

**A CORRECTIONS
PROPOSAL
FOR
ATCHEWAN**

78462

**Department of Social Services
1975**

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A CORRECTIONS PROPOSAL FOR SASKATCHEWAN

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DEPARTMENT OF SOCIAL SERVICES

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Foreword

Problems facing the field of corrections are complex. We are all aware that there are no easy answers or solutions. Those involved in the correctional system have to deal with the person convicted of a first and minor offence, as well as with those who are "repeaters" and who may be convicted of more major offences.

Traditionally our Correctional Centres (prisons) have served as the primary resource for dealing with all offenders. In the last few years a start has been made in the field of community corrections.

In March of 1973 the government requested the Department of Social Services to prepare a series of comprehensive proposals for the future development of correctional services in Saskatchewan. This document is a result of the planning activity of staff in the department.

The aim of the government was to discover methods which would serve the real needs of our society for the future. The needs which I have recognized are the protection of society from immediate danger, and the long-run protection of society through the rehabilitation of the offenders.

In brief, this proposal looks to a reduced emphasis on institutional programming and a gradual expansion of community-based facilities as their effectiveness is proven. The suggested emphasis is on the development of a balanced, integrated and flexible program which will make use of institutions and community alternatives. At the same time this would provide a wider range of options to our judges and magistrates in their sentencing of offenders.

This present proposal is put forward as a departmental discussion paper, and should not be interpreted as a government position paper. It is our hope that interested groups and the general public will find this paper valuable for their discussion purposes. The Department of Social Services would welcome briefs, submissions, or general comments from the citizens of the province. The Corrections Co-ordinating Committee will also be scheduling a series of public meetings in various parts of the province in order to obtain public reaction to these proposals.

I would invite you to take this opportunity of expressing your views and proposals. Only in this way will we be able to develop a long term strategy for corrections in Saskatchewan.

Alex Taylor,
Minister of Social Services

CHAPTER I

Introduction — The role and functions of corrections programs

1.1 Purpose of the report

This document is not a detailed program plan for Saskatchewan Corrections. It is an overall statement of primary program directions and of major resource allocations for the next four to six years. The acceptance of these directions and major resource allocations by the public, the government, the department and corrections staff, should permit and foster the development of the necessary programs. It will not however, guarantee any results. These will only come from the commitment, initiative and contribution of each community, staff member, and offender-client, to the design and functioning of a wide variety of practical and flexible programming.

This document is therefore intended as a report on where we are, and where we hope to go, in terms of guidelines. It is intended also as a discussion document, a broad management guide, and a staff development reference. It contains no magic solutions or instant cures for the problems of criminal behavior in our society.

The need for a balanced and comprehensive plan to guide the over-all development of correctional services in the province was clearly identified in the Saskatchewan Corrections Study Report of 1971. In order to keep things in perspective, it has to be recognized that most correctional problems have their root outside corrections proper, and that their solution can be anticipated only if better mechanisms are found to help in the planning and integration of the activities of all agencies having a role in alleviating the problems which lead to crime. Nevertheless, this does not lessen, but on the contrary intensifies, the need for internal planning if corrections is to contribute effectively to the over-all crime prevention effort. Corrections obviously needs a much clearer concept of the nature and scope of its rehabilitative functions, as well as the means of putting them into practice. Corrections also requires an information system which can identify the specific characteristics and needs of the clientele it serves, and determine more

precisely the results of all forms of correctional intervention. On the one hand, it is apparent that the correctional perspective must be widened with respect to its role in crime prevention and in terms of its relationship with the public at large, the private sector, federal agencies and the complex of criminal justice and social services. On the other hand, there is a need to narrow the direct service base of corrections to include only that clientele for which corrections is the most logical and appropriate resource. It is to these ends that the planning process is directed.

As a result of this planning process, it is expected that the department will be in a position to undertake certain initiatives designed to achieve, through time, fundamental changes in the orientation, structure and programming of corrections so that it will be more suitably equipped to perform its role and function. It is to the definition of that role and function that this report principally addresses itself.

1.2 The criminal justice system

The basic function of our laws (and law enforcement) is to regulate the relations of persons and property within our society. This total process is composed of five major areas of activity — legislative, policing, prosecution, judicial and corrections. While it is true that each of these areas exerts considerable counterbalancing influence on the other, for the purposes of this document the corrections area will necessarily constitute the primary focus, the other areas being considered primarily in the context of their relationship to corrections.

As the judicial system is the basic point of entry into the correctional system it must inevitably receive special consideration, inasmuch as it is in major part the role of corrections to fulfill the intent of sentences imposed by the courts. In sentencing an offender, the courts generally take into account the following factors:

1. protection of the total society from dangerous individuals
2. deterrence of the offender and other persons from committing criminal acts
3. rehabilitation of the offender
4. punishment of the offender in accord with the gravity of the offence.

It would seem appropriate that these factors should be taken into account in developing over-all corrections programs, as well as in choosing an appropriate treatment program for the particular offender.

In addition to the above, however it is necessary to take into account the interests of various groups in developing corrections programs and in assigning individuals to particular programs. The five major overlapping and interrelated sets of interest which must be considered with respect to corrections are:

1. Interests of the general public
 - Protection from dangerous individuals. This implies adequate supervision of persons who present a real and present, or high potential danger to other individuals or to property.
 - Punishment of offenders, in order to deter other individuals from committing offences. Although the deterrent value of punishment is suspect, the expectation is that punishment should at least be determined by the seriousness of the offence committed.
 - Rehabilitation of the offender so that he may thereafter at least refrain from committing further offences, if not become a fully responsible member of society.
 - The rehabilitation, supervision and/or custodial processes should be carried out in an effective manner, while a reasonable cost-benefit ratio is maintained.
 - The determination of causes of various criminal behavior so as to reduce and prevent the future occurrence of criminal activity.
2. Interests of the state
 - The maintenance of order within the total society by restricting the freedoms of offenders (as necessary) and by deterring offenders and others from breaching legal norms.
 - Ensuring that a reasonable balance exists between the civil liberties of offenders and those of the general public.
 - Rehabilitation of the offender.
 - Provision of corrections programs at a reasonable cost.
 - Prevention and reduction of criminal activity through the identification of various policies and programs which address themselves to the causes of crime.
3. Interests of the offender
 - To maintain, insofar as possible, his basic civil rights including the right to vote, the right to a fair hearing prior to being subject to sanctions for breaches of rules, and the right to a fair hearing and redress of his legitimate grievances.
 - To maintain his basic right, while in custody or under supervision, to protection from dangerous individuals.

- To obtain help and assistance in an appropriate rehabilitative milieu which will better prepare him to live a fulfilling and productive life within the community, thereby avoiding further breaches of the law.

4. Interests of the courts

- To be provided by the corrections systems, with reasonable alternative resources to sentence offenders in accord with the needs of society and the individual offender.

5. Interests of corrections personnel

- The provision, by government, of adequate facilities to allow for the appropriate maintenance in custody of dangerous offenders.
- The provision, by government, of policy commitments and resources which will allow for the implementation of a range of rehabilitative programs which are necessary to meet the needs of offenders.

1.3 Primary functions of corrections

In the context of the above interests it is apparent that the corrections system must fulfill two broad functions, both of which have as their ultimate goal the prevention of future crime:

1. Protection of society from individuals who present a danger to persons or property within the society.
2. Rehabilitation of the offender.

The former function includes restricting the freedom of persons who have, and are again likely to abuse the rights of other persons; restricting the activities of persons who have violated the property rights of others; and restricting the rights of persons who act in a manner which is intolerably dangerous to or disruptive of social processes. However, when we consider that about 80 percent of sentence admissions for males are for persons receiving sentences of six months or less, it is obvious that a non-rehabilitative custodial approach can do little more than postpone the problem of criminal activity for a short period of time (about 4 months for those sentenced to six months).

Given the short sentences received by persons entering provincial correctional centres, it becomes apparent that the only method of providing the community with the required *long-term protection* is by rehabilitating these individuals. That is:

“. . . For the ultimate protection of society, . . . so far as practicable every offender [should] be given such

help, guidance, retraining and treatment, whether within or outside a correctional institution as is most likely to remedy or correct the conditions and to rehabilitate the person.”

(The Corrections Act, 1967)

While the corrections system has eliminated some of the more severe injustices of the past by providing restrictions on the individual which are more in keeping with the gravity of the offence and the perceived needs of the offender, there is still a substantial reliance on a custodial approach to the protection of society. Indeed the custodial approach continues to dominate programs despite the undisputed fact that rehabilitative success is quite rare and recidivism extremely frequent.

The heavy reliance on the incarceration of offenders in high level security institutions has major disadvantages when applied on a more or less universal basis (that is: without taking into account the level of social danger which the individual represents).

First, the cost of maintaining individuals in security institutions is high. When the “dangerousness” of the individual offender warrants total custodial care, incurring high costs seems reasonable. However, where the individual does not represent a substantial threat to society, but needs only some degree of supervision, the expenditure of large amounts of money on secure custodial care seems unwarranted.

Second, since our corrections systems offer secure custodial care as the major alternative to open community programming (probation and suspended sentences), other options fail to develop adequately. It is, therefore, not possible for the judiciary to sentence an offender to a program which allows for a balance between supervision and responsibility which is appropriate to the need for protection of society, the gravity of the offence, and the rehabilitation needs of the individual. In this situation, the individual who really needs only supervisory assistance in developing and maintaining an acceptable and responsible lifestyle is placed in a rigid custodial environment. Rather than assisting him to organize his life in a responsible and independent manner when returned to his community this situation generally limits his ability to make responsible decisions.

In the context of the functions which the Saskatchewan Corrections System must fulfill, and bearing in mind the interests of the various groups affected by the corrections system, it becomes apparent that Saskatchewan’s Corrections System must be directed toward a clear cut and consistent set of goals. These goals must be based on a reasonable balance between the needs of the total society, weighed against the special needs of the various interest groups.

