE	5				5	3	13
	TOTAL	9	4			20	5	27

THE PAS CORRECTIONAL INSTITUTION
 SENTENCED POPULATION BY SENTENCE CATEGORY
 June 1, 1973 - June 1, 1974

- CATCHMENT AREA 5 -

HOME COMMUNITY	RACIAL ORIGIN	SENTENCE CATEGORY						TOTALS
		MANDATORY SENTENCE(S) - ≥ 3 MONTHS	MANDATORY SENTENCE(S) < 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES.	SENTENCE SERVED IN LIEU OF PAYMENT OF FINE(S) ONLY	PART OF SENTENCE SERVED AND PART - PAYMENT OF FINE(S)	
CHURCHILL	INDIAN	1		1				2
	METIS							
	WHITE							
	TOTAL	1		1				2
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
CATCHMENT AREA 5 TOTALS	INDIAN	1		1				2
	METIS							
	WHITE							
	TOTAL	1		1				2

THE PAS CORRECTIONAL INSTITUTION
SENTENCED POPULATION BY SENTENCE CATEGORY

June 1, 1973 - June 1, 1974

CATCHMENT AREA 6

HOME COMMUNITY	RACIAL ORIGIN	MANDATORY SENTENCE(S) - ≥ 3 MONTHS	MANDATORY SENTENCE(S) < 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES	SENTENCE SERVED IN LIEU OF PAYMENT OF FINES) ONLY	PART OF SENTENCE SERVED AND PART - PAYMENT BY FINES(S)	TOTALS
GARDEN HILL	INDIAN		7			1		8
	METIS							
	WHITE							
	TOTAL		7			1		8
SHAMMATWA	INDIAN					3		3
	METIS							
	WHITE							
	TOTAL					3		3
STE. THERESE POINT	INDIAN		1					1
	METIS							
	WHITE							
	TOTAL		1					1
NORWAY HOUSE	INDIAN	4	10			7		21
	METIS		1			2		3
	WHITE							
	TOTAL	4	11			9		24
OXFORD HOUSE	INDIAN					4		4
	METIS							
	WHITE							
	TOTAL					4		4
CROSS LAKE	INDIAN	5	13			3		21
	METIS		2					2
	WHITE		1					1
	TOTAL	5	16			3		24
GOD'S LAKE/ GOD'S LAKE NARROWS	INDIAN		1			1		2
	METIS							
	WHITE							
	TOTAL		1			1		2
CATCHMENT AREA 6 TOTAL	INDIAN	9	22			19		60
	METIS		3			2		5
	WHITE		1					1
	TOTAL	9	26			21		66

THE PAS CORRECTIONAL INSTITUTION
SENTENCED POPULATION BY SENTENCE CATEGORY

June 1, 1973 - June 1, 1974

CATCHMENT AREA 7: SOUTH OF 53rd. PARALLEL + OUT OF PROVINCE

NON-NORTH MANITOBA AREA OF RESIDENCE	RACIAL ORIGIN	MANDATORY SENTENCE(S) ≥ 3 MONTHS	MANDATORY SENTENCE(S) < 3 MONTHS	MANDATORY SENTENCE(S) ≥ 3 MONTHS AND CONCURRENT FINES.	MANDATORY SENTENCE(S) < 3 MONTHS AND CONCURRENT FINES	SENTENCE SERVED IN LIEU OF PAYMENT OF FINE(S) ONLY	PART OF SENTENCE SERVED AND PART - PAYMENT OF FINE(S)	TOTALS
SOUTH OF 53rd. PARALLEL	INDIAN	4				4		4
	METIS	2	1			2	1	6
	WHITE	1				1		2
	TOTAL	7	1			7	1	16
OUT - OF - PROVINCE	INDIAN		1			2		3
	METIS					2	1	4
	WHITE	2	1	1	1	1	1	8
	TOTAL	2	2	1	1	6	2	15
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
	INDIAN							
	METIS							
	WHITE							
	TOTAL							
CATCHMENT AREA 7 TOTALS	INDIAN	4	1			6		11
	METIS	2	1			5	2	10
	WHITE	4	1	1	1	2	1	10
	TOTAL	10	3	1	1	13	3	21