Only after these goals have been systematically stated, and fully accepted as principles, will it be possible to evaluate and modify our present corrections system.

1.4 Social services and criminal justice

It is evident that corrections shares a common goal — the protection of society — with both the social service and criminal justice systems of which it is a connecting part. Both systems derive their purposes from the existence of a number of distinct but interrelated social problems — poverty, child neglect, family disorganization, delinquency and crime. Both systems, either directly or indirectly, pursue an objective of crime prevention. The social service system, on the one hand, seeks to mitigate or alleviate the conditions which create social problems (including crime) through its services for the disadvantaged or handicapped (who are perhaps those groups most vulnerable to crime). To the extent they are successful, then, social services and allied agencies perform the vital function of preventing crime in the first instance. Criminal justice — and the courts — seeks on the other hand, to protect citizens from the immediate results or consequences of unresolved social problems, through the development and enforcement of law and the operation of an effective criminal justice process. These efforts, though differing in approach, in total constitute a second important level of crime prevention. Clearly, since corrections is a residual resource to both systems, and shares for the most part a common clientele, its central role is one of preventing recurring criminal activity by convicted offenders. This last and, perhaps, most difficult phase of crime prevention is closely related to an overriding role for corrections, which is to identify those social factors which have led to offences being committed, and to bring these openly to the attention of the community.

CHAPTER II

Proposed goals and principles

2.1 Provincial corrections emphasis

All forms of correctional activity are included in one of the two main functions corrections performs in the interests of, and for the protection of society. The first involves the *short-term control* and care of persons convicted of criminal behavior and considered an immediate threat to the well-being, safety or security of society. The second involves the *rehabilitation* of offenders and the *prevention* of future crimes, particularly by removing or reducing the threat of further criminal acts by offenders after correctional controls are removed.

It can be stated with some assurance that the provincial corrections system has performed the control function reasonably well and with relative effectiveness. The major concern is that it has indeed been too effective in this area, *at the expense of the long-term interests of society*. There is every indication, for example, that controls are applied indiscriminately and totally to an offender population — including many minor offenders and many young persons — which includes only a small proportion of offenders committing seriously dangerous or disruptive criminal acts.¹ At best, the system deprives the majority of such people of responsibility and initiative, and seriously impairs their ability to develop or return to a productive pattern of life in the community. At worst, it alienates and embitters offenders to the point where they are likely to become committed to criminal activity as a permanent way of life.

It is evident that control is an important and legitimate function of corrections which provides a real measure of short-term security for the public and, often, for the offender. However, the use of controls must be discriminating, humane and clearly circumscribed, and controls must be applied in such a way as to minimize the risks of future crimes by the offender. It is through the performance of the second function, the rehabilitation of offenders and the prevention of future crime, that the long-term interests of

society are best protected. It is in the latter area — in which corrections is generally acknowledged to be least effective — that correctional goals and principles must be focused.

2.2 Principles of a sound correctional system

As an integral part of the planning process, a number of general principles, thought to be central to the development of an effective correctional system during the next few years, were established. They reflect our position on the most important issues of the day, though not necessarily all possible correctional concerns. The principles in question are listed as follows:

1. The correctional system should be utilized only for those persons whose criminal acts have been substantially damaging to society and for whom the necessary controls or corrective treatment are not available through any other source.
2. The primary emphasis in provincial corrections should be placed on programs which help offenders develop and maintain responsible and acceptable patterns of living in the community rather than on programs of short-term custodial care.
3. Corrections programs should place responsibility on the offender in accord with his capabilities and exercise control only to the extent which is clearly necessary for the protection of society, including the offender, or to achieve the objectives of his sentence. In accordance with this principle, the correctional system should provide a range or continuum of programs with graduated levels of supervision and structure which may be utilized as the offender's individual needs are determined.
4. Facilities which provide for the secure custody of offenders should be used as a residual resource for the care of persons who represent a clear danger to the public or display an inability to function responsibly in a less structured community setting. Such facilities, however, should emphasize programing which will help inmates to develop the attitudes and skills needed to function responsibly in less secure settings and, eventually, the open community.
5. Corrections programs should be based, insofar as possible, in the offender's home community and designed to promote active participation by the offender, his family and community in the process of rehabilitation.
6. The offender should be assured of reasonable access to rehabilitative or specialized treatment, training and support

services available to the ordinary citizen in the community and, wherever possible, such services should be utilized in preference to specialized corrections programs and services.

7. As a matter of basic philosophy and a primary requirement of the rehabilitative process, the correctional system should respect and, to the fullest extent possible, accommodate the fundamental physical and emotional needs and civil rights of offenders in all areas of programing, including secure institutions.
8. The correctional system and its individual components should be sufficiently flexible to permit appropriate adaptation of programing to meet the changing needs of offender populations, changing standards of service and changing patterns in the utilization of services by the community.
9. The correctional system should be appropriately equipped to identify the causes of crime, to evaluate the effectiveness of service and to assist other agencies in the development of appropriate preventative and diversionary programs for potential offenders.

Clearly, these principles reaffirm the department's commitment to rehabilitation as a necessary and attainable objective for corrections. However, they also reflect changing attitudes about the means of achieving this end. There are no longer any illusions about the magnitude of the task, nor about the limitations and inadequacies of the knowledge, skills and techniques presently available to corrections in performing it. There are no illusions, either, about the utility of treatment or conditioning methods, so popular in the past, which promise rapid, magical and complete "cures" for the criminal offender. Rather rehabilitation is seen as a relative term denoting a personal development "process" which affects individuals differently through time, and which, if it is to succeed, requires commitment by the offender, his family and community. From this perspective, the central role of corrections is to provide programs, services and an environment which will facilitate or promote the desired process.

In order to develop a balanced correctional service which adequately reflects this approach, a major effort will be required to arrest and reverse the emphasis on incarceration and custodial care of offenders as the major response to criminal activity. This will involve deliberate and planned development of programs in the non-institutional or "community corrections" sector to provide a more adequate range of sentencing alternatives to the courts. It will require, through time, considerable redevelopment and restructuring of existing institutional programs as appropriate alternatives to straight custodial care are made available. It will also require continuing

assessment of the needs and the location of offenders entering the provincial system as well as ongoing evaluation of the rehabilitative effectiveness of developing programs.

The full operationalization of the stated principles will no doubt be a difficult task. In the first place, they are at considerable variance with many traditional concepts related to the correctional process, the parameters of correctional service, and its methods of operation. As such, they are not likely to be accepted readily by all sectors of the public, corrections staff, or even the offender population. Perhaps the most important barrier to their acceptance is the expectation that offenders should be sentenced "for" punishment (which the principles reject) rather than "as" punishment (which they do not reject). Secondly, the implementation of these principles will require considerable realignment of programming policy, not only within corrections itself, but within many of the external systems with which corrections interacts. Third, and perhaps most important, their implementation is likely to present a degree of continuing risk. Such problems suggest, at least, that program innovations must be proceeded with carefully and with adequate provision for proper evaluation.

On the other hand, there must be weighted against the difficulties and the risks, the long-term responsibilities of corrections and the long-term interests of society. We believe that society cannot and probably will not tolerate for much longer a system which appears, rightly or not, to be designed solely to achieve short-term goals or administrative convenience rather than to meet the real needs. Failure to act may result, at the least, in a continuation of the wave of dissatisfaction and unrest which has swept corrections in the past few years and, at worst, in the creation of large numbers of permanently alienated people and general disrespect for the law. In addition to these considerations, we believe that society, through the correctional system, has a special responsibility to protect and promote the interests of the people whose freedom it has seen fit to proscribe. Fortunately, the correctional system and the people of Saskatchewan have a strong tradition of innovation and reform. We believe this will help immeasurably in the development and implementation of a practical, but innovative corrections plan.

1. Assuming, of course, that the majority of dangerous offenders are, in fact, sentenced to long-term institutional treatment (over two years) in the federal corrections system.

CHAPTER III

Saskatchewan Corrections Programs — description and limitations

3.1 Introduction

It should be stressed at the outset that the purpose of this chapter is to set the stage for new directions in our corrections programs. As a consequence, the emphasis is not on extolling the virtues in many of the more progressive, desirable or successful aspects of existing programs. The objective is to present a critical assessment of the current situation, and the emphasis is clearly on determining those areas in which we fall short of the full potential.

Thus, while this chapter may appear to concentrate excessively on inadequacies and shortcomings, it was not the intention to present a balanced picture of a program which compares favorably with most corrections programs on this continent and elsewhere.

3.2 Major dilemmas

In our society, the 'rehabilitation of offenders' is seen as a desirable and attainable objective of correctional activity. There is also a wide consensus that the present correctional efforts are falling far short of achieving that objective.

There is much less consensus on what constitutes rehabilitation. Even if a case can be made that recidivism rates are important (they can be an index of policing efficiency as well as of correctional failure), the fact is that every individual or group in society is free to set out private expectations for corrections, and to advance personal theories on effective rehabilitative approaches.

This situation, and the lack of factual data on which to assess the merits of alternative approaches and the potential for achieving expectations, continues to pose a fundamental dilemma for corrections and, until it is resolved, there are limited factual grounds for measuring the real success of the system and to chart a more successful future. Nevertheless, through a systematic examination of all aspects of corrections — its clientele, programs and resources, structure and orientation — it is possible to draw some general

conclusions about our ability to perform a rehabilitative function. The following factors are pertinent to that examination:

1. *Residual contact with clientele*

The provincial correctional system serves a clientele which, for the most part, has benefitted marginally from the range of health, educational and social services normally available in the community and, generally, have developed well established behavior patterns before entering the system. Moreover, they present a great range and variety of problems for which society expects and demands effective immediate solutions. Yet, their first contacts with corrections can be measured, by and large, in terms of days or months or, at the most, and rarely, two or three years. Immediate rehabilitation for all offenders, however defined, under these circumstances must be considered an unreasonable expectation for corrections — especially when similar expectations are not placed on other sectors of our society which share the responsibility.

2. *Orientation to criminal justice needs*

The corrections system is strongly oriented to, and almost exclusively structured to meet, the needs of the criminal justice system — punishment, deterrence and control. These requirements impose on corrections an aura of punitiveness, rigidity and stereotyped approaches to people. Yet it is widely acknowledged that the rehabilitative function demands, if it is to be effective, concern for the offender's rights and needs, in flexible and individualized programming. There is centred in corrections, therefore, a conflict between differing social requirements which is not easily overcome.

3. *Emphasis on incarceration*

As noted in the Saskatchewan Corrections Study Committee Report, the province has traditionally emphasized incarceration as the primary means of rehabilitating offenders. As a result, the corrections system has deployed an inordinate portion of its energy and resources in the maintenance of institutions which are largely outmoded, inhumane and ill-suited for purposes of rehabilitation and which may, in fact, serve to promote or reinforce crime. Although the situation has been gradually changing, it is clear that the Saskatchewan system, due to this circumstance, lags in the area of experimentation with alternatives which have more rehabilitative promise and potential.

4. *Isolation from the community*

The provincial corrections system, as a whole, has been largely isolated, due to its residual position and orientation, from the

community it serves. This isolation from most of the mainstream community even applies, although to a lesser extent, to programs such as probation and community residences which are based directly in the community. As a result, corrections has had limited contact with or involvement in programs of primary crime prevention in the general community. It has also had limited influence on public attitudes toward the treatment of offenders, or on modifications of criminal justice or social policies which, to a large extent, direct and circumscribe correctional options.

3.3 **Overview of the organization**

The system of adult correctional services provided by the province consists of three somewhat arbitrarily divided organizational components — probation, correctional institutions, and community residences. This system is loosely tied to parole and penitentiary services which are the responsibility of the federal government, and to a network of "after-care" services delivered mainly by and through the private sector, though partially financed by the province.

Probation is the formal supervision of convicted persons for whom the passing of sentence has been suspended pending satisfactory compliance with such terms and conditions as may be prescribed by the court. These services apply to provincial statute and Criminal Code offences. The probation sector also delivers limited parole supervision services.

The institutional component includes one female correctional centre, located at Prince Albert and two male correctional centres located at Regina and Prince Albert. These centres provide security and treatment services for persons sentenced to terms of imprisonment of less than two years, and also house persons who have been remanded or who are awaiting appeal decisions on penitentiary sentences, and persons held at the pleasure of the Lieutenant-Governor or at the command of the Manpower and Immigration Department.

The community corrections component includes community-training residences at Regina (2), Saskatoon, Prince Albert and North Battleford. These residences are designed to provide a structured-living, work or training experience for selected inmates (prior to completion of their sentence) and probationers.

3.4 **Basic program orientation**

The legislative base for correctional services is provided by the Corrections Act, 1967 (Sask.), the Criminal Code and the Prisons and

Reformatories Act (Canada). Its objectives, as set out in the Corrections Act, are:

1. To protect society from persons convicted of offences under the criminal law;
2. To determine the causes of offences under the law;
3. To provide help, guidance, retraining or treatment in correctional centres and in the community;
4. To remedy or correct the causes of offences and rehabilitate the offender.

The Corrections Act further recognizes that:

"For the ultimate protection of society . . . so far as is practicable every offender [should] be given such help, guidance, retraining and treatment, whether within or outside a correctional institution as is most likely to remedy or correct the conditions and to rehabilitate the person."

(Preamble, The Corrections Act, 1967)

These objectives determine the general direction for the development of correctional programming in Saskatchewan. At the same time, it is evident that they cannot be achieved except in the much broader context of society's over-all response to criminal behavior and the other public services which perform specific or general crime prevention functions. It is evident also that the implicit orientation toward rehabilitation of the offender in order to provide long-term protection to the public is an objective rather than a reality. The reality is that, despite agreement on the basic objective, corrections programming still relies on a highly secure, custodial approach. At best, this may provide society with short-term protection (for the duration of the person's sentence of less than two years) or, at worst, if one accepts the accuracy of claims that jails are little more than "schools for crime", may return many offenders to the community in a more socially dangerous state on the expiry of their sentence than on their entry into a correctional facility.

3.5 Access to the corrections system

3.5.1 Judicial alternatives

The Saskatchewan Corrections System as with every other corrections system in Canada is a reactive or residual program depending in total on the judicial process for the provision of a client group. Such a system is based almost exclusively on a punishment model, and

while current objectives in our corrections system are basically rehabilitative in nature, all clients of the correctional system come exclusively from the courts. They come through a variety of judicial dispositions.

1. *The absolute or conditional discharge* is available to an accused (other than for an offence for which a minimum punishment is prescribed by law or an offence punishable by imprisonment for 14 years of life, or by death) where the court considers it to be in the best interests of the accused and not contrary to the public interest. In such cases, the court may order that the accused be discharged absolutely or conditionally upon the conditions prescribed in a probation order. In such cases, the accused is deemed not to have been convicted of an offence and he, therefore, does not establish a criminal record. The use of this disposition in Saskatchewan is in an embryonic state.

2. *Levy of fines* is a widely used court disposition. Under this alternative, where the maximum penalty is a fine or when the court has determined that there is no public risk by releasing the offender, the fine is considered just punishment for the offence. If the fine is not paid, this disposition usually provides for a mandatory period of incarceration. In the majority of cases, the disposition of fine or incarceration in default is effective; however in the case of the economically disadvantaged offender, such a disposition can be considered not only ineffective and costly, but indeed cruel and unusual punishment.

3. *The suspended sentence* is available to an offender where the court, having regard to the age and character of the accused, the nature of the offence, and the circumstances surrounding its commission, may direct that the accused comply with the conditions of a probation order. The suspended sentence disposition is available to the offender in three forms:

- (i) Release under the conditions of a probation order. Such conditions involve keeping the peace and being of good behavior; however, it may also involve any number of reasonable conditions considered by the court to be desirable in ensuring the good conduct of the accused or for preventing the commission of further offences. Such conditions usually involve supervision by a probation officer and may not include restrictions on the residence of the accused.
- (ii) In addition to a fine or a period of incarceration, a period of time under the restriction of a probation order.
- (iii) The serving of a prison sentence intermittently and an order to comply with the conditions of a probation order during those

times when the accused is not serving the sentence of confinement. This alternative is usually viewed as "weekend punishment" for an offender who is not considered a danger to society.

4. *The sentence to a period of imprisonment* is a widely used disposition of the Saskatchewan courts. In Saskatchewan, as well as every other province in Canada, this disposition can be exercised in either the provincial correctional centres or the federal penitentiary. An individual sentenced to a term of imprisonment of less than two years will serve his sentence in a provincial institution, whereas a sentence of two years or more will be served in the federal penitentiary. (This "two year rule" is without much basis in program requirements or constitutional law, and is being questioned by Saskatchewan and a number of other provinces at this time.)

In Saskatchewan, the offender may, depending on his rehabilitative needs, serve all or a portion of his sentence in one of four correctional camps, he may serve a period of his sentence in a community-training residence, or he may serve his period of imprisonment in one of the provincial correctional centres.

3.5.2 *Utilization of alternatives*

These judicial alternatives have not always existed in Saskatchewan. The gradual development of these alternatives has resulted from dissatisfaction with the lack of alternatives available at the time. This desire to both humanize court sanctions and to make them more pertinent to the individual needs of the offender, has been reflected in amendments to both the Criminal Code of Canada and the statutes of the Province of Saskatchewan. The amendments to the Criminal Code in 1972, for example, provided for both the absolute or conditional discharge and the use of the intermittent sentence. It is important in understanding existing correctional services in Saskatchewan, to examine the current pattern of utilization of judicial alternatives.

1. The use of the conditional discharge is in an embryonic stage. What we find is a relatively high use of this alternative by a small number of provincial judges. When this alternative is used, we find it most often applied to the first offender who circumstantially commits an offence and is subsequently charged in court. The judge will determine that there is no primary delinquent orientation in the accused and, therefore, there is little likelihood that he shall commit another offence. In such a case, the judge will either provide an absolute discharge, or he may provide a conditional discharge upon conditions of a probation order. In most instances,

such conditions will revolve around not getting into trouble again with the law. In the case of the absolute discharge, there is usually no involvement by a provincial probation officer. While no statistics are available to substantiate the level of use of this alternative, there is a strong indication that it is utilized neither adequately nor consistently throughout the province. Considering this alternative in the light of the major principle of using only the necessary degree of control over an offender, one might have expected that this alternative would be much more extensively utilized.

2. The levying of a fine as punishment for an offence is probably the most widely used sanction in the Saskatchewan courts. Its use is most extensive in the areas of vehicle offences, and in the majority of cases it is an adequate sanction. The typical middle class citizen who is caught exceeding the speed limit or driving without due care and attention simply pays his fine and proceeds with his uninterrupted lifestyle, albeit somewhat lighter in the pocketbook. On the other hand, the economically disadvantaged citizen in the same circumstance frequently cannot pay his fine and therefore, must serve his default period in prison. In such cases, his total lifestyle is interrupted. He is removed from his family, his friends and his employment. As a result of his incarceration, he may lose his job, and his family in many cases has to be supported by public funds. At the same time, this citizen occupies an expensive bed in a provincial correctional centre and, more importantly, becomes labelled as a prisoner and ex-prisoner.¹

The exercise of this alternative by the courts is not only expensive, but is essentially dehumanizing. Another alternative more consistent with the first principle of a sound correctional system is urgently required.