THE PAS CORRECTIONAL INSTITUTION

June 1, 1973 - June 1, 1974

TOTAL POPULATION (MALE) REMANDED IN CUSTODY AND NON-INSTITUTIONAL DISPOSITION/CATCHMENT AREA

	<u>RELEASED IN COURT</u>			<u>Transfer to Escort</u>	<u>Transferred to other Correctional Institution</u>
	<u>Given time to pay fine</u>	<u>: Fine(s) paid</u>	<u>: Bail, Probation, etc.</u>		
Catchment Area 1	16	1	101	22	0 (140 = total)
Catchment Area 2	1	0	4	4	3 (12 = total)
Catchment Area 3	2	0	14	7	0 (23 = total)
Catchment Area 4	2	0	7	4	2 (15 = total)
Catchment Area 5	1	0	1	2	0 (4 = total)
Catchment Area 6	0	0	1	0	1 (2 = total)
Catchment Area 7 (south of '53; or out of Province)	7	1	13	7	5 (35 = total)
GRAND TOTALS	29	2	141	48	11

Total of 231 remanded in custody in this period.

HEADINGLEY CORRECTIONAL INSTITUTION

NORTHERN OFFENDERS REMANDED, OR SERVING SENTENCE/AREA OF HOME RESIDENCE

June 1, 1973 - June 1, 1974

Attachment Area/Community	Remanded	Sentenced
Area 1 The Pas	2	8
Area 1 Cormorant	1	
Area 1 Cranberry Portage	1	1
Area 1 Flin Flon	2	1
Area 1 Grand Rapids	4	1
Area 1 Moose Lake		1
Area 1 Snow Lake	1	
Area 1 Wanless	1	
Totals	12	12
Area 2 Leaf Rapids	2	
Area 2 Lynn Lake	2	
Totals	4	-
Area 3 Pukatawagan	4	5
Totals	4	5
Area 4 Thompson	8	4
Totals	8	4
Area 5 Bird	1	
Area 5 Churchill	4	32
Area 5 Gillam		7
Area 5 Gull Lake	1	1
Area 5 Ilford		4
Area 5 Split Lake	1	
Area 5 York Landing	1	
Totals	8	44
Area 6 Cross Lake	1	1
Area 6 God's Lake	2	
Area 6 Norway House	5	2
Area 6 Oxford House	3	1
Area 6 Shamattawa	3	4
Totals	14	8
GRAND TOTAL	50	73

CONTINUED

2 OF 3

HEADINGLEY CORRECTIONAL INSTITUTION

SENTENCE CATEGORIES OF NORTHERN OFFENDERS

3 months or less (mandatory sentence only)	12
3 months or less (mandatory sentence and concurrent fine(s))	31
3 months or more (mandatory sentence only)	24
3 months or more (mandatory sentence and concurrent fine(s))	6
	<hr/> <hr/>
	73 Total

Sentences served only in lieu of payment of fine " 28

(No mandatory sentence attached)

RACIAL ORIGIN OF NORTHERN OFFENDERS (SENTENCED; REMANDED) SENT TO HEADINGLEY

Indian	79
White	32
Métis	12
	<hr/>
	123 Total

NO. OF LABOUR
 NO NORQUAY BLDG.
 WINNIPEG 1, MAN.
 No WHitchall 6-7561

LOCATION: Prison and Correctional Institution OCCUPANCY: May 7, 73
 306 Fischer Avenue, Tho Pas, Manitoba
 NAME OF OWNER OR AGENT: Dept. of Government Services (Manitoba)
 ADDRESS: Cranberry Portage, Manitoba
 No. of Rooms or Suites: No. Storeys:
 BASEMENT: Full Part None