3. The use of the suspended sentence alternative has been available in Saskatchewan courts for many years; however, in recent years, it has been gaining in popularity. The reason for its increased use would appear to be two-fold. In the first instance, there would seem to be a recognition by judges that a large number of offenders do not require the control inherent in incarceration, that they may be seriously harmed or "criminalized" by it, and that there is much inherent value in keeping the offender in the community. In the second instance, a major increase in the number of probation officers has meant that a much improved service is available to judges not only in urban but also in rural areas. It should be noted that the increase in probation services, while not

reducing the number of citizens incarcerated, has in part effectively staved off the increase projected by the 1971 Saskatchewan Corrections Study Committee Report.

While initially it was thought that the use of intermittent sentencing would significantly reduce the social problems of incarceration, this sentencing alternative is virtually unused by the courts. In 1972-73, this alternative, excluding Northern Saskatchewan, was used no more than 12 times. Since the intermittent sentence has to be served in one of the provincial correctional centres and since these are located only in Prince Albert and Regina, it has become clear that this alternative was not viable. Statistics would seem to indicate that judges instead choose either the suspended sentence or incarceration. In principle, the intermittent sentence alternative is sound in that it provides for minimal disruption of lifestyle and, at the same time, keeps the offender in his home community. It would seem, however, that it cannot operate well until more regionally-based correctional services become available.

4. The sentence to imprisonment is a widely used court sanction in Saskatchewan. To respond to the use of this alternative, there is a federal penitentiary in Prince Albert for those citizens sentenced to more than two years, and the three provincial correctional centres for those sentenced to less than two years. The provincial correctional centre resources consist of two large centres for men in Prince Albert and Regina with a combined capacity of 560 inmates. A smaller female facility, with a capacity of 52 (70 maximum), exists in Prince Albert. The two male facilities were both constructed between 1913 and 1921. Both are immense, three-story buildings with stacked tiers of cage-like cells and a number of large dormitories. Consistent with the prison philosophy and architecture of the time, all cells are open (barred fronts) allowing absolutely no opportunity for privacy. The excessive use of steel, brick and plaster offers only a rigid and cool atmosphere. The absence of architectural division allows no segregation into groups, a factor which makes progressive correctional programming impossible. Over the years, major renovations and construction at the Regina Centre have made it only minimally more acceptable both from a program and standards-of-care viewpoint. The facility at Prince Albert remains basically unchanged since its construction and, as far back as 1967, the Department of Government Services have identified this building as requiring total refurbishing. Minor renovations have

offered a new kitchen and dining room; however, the living quarters and general atmosphere can only be described as inhumane and oppressive. The size and design of the facility makes differential treatment and adequate management impossible.

For many years, inmates were sentenced to either the Regina or Prince Albert Correctional Centre by virtue of their age and length of sentence; however, since 1971, with the recognition of the importance of the community to the offender, inmates have been sent to either of these two centres by virtue of the geographic location of their home community. In the case of female offenders, resources have not permitted a geographic sentencing plan so that the Pine Grove Correctional Centre admits females from the entire province.

All correctional centres are required to detain individuals awaiting trial and/or appeal and all sentenced individuals, be it for a period of time in default of a fine or for a definite sentence up to two years less one day. The current facilities usually operate close to maximum capacity. The Saskatchewan Corrections Study Committee Report of 1971 had projected that, unless deliberate diversionary decisions were immediately forthcoming, our prisons would be at least 100 over capacity by 1975 and a new institution for at least 200 inmates would be required, which would be filled to maximum capacity by 1980. Out of recognition of the over-utilization of secure facilities, each of the male correctional centres has developed satellite camps which are minimum security and which relate to some extent to the communities in which they are located. Inmates are placed in these camps from the general correctional centre population on the basis of requiring little physical control over their behavior, and on the basis of requiring the program offered at these camps. On the average, 50 inmates are provided for in our provincial camps and, during 1972-73, a total of 312 inmates received service in the camp program.

Since 1970, the department has been operating community-training residences. These were developed out of the recognition that a significant number of offenders did not require the level of security offered at the correctional centres and would benefit from controlled community exposure during the latter part of their sentence. (With the assistance of the 1971 Saskatchewan Corrections Study Committee, there was a recognition that community-training residences were but one component of the

much larger area of "community corrections". It was recognized that the community at large must take a major responsibility for the care of offenders if, in fact, there is to be substantial gain made in the attack on crime.) There are five residences in full operation. These residences have offered a community based service to 221 individuals in 1972-73. This group accounted for a total of 8,444 days care. During their stay in the community-training program this group earned \$80,100 in employment and training grants. In turn, they contributed \$12,800 toward their support, provided \$6,800 to their dependents and paid \$6,600 income tax.

Because many persons sentenced to correctional facilities are not a substantial danger to the community, but need some degree of supervision and control in developing more responsible and acceptable behavior, and because some persons do not need to (or should not) serve their full sentence in a secure custodial facility, development of community-based correctional services with graduated levels of control should be hastened in order to limit the overutilization of expensive custodial facilities.

3.6 Limitations of the system

It is apparent that the current system exists with serious limitations, even within the present context of judicial alternatives.

1. *The inadequate and inconsistent use of the absolute and conditional discharge.* This would appear to be an excellent disposition for most first and/or situational offenders in that it diverts them from active involvement in the correctional process. What is more important is that the offender who is given this disposition does not establish a criminal record. The problem seems to be that there is no consistent use of this alternative by all judges in Saskatchewan.
2. *An over-utilization of secure correctional facilities for those offenders who are unable or unwilling to pay a fine.* By virtue of the fact that an offender is given a fine option sentence, it has been determined that he is not a risk to society and could be released immediately. At the present time, those offenders who are not able or are not willing to pay a fine must serve a sentence in our costly and highly secure correctional centres. A program allowing for other means to satisfy this sanction is imperative both to become consistent with our stated principles and to reduce the population in our correctional centres.

3. *The probation services offered are insufficient to meet the demands of all the provincial courts.* At the same time, there is a serious lack in the probation services offered to native offenders on the reserves. Due to the lack of specific programs aimed at this substantial offender group, there is a failure to involve this cultural group in the rehabilitation process.
4. *The lack of a co-ordinated volunteer probation program.* Allows only a minimal opportunity to place responsibility for rehabilitation on the community.
5. *The community corrections program centering almost exclusively around the community-training residences.* As such, it is operationally viewed as an extension of the correctional centre rather than as an extension of the community. This inability to change focus has seriously limited the development of preventative correctional programs.
6. *Community-training residences are seen to meet the needs of all offenders who find themselves between incarceration and probation.* If such is to continue a change in program emphasis in community-training residences will be essential.
7. *There has been a limited development of community-training resources for female offenders.*
8. *Inadequate correctional facilities for those offenders who do require incarceration.* The two male correctional centres are too large, too old, inadequately staffed, and, in general detract from modern correctional programming.
9. *The number of correctional facilities is inadequate to allow for any significant amount of treatment in the community.* For example, there is no correctional centre in Saskatoon in spite of a high offender volume from this community.
10. *Current correctional centres are required to house various persons other than the sentenced offender, i.e. persons on remand, parole violators, persons detained by the Manpower and Immigration Department, persons sentenced to a penitentiary during their appeal period and individuals who are found not guilty by reason of insanity.* The presence of these offender groups many of whom are convicted of offences much more serious than those committed by inmates sentenced to less than two years, seriously undermines the service which can be provided to the sentenced offender. At the same time, the non-sentenced population is not provided with those services, programs and facilities which are most appropriate

to its needs. Experience has shown that persons in the remand units at the two major correctional centres for males, are frequently the major source of unrest and riots which subsequently spread through the whole institution.

11. *Current correctional facilities are inflexible and inhumane.* Current physical facilities simply cannot change to adjust to program alternatives, and they provide a repressive rather than a corrective environment.
12. *An inadequate corrections information system.* We have only a crude mechanism with which to disseminate information to the public and to obtain accurate and current information about clients and programs.

3.7 Need for new rehabilitation goals

"Rehabilitation" in our corrections system is a catch-all term which covers a wide range of programing directed at desired behavior reform, including various kinds of training and remedial treatment or counselling aimed at attitudinal change. If, however, a primary rehabilitative goal of corrections programs is to assist offenders to develop skills that enable them to live in an acceptably responsible manner and within the law in the open society, then our existing programing falls short of fulfilling the rehabilitation needs of many offenders. Certainly, our traditional institutional education, vocational, recreational and other rehabilitative programs clearly do not fulfill this need for many offenders, particularly those incarcerated on relatively short sentences.

Traditional academic educational programs and vocational programs (such as motor mechanics) should be made available to those who may benefit from them. There is clearly also a major need (both for short-term and long-term inmates) for courses in basic skills required to understand and adapt to society, and basic skills which may assist in obtaining the type of employment for which they are likely to have opportunities.²

3.8 Geographic distribution of services

The fact that existing corrections programs do not allow for an adequate range of services to offenders in reasonable geographic proximity to their home communities, results in the following problems:

1. Family and social disruptions which are probably an inevitable result of incarceration are intensified by the distance of correctional facilities from the home community of some

offenders. (For example: it would probably be difficult for a woman incarcerated in Pine Grove in Prince Albert to maintain family and social ties in Estevan.)

2. Programs (other than probation services) do not allow many offenders to receive correctional services in their home communities. This not only restricts an offender's ability to adapt or readapt to his home community on a somewhat structured and supervised basis, but also restricts the ability of most communities to become involved in the resolution of the communities' crime problem.

Clearly, if corrections programs are to assist offenders to adapt their behavior to allow them to live in an independent and responsible manner in their home community (to which they are likely to return after release), corrections programing must be made available in reasonable proximity to the home community of the offender. Institutional programs do not meet this criterion in spite of the introduction of "geographic sentencing" practices. In addition, although probation services are fairly well regionalized, the delivery system does not allow for extensive supervision of persons living in smaller communities or on reservations.

3.9 Community-offender-corrections involvement

When an individual commits an offence, the police apprehend him, the courts reach a decision as to his guilt, and if he is convicted he is often removed from the community and placed in a custodial corrections program. This method of dealing with deviant behavior has several major limitations:

1. The offender is removed from the community, thereby allowing the community protection from his deviant behavior for a short period of time. This affords the community little opportunity to develop an understanding of deviant behavior which will allow it to develop better social programs to alleviate crime and to rehabilitate individuals early in the development of their deviant behavior patterns.
2. Corrections programs which rely heavily on high-security institutions with limited resources are not likely to assist offenders in developing responsible behavior patterns in the open community. The development of responsible behavior patterns are further ignored when offenders are not allowed supervised learning opportunities in the community, and when they are not assisted in utilizing the many specialized vocational, educational,

recreational, psychotherapeutic, and similar rehabilitative resources available within the open community.

This limited utilization of community resources is evidenced by the fact that camps and community-training residences have provided services to only a limited number of offenders. Although there are several reasons for limited use of these resources, the major inhibiting factors are:

- (a) Both of these types of facilities have developed as adjuncts of, or resources for correctional centres, and therefore have not been extensively used for persons admitted for shorter sentences. Such persons should probably be considered for more extensive participation in such supervised living environments.
- (b) Persons are admitted to secure custodial facilities, and then some of them are transferred to supervised community programs, rather than being admitted directly to supervised programs when secure custodial care is not required.
- (c) Community-based programs are primarily used in conjunction with community employment opportunities, placing little emphasis on utilization of other rehabilitation programming in the community.

3.10 Continuum of resource for the courts

Other than the various dispositions which do not involve corrections, the courts really only have two basic types of corrections programs to which they may sentence offenders. First, the offender may be placed on probation with supervision, in which case he receives a minimal amount of supervision while generally maintaining a normal life in the community. Second, the offender may be sentenced to a period of incarceration in a secure, custodial institution. Without questioning the adequacy of existing programs in probation and institutions, there are several major problems related to this limited choice of services:

1. The only real options open to a sentencing court are: minimal supervision under the terms of a probation order (and similar dispositions) or complete custodial care in a secure facility. Thus the court does not have an appropriate option for the offender who requires a structured living environment and supervisory assistance in modifying his behavior, but is not sufficiently dangerous to warrant complete removal from the community, by means of incarceration in a custodial facility.³

2. Supervisory services available in places other than the major centres in the province are limited because it is not economically realistic to place a probation officer in each community. However, methods of overcoming this problem (such as more extensive utilization of volunteer probation officers) have not been thoroughly explored.
3. Finally, because many statutes provide for a minimum period of incarceration in default of payment of a fine, and because no realistic alternatives to incarceration in default of payment of fines have been available, substantial numbers of persons are unnecessarily utilizing custodial facilities. Although many of these incarcerations could be avoided by removal of statutory limitations on incarceration periods in default of payment of fines, this should not unduly restrict the process of removing such persons from secure custodial facilities.

3.11 Existing security facilities

Other than the general overutilization and excessive concentration on custodial facilities as previously discussed, there are some additional difficulties in the continued use of existing provincial security facilities. These include:

1. Pine Grove (women's correctional centre) has an unnecessarily large capacity, having been built to provide secure custodial care for about 70 females while in each of the last two years it had a daily average of less than 25 females under direct sentence. Further, the security level of the facility is probably more appropriate for the effective control of long-term prisoners (such as those in the federal penitentiary system), rather than the majority of women admitted.
2. While parts of the two provincial correctional centres for males are adequate, the living quarters are not appropriate for the development of reasonable rehabilitation programs. Nor does the structure of these facilities allow for adequate segregation of offenders in accord with their different rehabilitation needs.
3. Prince Albert Provincial Correctional Centre is deteriorated to the point that it urgently requires major renovation or replacing.

3.12 Programing for persons of Indian or Metis origin

In the past corrections programs have given little recognition to the specialized programing needs of Indian or Metis persons. Further, although it has long been recognized that there are major shortcomings in much of the social programing for such persons

(which in part results from some programs being within federal jurisdiction and some in provincial jurisdiction) little has been accomplished in the way of federal-provincial co-ordination of services to meet the needs of this cultural group.

3.13 Programing for youth

The importance of emphasizing youth programing in any review of corrections programs is indicated by the large number of persons under 20 years-of-age who are incarcerated in provincial correctional centres, and by the large number of these persons who have previously been involved in juvenile delinquency programs. Major problems related to youth offenders include:

1. The high number of young persons incarcerated indicates that crime prevention programing must receive considerably more emphasis than is presently the case. In addition, this information also indicates that early detection and treatment programs for juvenile delinquents are not as effective as might be desired and, therefore, should be subject to rigorous review.
2. The structure of facilities does not allow for adequate segregation of youthful offenders from offenders who have adopted a more long-term criminal behavior pattern.
3. The policy of setting a rather rigid arbitrary age cut-off for youth-vs-adult correctional services doesn't allow for realistic provision of services according to the needs of the individual and society. The undesirable effects of this approach may be somewhat ameliorated by setting an age range which would allow referral of the individual to either adult or youth service systems in accord with individual and social needs.

These and many other questions related to programing for young offenders are the subject of a separate review by the department in conjunction with the other provinces and the federal government. Whatever future course of action is determined as a result of this review, will undoubtedly have significant implications for the planning of adult corrections services.

1. In 1971-72 there were 2,234 male admissions for non-payment of fines, accounting for an average daily count of 10.8 such males, or 14.6 percent of total demand for correctional facilities. The year 1972-73 showed a slight improvement at 2,016 admissions for an average of 76.7 persons per day. In 1971-72, 262 fine option admissions for females accounted for 33.0 percent of time to be served (a daily average of 11.3 persons). In 1972-73, such women accounted for 310 admissions (9.3 persons per day on the average).

2. Many of the same needs undoubtedly apply equally to offenders who are not incarcerated but who, nevertheless, do not have access to appropriate "life skills" programs in the community. Basic life skills might include: interpersonal skill development, how to participate in social and educational services in the community, household budget management and economical consumer goods purchasing, how bank accounts and credit cards function, and comparative methods of utilizing consumer credit programs. They might also involve the development of a basic understanding of the functions of various social institutions and/or the operation of our systems of law and government. Basic employment skills might include: blueprint reading, operation of small equipment such as radial saws and chain saws, shingling of roofs, and repair of small electrical appliances and machinery. (In addition to an emphasis on potential employment opportunities, such programs might place some emphasis on skills which the individual may later use in the maintenance of his home or equipment therein.)
3. Note: admittedly there now are camps and community residence facilities available for male inmates; however, in spite of some recent modifications, these facilities have generally been used as prerelease half-way resources for the longer-sentence inmates of provincial correctional centres.

Client profile for service needs

4.1 Introduction

In the preceding chapter, the limitations of the Saskatchewan Corrections System were examined in the context of the goals and principles established earlier as a base for the planning process. This helped to determine where we are in corrections and, in general terms, those areas to which further correctional planning and program development should be directed. However, before proceeding with these tasks, it is necessary to take a much closer look at the existing client profile and corrections utilization patterns. In order to develop new and practical programing along the lines indicated, we obviously need to know in much more specific terms "who" our clients are, where they are located, their needs and capabilities and how they are using existing services. We also need to know much more about the province-wide utilization patterns which determine the total demand for service and in part define the range of services which are required.

Since all of these factors help to determine practical program options, a considerable portion of planning resources were devoted to the collection and analysis of available information on clientele and service utilization in the province. This chapter summarizes the essence of the data, analyzes it in the context of the proposed corrections principles and examines the major implications for the future organization of services and program development. Obviously, there are gaps in our knowledge about clients and utilization patterns and most of our statistical information relates to institutions. This is partly a matter of priority, past and present, and partly a reflection of the limited "information" resources available to the department — resources that must be improved and expanded in the future.

4.2 Utilization patterns

4.2.1 Length of sentence

Length of sentence has two major implications for programing. First, since clients are incarcerated in provincial facilities under sentences of less than two years, (which means they will likely

serve 16 months at most) it is essential that programing be oriented toward rehabilitating the offender if the corrections system is to fulfill its function of providing society with effective long-term protection. Second, length of sentence limits the amount and intensity of rehabilitation programing which may be implemented to influence the client. For instance, a person sentenced to 90 days incarceration will serve about 60 days. This is hardly a reasonable amount of time to allow for any kind of intensive rehabilitative programing in the institutional context.

The influence of length of sentence on programing potential is particularly important when it is considered that:

- male admissions to correctional facilities for non-payment of fines (for periods of 90 days or less) account for about 50 percent of institutional populations on an average day (1971-72 and 1972-73 data).
- male admissions to correctional centres under direct sentence for periods of 90 days or less account for about 60 percent of direct sentence admissions and about 20 percent of direct sentence time to be served. Equivalent data for sentences of 180 days or less are 80 percent of sentence admissions and 40 percent of sentence time to be served.

In sum, these figures suggest that almost half of the correctional resources could be directed toward basic level rehabilitation programing and reintegration of short-term clients into the community, while at the same time, considerable emphasis on long-term programing is maintained.

4.2.2 Total demand for facilities

The total demand for correctional facilities (institutional) and other corrections programs (probation) will obviously affect programing options in corrections, in relation to available resources. In terms of total numbers, it is reasonable to assume that past experience will roughly define program requirements over the next few years. However, while it is necessary to maintain an awareness of the existing "target population", and of the distribution of this population within various categories, it is not realistic to project this information into the future on the basis of a straight trend. Indeed, it is necessary to bear in mind that the total demand and utilization rates for various programs may be markedly affected by the administrative and programing changes, legal changes, and various socio-economic factors, including:

- changes in classification systems which allow more inmates to be

eligible for camps and community facilities may increase the demand for these facilities and reduce the demand for security facilities.