		Yes	No			Yes	No
CORRIDORS BLOCKED OR OBSTRUCTED?		X		HAS BUILDING FIRE DOORS AND/OR SMOKE BARRIERS?		X	
WAY OR PASSAGEWAY BLOCKED OR OBSTRUCTED?		X		ARE THEY CONTROLLED BY FUSIBLE LINKS?			
EXITS BLOCKED AND/OR DEFECTIVE?		X		IF NOT AUTOMATIC ARE FIRE DOORS KEPT CLOSED?			
EXIT CLEAR AND/OR OPERATE FREELY?	<u>Locked</u>			HAS BUILDING SPRINKLERS AND/OR STANDPIPES?		X	
ELECTRIC WIRING DEFECTIVE AND/OR OVERFUSED?		X		IS STANDPIPE HOSE IN GOOD CONDITION?			
LIGHTS "ON" AND/OR BURNED OUT?		X		IS BUILDING ADEQUATELY SUPPLIED WITH FIRE EXTINGUISHERS?		X	
ELECTRIC LIGHTS COVERED WITH COMBUSTIBLE SHADES?		X		ARE FIRE EXTINGUISHERS IN NEED OF REPAIR AND/OR RECHARGING?		X	
ELECTRIC WIRES TIED ON NAILS, PIPES, ETC.?		X		HAS BUILDING ANY FIRE ALARM SYSTEM?		X	
FLAMMABLE LIQUIDS PROPERLY STORED?				NO. OF BELLS		HAND STATIONS	AUTO. DET.
WASTE AND OILY RAGS KEPT IN COVERED METAL CANS?	X			IS CONDITION OF ALARM SYSTEM GOOD?			
WASTE IN YARD, BASEMENT OR ATTIC?				IS ELEVATOR, LAUNDRY OR GARBAGE SHAFT ENCLOSED?			
METAL BINS PROVIDED FOR PACKING MATERIAL?				ARE TOPS AND BOTTOMS OF SHAFTS CLEAN?			
HEATING AND/OR COOKING UNIT IN GOOD CONDITION?	X			ARE ALL OPENINGS IN FLOORS PROTECTED?		X	
BASEMENT ROOM OF FIRE RESISTIVE CONSTRUCTION?	X			ARE OPENINGS THROUGH FIRE WALLS PROTECTED?		X	
BASEMENT ROOM DOOR METAL LINED AND/OR SELF CLOSING?	X			ARE STAIRWAYS ENCLOSED?		X	
FLOORS, WALLS AND CEILINGS PROTECTED FROM HEATING UNITS?	X			ARE DOORS OF ENCLOSED STAIRWAYS KEPT CLOSED?			
HEATING PIPES TOO NEAR WOODWORK OR STOCK?	X			ARE WALLS & CEILINGS OF EXIT WAYS FIRE RESISTIVE?		X	
HEATING PIPE DEFECTIVE AND/OR IN NEED OF REPAIR?	X			ARE EXIT DOORS EQUIPPED WITH PANIC HARDWARE?		X	
STOVE OR VENT COVER RANGES OR DEEP FAT FRYERS?	X			ARE HOUSEKEEPING CONDITIONS SATISFACTORY?		X	
VENTILATORS FREE OF LINT AND/OR GREASE?	X			ARE FIRE DRILLS HELD REGULARLY?		X	

REQUIRED THAT THE ABOVE CONDITIONS BE REMEDIED AS NOTED ON THE BACK OF THIS INSPECTION FORM; NUMBERS ... R-10 R-11 R-18 R-19 R-20 R-22 R-24 R-45 R-47 R-64
 ADDITIONAL REQUIREMENTS: R-69 R-74

See attached.

A REINSPECTION WILL BE MADE IN _____ DAYS

NAME OF PERSON INTERVIEWED: Phillips SIGNATURE OF PERSON TO WHOM REPORT GIVEN: R.O. Phillips SIGNATURE OF INSPECTOR: Phillips

THIS IS MADE MANITOBA A FIRE-SAFE PROVINCE

1. The boiler room has holes through the plaster of ceiling which would allow the spread of fire and which reduces the integrity of the fire separation wall. Combustible materials are stored in this area.
2. Metal grill between general storage room and juvenile dormitory (cell block) completely defeats the purpose of the fire resistant partitions and endangers the lives of the inmates in that area.
3. Juvenile dormitory, men's main cell block and women's lockup are completely devoid of direct means of egress. The men's main cell block generally houses persons in intoxicated conditions as to cause them to be helpless and yet the means of egress is beyond the travel distance as specified in subsection 3,4,2,1,(1).
4. In the women's suite the plaster on the walls has deteriorated to the point that it is about to fall constituting a very unsafe condition. Pipe run is constructed of combustible materials and runs throughout the area and is completely sealed concealing the distance between steam pipes and wood work.
5. Storage room is under a combustible stairs and open wood joints. There are a number of combustible items stored in this area.