- development of alternatives to incarceration for non-payment of fines will reduce demand for security facilities.
- removal of persons who more appropriately require treatment (alcoholism, drug problems, psychiatric treatment, etc.) may reduce demand for corrections programming.
- other methods than the above two, of removing some actions from criminal jurisdiction, such as modifying laws, is likely to decrease demand for corrections services.
- development of more effective rehabilitative processes should reduce recidivism, thereby reducing demand for security facilities or at least alleviating the increases projected in the Saskatchewan Corrections Study Committee Report.
- changes in economic and social programs combined with an expanded emphasis on preventative programming may decrease demand for all corrections programming, including custodial facilities.

If it is not possible to precisely predict the results or effectiveness of such changes, it is at least clear that decisive and effective action in removing from costly custodial facilities, those persons who can be more effectively provided with services elsewhere, can change the utilization of corrections services. In short, the corrections system can do more than react to a major social problem. It can positively affect the problem, thereby at least slowing (if not reversing) projected increases in the demand for correctional services.

In the context of the above, the following data provides some indications of past utilization of institutions. Further, it provides a limited picture of the range of purposes to which institutional programming has been directed.

In 1972-73 provincial correctional facilities for males held about 570 persons on an average day, including:

- about 75 incarcerated for non-payment of fines
- about 445 under direct sentence
- about 40 remanded individuals
- about 5 awaiting transfer to federal facilities
- about 3 for other reasons

(The latter three groups are held in remand units.)

In 1972-73 provincial correctional facilities for females held about 29 persons on an average day including:

- about 9 incarcerated for non-payment of fines
- about 20 under direct sentence

4.2.3 *Geographic distribution*

As with most service delivery systems in Saskatchewan, the service potential of the corrections system within the offender's home community is limited by the fact that a comparatively small population is widely dispersed over a large geographic area. Thus, for those persons who must be incarcerated, it will be necessary for a large percentage to be placed in custody in facilities a substantial distance from their home communities. (For example: a sufficient demand for secure custodial care to allow for the establishment of a viable facility does not exist in Swift Current, Estevan, Yorkton, Melville, Meadow Lake, La Ronge or Moose Jaw, among others.) This must create some additional social and personal disruptions beyond those which are bound to occur with incarceration in a secure custodial facility. Further, even those persons who require supervisory assistance, as may be available in community correctional facilities may have to be relocated at some distance from home communities which have insufficient demand to allow for the establishment of such a service on a reasonably economic basis — this would include persons from such communities as Estevan, Tisdale, Lloydminster, Big River and many other smaller centres. Finally, it is even difficult to provide adequate supervisory and counselling services to many probationers in small communities which are located a substantial distance away from centres with Department of Social Services offices.

For this reason, it is necessary to view the province as composed of many small areas which can then be combined to allow reasonable transportation accessibility and a sufficient demand to justify basic level services. These areas can then be further combined to permit more highly structured and supervised services and facilities. The following information briefly describes geographic distribution for the three major service areas.¹

- The northern area (including Meadow Lake, Shellbrook, Prince Albert, Melfort-Tisdale and areas north) accounted for a daily average of 124.4 males incarcerated on direct sentence and 26.6 males incarcerated in default of payment of fines, in 1972-73. In the same year this area accounted for 293 male admissions to supervised probation with a requirement of 349.9 man-years of supervision.

- The central area (Saskatoon and North Battleford areas) contributed daily averages of 119.1 males on direct sentence and 13.7 males in default of fine payment. In addition this area accounted for 257 male admissions to probation, requiring 269.9 man-years of supervision.
- The southern area (including Swift Current, Moose Jaw, Regina, Yorkton-Melville, and Weyburn-Estevan areas) accounted for a daily average of 199.5 males on direct sentence, and 36.5 in default of fine payment. This area also admitted 524 males to probation requiring about 553 man-years of supervision.

4.2.4 *Fluctuations in inmate population*

Fluctuations in the number of clients receiving services from corrections service delivery systems have two major effects on correctional programming.

- (a) While the service delivery systems should be designed to fulfill the total annual demand for service, it is not sufficient to plan only for daily or monthly average demands. Rather it is necessary to strike a balance between adoption of a highly economical system which will handle the average demand, and a more costly system which has a complete capacity to fulfill service requirements during times when demand for service is at a peak. Further, all subsystems of the corrections delivery system should be compatible taking into account service demand fluctuations in the other subsystems. In addition to this internal consistency, it is required that corrections service delivery subsystems take into account demand patterns in related social service and rehabilitation programs.
- (b) Further, fluctuations in service demands tend to be greater (as a percentage of the average) as the size of the service area decreases. For example the inmate population for males serving time on direct sentences to be served in provincial facilities in 1972-73 ranged between 530 and 370 (that is: between 119.6 percent and 83.5 percent of the daily average of 443.0 inmates). On the other hand similar figures for the Yorkton-Melville area are a range of 34 to 12 (or between 161.9 percent and 57.1 percent of the daily average of 21.0 inmates). For this reason it is apparent that the extent to which services can be economically provided in the offender's home community will be limited by these fluctuations in demand.

These fluctuations occur both in the short-term (monthly and annually) and the long-term (over a five year time span). For example:

(a) *Short-term*

In 1972-73, males on direct sentence to be served in provincial correctional facilities accounted for an average daily inmate population of 443.0; however, the number ranged as high as 530 on at least one day. This means that facilities designed to accommodate the maximum demand (530) would only be utilized to 83.6 percent of capacity on a yearly basis.

(b) *Long-term*

The annual or monthly average daily census of provincial correctional facilities for males gives a partial view of the long-term fluctuations in demand for services. This data provides some picture of the demand fluctuations. They do not, of course, provide the extremes in terms of the daily high or daily low inmate counts. Total annual demand fluctuations become apparent from annual average daily census data for the past five years. Average daily census of male inmate populations in provincial corrections facilities was: 1968-69 — 612.7; 1969-70 — 521.6; 1970-71 — 526.8; 1971-72 — 572.2; 1972-73 — 539.6

These fluctuations become even more apparent in light of the fluctuations in monthly average daily census illustrated in Figure 3.3. While the Saskatchewan Corrections Study Committee Report predicted massive increases in security bed requirements, it appears that available information does not bear out those projections, or provide a substantial basis for any other projected inmate population. From available information it is not possible to realistically project an increased, decreased or static demand for security facilities in the long-term (5 years or more). Rather, this information should only be used to provide general demand guidelines. This should also emphasize the major need for flexibility in corrections programming and facility design, as well as the need for an information system which will provide timely information allowing program management staff to modify programming (both short-term and long-term) in accord with identified and changing needs.

Obviously, both short-term and long-term fluctuations in inmate populations and other service demands must be accounted for in any programming planned and/or implemented. This does not mean, however, that it is necessary (or even desirable) to provide service programming capabilities that will fully meet both short-term and long-term demands at a maximum projected capacity. Rather,

programing must be sufficiently "overbuilt" (in relation to average service demand) in order to ensure that short-term peak fluctuations in demand may be accommodated. This will mean that programs in the short-term should be capable of adaptation to provide a full range of services to about 20 percent above the average demand. On the other hand it is not possible to predict long-term demand with any great precision. Therefore, the most reasonable solution is to ensure that programs are sufficiently flexible to adapt to long-term changes in demand, and that contingency planning for facilities is sufficiently flexible to allow for addition of new facilities or alternate use of operational facilities on reasonably short notice.

The requirement of flexibility dictated by past demand fluctuations (short-term and long-term) has two major implications for corrections programing which requires exclusive use of facilities by the particular corrections service delivery program:

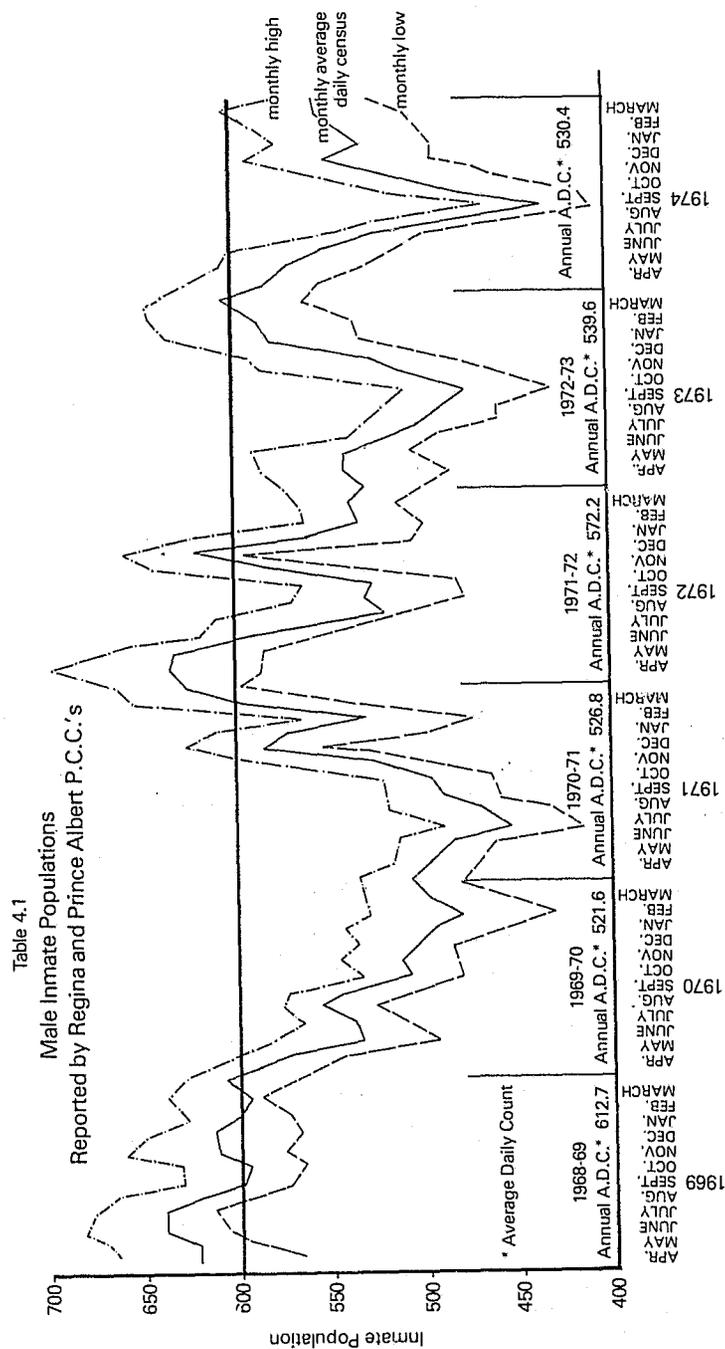
1. Facilities that are built or purchased by the government (as opposed to short-term rented space) should be structured to accommodate a somewhat larger than average demand. However, every effort should be made to limit the need for overbuilding to totally accommodate the demand on those occasions when peak capacity is reached. Methods of attaining this include: designing some client bedrooms so that they could provide accommodation for two persons as required, design of as much floor space as possible for multipurpose utilization, and providing flexibility to enable some temporary shift of client population to less secure facilities.
2. Some facilities that are built or purchased by the government should not be designed exclusively as correctional facilities. Rather, they should be capable of alternate uses in order to allow for adaptation to long-term and semi-long-term fluctuations in demands for services.