Main Floor

6. The Sheriffs office walls have burlap dado around the wall under which the plaster is crumbling and falling away from the walls.
7. All ceilings on this floor are of combustible plain or perforated tile concealing conditions of the plaster above. The inspector was informed that the plaster had fallen in places and that strapping and combustible tile had been applied in order to conceal the areas where the plaster had fallen. Dormitories are located on the floor above and are locked at all times.
8. Florescent light diffusers hang precariously in light fixtures causing unsafe conditions.

Second Floor

9. The day parole area which may at times have to be utilized as the juvenile dormitory, is located at the top of a completely open stair well. This provides the only exit from this area. The only other opening to outside atmosphere is a window where the bars would have to be cut by the use of a cutting torch before rescue would be possible. This area when used as a juvenile lockup would be locked at all times.

The integrity of the fire wall between the main men's dormitory and the cleaning room is destroyed by an opening approximately 18" x 24" which would allow fire to spread to combustible walls of the main men's dorm.

11. The main men's dormitory as well as other areas on this floor have combustible tile ceiling which will allow the fire to spread rapidly to roof supporting members of a combustible nature. In this area the walls are covered with combustible wall board as are most of the walls on that floor.
12. The fire exit from the main cell block is located in such a fashion as to cause a person to climb four stair steps to reach the door sill, pass through two doors which are locked and then to proceed down an exterior stair that is in a grave state of deterioration. The railings of this stair case are weak and could well give way. In many areas, the upright posts are rotted to the point where one can pick them apart with finger nails.
13. Electrical outlets in cleaning room are over loaded with octopus connections.
14. Concealed space above second floor providing access to roof is used for storage of papers, files, cartons, pieces of wood and other combustible items. The method of storage is not neat but rather strewn about in a careless fashion. These combustible items are located directly beneath open roof members causing exposure of roof members to hazard of fire.
15. The chimney above the roof is cracked from roof to top on the north and south sides causing the east wall of the chimney to fall away from the remainder. The conditions of the chimney inside of the building is not known, but one can assume the deterioration continues below the roof level.
16. Steam pipes throughout the building are in contact with combustible material such as woodwork.
17. Plaster throughout the building is cracked and indicates destruction of integrity of fire stopping.
18. Throughout the building there are no solid core doors. All doors are of the panel type the fire rating of which is very questionable.
19. Window frames, door frames, exterior woodwork appears to be affected by dry rot and is easily picked apart. Exterior corners around the top of the building appears to be pulling away from the wall causing a possible hazard to the public.

In view of the foregoing the following requirements are necessary:

1. Holes in walls, ceilings to be taped and plastered.
2. Metal grill to be removed and opening to be completely closed up.

3. Exits to be installed in main men's cell block. Wire on juvenile dorm. and women's lockup to be set on frames and hinged outwards.
4. Pipe run to be lined with non-combustible materials. Plaster to be repaired.
5. Storage under stairs to be removed or joists and stairs to be sheeted with non-combustible material and joints taped and plastered.
6. Burlap dado to be removed and plaster repaired.
7. Combustible ceiling tile to be painted with fire resistant paint.
8. Florescent light diffusers to be removed.
9. Stair well to be enclosed and bars on window. Day parole area to be hinged outwards in order that rescue may be effected from this window.
10. Opening in wall between cleaning room and men's dorm be closed completely and thus allow it to conform with fire separation.
11. All combustibile wall sheathing and ceiling to be covered with fire resistant paint.
12. Fire exit door to be lowered to floor level. Fire exit stairs to be replaced.
13. Octopus connectors to be removed.
14. Concealed space above second floor to be cleared of storage and if this area is intended for storage purposes the interior area must be lined with fire resistant material.
15. Chimney has become a fire hazard and must be repaired or replaced.
16. Where steam pipes run through combustibile material holes must be enlarged to provide 1/2 in clearance all around pipe.
17. Plaster throughout building to be repaired.
18. Doors throughout building to rate in accordance with walls in regards to fire stopping.
19. Window and door frames to be repaired throughout building.
20. Over-hanging corner at top of building to be fastened securely or removed.

It is the writers opinion that the building in mention is no longer safe as an Institutional building of the custodial type unless complete renovation is completed. Every effort should be utilized to get renovations underway immediately.

NORTHERN JUVENILES IN THE MANITOBA HOME FOR BOYS

June 1, 1973 - June 1, 1974

<u>Home Community</u>	<u>Number of Juveniles</u>
Thompson	2
Churchill	1
The Pas	<u>1</u>
Total -	4

Reasons for Admission

All of these juveniles were committed to the Manitoba Home for Boys by Family Court under the provisions of the Juvenile Delinquents Act and the Child Welfare Act.

Average length of stay for these juveniles is 7 months.

NORTHERN JUVENILES IN THE MANITOBA HOME FOR GIRLS

June 1, 1973 - June 1, 1974

<u>Home Community</u>	<u>Number of Juveniles</u>
Thicket Portage	1
Wabowden	1
Thompson	1
Cormorant	2
Charchill	4
Flin Flon	2
Total =	11

Reasons for Admission

Unmanageable	5	Liquor consume and	
Assault and Theft	1	liquor possession	1
Break and Enter; Theft		Unlawfully took auto	
and Wilful Damage	2	without owner's	
		permission	2

Average length of stay for these juveniles was 6 months, although the committal term is usually one year. The discrepancy is accounted for by the process of graduated discharge.

NORTHERN JUVENILES IN THE MANITOBA YOUTH CENTRE

June 1, 1973 - June 1, 1974

<u>Community</u>	<u>Number of Juveniles and Admissions</u>
Churchill	4 juveniles 13 admissions
Easterville	5 juveniles 11 admissions
Leaf Rapids	1 juvenile 1 admission
Grand Rapids	2 juveniles 6 admissions
Cranberry Portage	1 juvenile 5 admissions
Split Lake	1 juvenile 2 admissions
The Pas	16 juveniles 27 admissions
Thompson	21 juveniles 41 admissions
Moose Lake	5 juveniles 7 admissions
Gillam	4 juveniles 5 admissions
Norway House	5 juveniles 5 admissions
Snow Lake	3 juveniles 3 admissions
Lynn Lake	1 juvenile 1 admission

<u>Community</u>	<u>Number of Juveniles and Admissions</u>
Garden Hill	1 juvenile 1 admission
Cormorant	2 juveniles 7 admissions
Flin Flon	6 juveniles 10 admissions
Total number of northern juveniles	= 78
Of that total	29 were "repeaters"
Total admissions	= 145

Reasons for Admission and Average Length of Stay

a) Authority of Child Welfare Act

Total 55 admissions
Average stay 17 days

b) Authority of Juvenile Delinquent Act

i) Break, Enter and Theft

Total 62 admissions
Average stay 16 days
Average stay with forensic assessment 66 days

ii) Theft

Total admissions 14
Average stay (12) 17 days
Average stay with forensic assessment (2) 56 days

iii) Auto Theft

Total admissions 6
Average stay 13 days

Reasons for Admission and Average Length of Stay

b) continued

iv) Assault

Total admissions 2
Average stay 22 days

v) Rape

Total admissions 2
Without forensic 6 days
With forensic 21 days

vi) Sex Imm.

Total admissions 1
Average stay 8 days

vii) Mischief

Total admissions 1
Average stay 23 days

viii) Impaired driving

Total admissions 1
Average stay 8 days

ix) Wilful Damage

Total admissions 1
Average stay 21 days

END