Finally, considering that long-term operating expenses often substantially outweigh capital costs in social programing, the staffing implications of all corrections programs or proposed changes in corrections programs should receive due consideration. Since it is planned to move toward smaller, community-based corrections programs, efforts should be made to utilize appropriately qualified corrections personnel in the various corrections service delivery systems. The development and implementation of patterns of personnel utilization which are based on client and program needs should apply within individual corrections delivery systems, in relation to other corrections systems, and with respect to other social and

rehabilitation services. Utilizing the most appropriately qualified personnel to do the job, both within and outside corrections, can not only enhance the efficiency and effectiveness of corrections programing, but should also foster a better integration of social and rehabilitative delivery systems operated by the three levels of government and private agencies.

This approach has several advantages:

1. More integrated utilization of Department of Social Services staff should allow for the delivery of a more comprehensive range of services without hiring excessive numbers of specialized staff whose skills would not be fully utilized within any one service delivery subsystem.
2. Utilization of staff in several service systems would not only enhance the ability of the department to adapt to fluctuating service demands, but would also contribute to the professional development of staff.
3. Utilization of community resources to as great an extent as possible will broaden the range of programs available in the community.



4.3 Socio-economic characteristics of client groups

4.3.1 Responsibility level

Although it is reasonable to assume that all persons receiving direct sentences to correctional facilities are to some extent lacking in abilities to live within the community in a responsible and socially acceptable manner, it is not reasonable to assume that they are all so dangerous or so incapable of acting in a responsible manner that they must be completely removed from the community and placed in close custody. Rather, some will require custodial care while others require only some degree of control on their behavior. (Of course the degree of control will vary from individual to individual and from time to time during the individual's participation in corrections programs.) At any rate, if long-term and short-term protection of the public is to be successfully achieved, it is necessary to place controls on the individual to the extent that he is a real danger to society.

Admittedly, present methods of gauging responsibility levels are not particularly precise,² and it is not possible to provide completely satisfactory statements concerning responsibility levels of clients. However, it is apparent that corrections programming must account for this major rehabilitative need of clients and that the choice of a corrections service program for the individual should be based on the best possible judgement of each individual's ability to act in a responsible and acceptable manner and on his demonstrated need for supervisory assistance in further developing this ability.

4.3.2 Social and interpersonal skills

Although no reliable data is available, a brief review of the employment history of inmates and ex-inmates of provincial correctional facilities reveals that their unemployment rate is high, and that even when they obtain employment, it is generally sporadic or short-term in nature. This does not indicate that such persons are unique within society, but it does indicate that they do have special problems in dealing with the social and economic environment within which they live. Whether this is a problem of society or of the individual, it must be accepted that such persons do not have the necessary social and economic skills to enable them to adequately function within the existing system. The development of such skills, and generally of the ability to cope with and to productively utilize various resources and programs in our society, suggests itself as a major correctional thrust.

In 1971-72, at least 235 persons were admitted to correctional facilities for commission of offences against the person (at least 11.9 percent of all admissions on direct sentence). The large numbers of

persons sentenced for this type of offence suggests a need for a major emphasis on interpersonal responsibility and skill development in corrections programming.

4.3.3 *Previous correctional experiences*

Because accurate recidivism rates are not available, it is not possible to state what percentage of persons complete their sentences (direct sentence, fine option or probation) and thereafter do not return to the corrections service as offenders. Information is available, however, on previous incarceration and on previous contacts with other corrections service systems. It may be summarized as follows:

- Of 1,082 male admissions to provincial correctional facilities on direct sentences of over two months but less than two years, 728 (67.3 percent) had previously been incarcerated at least one other time in a provincial corrections facility or a federal penitentiary. Of this group 363 (33.6 percent) had one or two previous incarcerations, 182 (16.2 percent) had three to five previous incarcerations, and 183 (16.9 percent) had six or more previous incarcerations.
- Of the above described 1,082 admissions, 431 (39.9 percent) had previously been on probation, 70 (11.8 percent) had previously been clients of juvenile delinquency service programs.³

While the above information does not accurately reflect the success of past correctional programming, it does at least suggest that the provincial correctional facilities are admitting a substantial number of persons who do not appear to be particularly amenable to the "rehabilitative effects" of secure institutional programming. This group probably comprises at least 60 percent of average daily direct sentence populations.

In addition, the above information indicates two major problem areas. First, a large portion of sentence admissions are for persons who have never had the opportunity to improve their ability to live in the open community with some supervisory assistance from a probation officer. This seems primarily so with those older inmates who probably began their "careers" prior to recent expansions in probation services. Second, although the "success rate" of probation cases cannot be determined, it does appear that there are substantial numbers of persons for whom the comparatively minimal level of supervision received while on probation in the community is not a sufficient rehabilitative force.

In sum, available information does not enable evaluation of the effectiveness of probation or custodial care. However, it is

apparent that there are a substantial number of persons sentenced to corrections facilities each year whose experiences in either minimally supervised, open-community probation programs or in secure custodial programs apart from the community, have not sufficiently integrated or reintegrated them into the community. Therefore, it seems clear that some persons incarcerated find neither a minimal-supervision probation program, nor a secure custodial program to be an appropriate milieu to motivate them to develop the necessary abilities to live in the open community without breaching the law.

4.3.4 *Age*

Although the age of a particular offender is probably not nearly as important as many other factors in determining rehabilitation requirements, age breakdown of over-all admissions is nonetheless important for several reasons:

- First on a general basis, age provides some indications of qualities of offenders which should be taken into account in corrections programming. (It is not claimed that the following are age determined factors, but rather are generally accepted to bear some relationship to age). Because age generally provides some indication of probable maturity levels and interests of offenders, age breakdowns should be considered in developing rehabilitative and recreational programs. Also, insofar as age provides some indication of length of time away from formal education programs and perhaps, therefore, of the ability to readapt to this type of programming, as well as delimiting the range of available occupational opportunities for some persons, age breakdown and vocational programs will be made available.
- Second, inasmuch as many social activities can be broken into activities directed at, or primarily participated in by particular age groupings, age breakdowns provide some indications of the most productive target areas for preventative or follow-up programming.
- Third, because special programs for youth offenders, including changes in legislation respecting juvenile delinquency, have been receiving active consideration, it is necessary to know age breakdowns in order to allow sufficient program flexibility to enable adaptation to changes which may result.
- Fourth, age-related factors may have a limiting effect on capabilities or potentials for competition in the economic system (including, among others, the individual's ability to raise the necessary funds to pay fines.) Such factors may also limit the

individual's ability to take part in some types of programs (such as alternatives to incarceration for non-payment of fines). Clearly age must be taken into account in reviewing both the type of demand for institutional facilities, and methods of alleviating this demand.

Since age affects rehabilitative, educational, vocational, and recreational programming the following data will help to provide some general direction. Generally, it points out the youthfulness of our existing institutional populations, which would indicate a major need for preventative programs directed toward adolescents, and for major emphasis on rehabilitation of offenders to avoid increases in inmate populations resulting from repeat admissions.

- In 1971-72, males aged 17 years or less accounted for 356 direct sentence admissions, or 17.3 percent of all male direct sentence admissions, and 18.4 percent of time to be served on direct sentence.
- In 1972-73, males aged 17 or less accounted for 399 direct sentence admissions, or 20.4 percent of direct sentence admissions, and 20.3 percent of time to be served by males on direct sentence.
- In 1971-72 females aged 17 years or less accounted for 37 direct sentence admissions, or 20.9 percent of direct sentence admissions, and 23.1 percent of time to be served by females on direct sentence.
- In 1972-73 females aged 17 years or less accounted for 31 direct sentence admissions, or 23.7 percent of direct sentence admissions, and 23.1 percent of direct sentence time to be served.

In addition to the above information, which has implications for contingency planning related to adoption of youth offenders legislation, as well as demonstrating a need for major emphasis on rehabilitation, data is available concerning past correctional experiences, education and marital status by age, crime type and length of sentence (for direct sentence admissions of over 60 days for males in 1972-73). All of this data may be utilized at the program planning stage. Although this data is available, it will only be stated here that offenders aged 19 or less received slightly shorter sentences on average than older offenders. Similarly, this age group also had a somewhat lower percentage of incarcerations for crimes against the person.

Finally, if it is accepted that involvement in the types of activities which result in the incarceration of persons in provincial

correctional facilities is age-related, this province is probably on an upward trend in youth offences which will hit a peak within five to 10 years, and then will slowly taper off (See Table 4.2)

Table 4.2

Saskatchewan population by sex and age
(by 5 year age groups)

Age	Sex		Total
	Male	Female	
0 - 4	40,651	38,932	79,583
5 - 9	45,414	43,366	88,780
10 - 14	52,208	50,493	102,701
15 - 19	50,511	48,434	98,945
20 - 24	36,254	35,012	71,266
25 - 29	27,824	27,679	55,503
30 - 34	23,145	23,639	46,784

Source: Saskatchewan Hospital Services Plan Population Statistics as of June, 1973.

This information appears to indicate two requirements in corrections planning. First, programming and facilities should be sufficiently flexible to adapt to a potential increased demand pattern without resulting in massive overbuilding of facilities. Second, preventative programming for youth should be undertaken as rapidly as possible in order to avert this potential increased demand.

4.3.5 Education

The formal education level attained by a particular client, like age probably has little direct effect on his particular rehabilitation requirements. However, like age, education level is generally associated with various factors which should be taken into account in modifying rehabilitation, recreational, educational and vocational programming.

As is the case with age-related factors, educational limitations of some persons admitted to correctional facilities for non-payment of fines must necessarily have an effect on their ability to participate in society. In particular, as educational limitations affect the individual's ability to participate in programs which are alternatives to fine option incarcerations, information concerning education levels of such persons must be considered in designing programs to alleviate this unnecessary demand on correctional institution facilities.

Although education data might provide some useful direction for recreational and rehabilitative programming for all persons incarcerated on direct sentence, such data is not available for all offenders. Rather, data on educational levels of persons admitted for more than 60 days, but less than two years, was gathered according to age and length of sentence. This was done primarily in order to provide some indication of the educational and vocational needs and potentials of persons who will be in the service system long enough to utilize a formal educational and vocational programs.

Of the 1,081 male admissions on direct sentence of over 60 days but less than two years:

- 338 (31.2 per cent) had 7 or less years of schooling
- 594 (54.9 per cent) had 8 to 10 years of schooling
- 122 (11.3 per cent) had 11 or more years but had not completed a post-secondary program
- 8 (0.7 per cent) had completed a post-secondary program
- 19 (1.8 per cent) unknown or not recorded

Considering that about 86 percent of males admitted on direct sentence for 61 days or more have had 10 or fewer years of formal education, and considering that about 31 percent have had seven or fewer years of formal education, it becomes apparent that the main formal education emphasis of corrections programs must be on junior and senior upgrading programs. This should also affect vocational program planning in that vocational education offerings must be structured to allow, or compensate formal education limitations of the client population. In addition, in light of formal education, consideration should be given to providing basic skills educational programming rather than formal upgrading or vocational programs.

4.4 Ethnic background

In recent years it has been widely accepted that socio-economic background, in large part, molds the individual's attitudes, values and behavior patterns. If for no other reason, the above necessitates at least a brief review of the ethnic breakdown of corrections system client populations.

The data presented below is confined to a breakdown of the Indian and Metis offender population, reflecting the overwhelming fact that persons of Indian or Metis origin — less than 10 percent of the provincial population — account for well over half of the admissions to provincial correctional centres and of the time served therein.

By almost any standard of economic indicant, persons of Indian or Metis origin must be considered socially disadvantaged. This disadvantaged status is borne out by their disproportionately large representation in the client groups of corrections service delivery systems, as demonstrated below:

- In 1971-72 males of Indian or Metis origin accounted for 1,618 admissions for non-payment of fines, or 72.4 percent of all male fine option admissions, accounting for 73.0 percent of fine option time to be served by males. Equivalent 1972-73 figures are: 1,568 fine option admissions, or 77.8 percent of such admissions and 77.7 percent of time.
- In 1971-72 females of Indian or Metis origin accounted for 357 admissions for non-payment of fines, or 98.6 percent of female fine option admissions, accounting for 98.7 percent of fine option time to be served by females. Equivalent 1972-73 figures are: 306 fine option admissions, or 98.7 percent of such admissions and 99.1 percent of time.

This data indicates not only are there a rather large number of persons in this province who are sufficiently socially and/or economically disadvantaged that they consider (or are forced to accept) a period of incarceration to be a more realistic alternative than payment of the fine imposed but also that most of this group are of Indian or Metis origin.

Further, the data reveals a need to develop programs accessible to persons of Indian or Metis origin which are alternatives to incarceration for non-payment of fines. programs which are alternatives to incarceration for non-payment of fines.

From a programming point of view, the high native inmate population on direct sentence probably is more important than the large native fine option population illustrated above. This is indicated by the following:

- (a) High incarceration rates for these groups stresses the need for rapid development of preventative programming which is specifically oriented to the social, economic and cultural qualities of Indian or Metis persons.
- (b) While social, economic and cultural characteristics of persons of Indian or Metis origin have some qualities in common with any socially and economically disadvantaged group, they are sufficiently unique to necessitate special emphasis in the areas of preventative and rehabilitative programming.

- (c) High Indian and Metis incarceration rates are not only a "criminal justice problem", but also part of a broader socio-economic problem of concern to both federal and provincial governments. If increased demands for correctional programming by this group are to be alleviated, co-ordination of federal and provincial programming in this area is urgently required.
- (d) If incarceration rates per thousand population for persons of Indian or Metis origin stay about the same, it is likely that in the future the population of these groups (which is expanding faster than the rest of the population) will constitute an even larger percentage of inmate populations and will increase the demand for correctional facilities.
- In 1971-72 males of Indian or Metis origin accounted for 1,120 direct sentence admissions, accounting for 54.3 percent of male sentence admissions, and 47.6 percent of sentence time to be served.
 - In 1971-72 females of Indian or Metis origin accounted for 147 direct sentence admissions, or 83.1 percent of female direct sentence admissions and 78.7 percent of time to be served.
 - In 1972-73 males of Indian or Metis origin accounted for 1,167 direct sentence admissions, accounting for 59.3 percent of all sentence admissions, and 56.1 percent of sentence time to be served.
 - In 1972-73 females of Indian or Metis origin accounted for 102 direct sentence admissions, or 77.9 percent of female direct sentence admissions and 68.2 percent of time to be served.
 - Based on the above, the per capita rate of incarceration of males of Indian or Metis origin is 10 to 15 times that for non-Indian or Metis males, while for females the per capita rate of incarceration is 30 to 40 times that of non-Indian or Metis females.

The above indicates that the special emphasis and directions in educational, vocational and rehabilitative programming should be designed to account in a major way for special emphasis on needs which result from the different social, economic and cultural background of persons of Indian or Metis origin.

1. More detailed information on "catchment areas" is provided in Chapter V.
2. See section 5.4.2 for discussion of methods used to determine over-all security requirements for planning purposes and the results of studies conducted.

3. The accuracy of the source documents cannot be confirmed; however, if errors occurred it is likely that these figures are low because it is more probable that the client's past history was not obtained — therefore left blank — than that a non-existent past contact was erroneously reported.

Saskatchewan Corrections Programs — proposed directions

5.1 Introduction

Most of the proposed general directions for Saskatchewan Corrections have been either explicitly or implicitly raised in the previous chapters of this report. Hopefully, they flow logically and naturally from the preceding discussion.

It is the purpose of this chapter to present in a comprehensive systematic form some more concrete guidelines for the development of programs and the deployment of resources.

It should be again emphasized that our future corrections requirements are not subject to precise long-term projection. They can only be roughly projected and planned for. It will be necessary to develop and maintain an accurate and highly responsive information system which will allow program managers to adapt to changing demand patterns (for example: changes in law enforcement patterns, internal corrections programing modifications, changes in youth and preventative programing, changes in socio-economic conditions, and many other factors which similarly are not quantifiable at this time). Further, capital construction projects should be designed to allow for limited expansion or contraction as dictated by changing service demands. Finally, corrections service programs should be sufficiently flexible (both in terms of programs as well as program content) to allow rapid adaptation to the fluctuations which occur in demands for various types of programs.

The corrections program which is outlined should be fully operational in five or six years. While the basic program features and organization are not likely to be substantially altered, numbers and sizes of facilities and programs are, of course, subject to some modification in accord with changes in service demands. Factors affecting potential change should be closely monitored throughout the

phased implementation process outlined in the next chapter, and modifications should be made accordingly.

5.2 Over-all organization

For the purpose of reviewing corrections programing and service demand, the province was divided up into 23 areas (22 plus unknown or out-of-province) in which sentencing courts are located. These areas were selected on the basis of previous corrections program intake experiences, economic trading patterns, geographic distances, transportation facilities, and similar factors. Client utilization data was tabulated for each area. Areas were grouped according to utilization patterns and viable program sizes for corrections service delivery systems resulting in the three catchment areas shown in Figure 5.1.¹

In developing these catchment areas the following points were considered:

- Corrections programs should be geographically located in reasonable proximity to offenders' home communities, in order to limit social and family disruption to as great an extent as possible. (This includes locating facilities in areas which allow comparatively easy access for visitation purposes.)
- Living units within custodial facilities should have a small capacity in order to provide a reasonable rehabilitative environment; however the total custodial facility must contain at least 50 living units to allow economical utilization of staff resources and equipment.
- Community residential correctional facilities should each have about 8 to 15 persons in order to create an appropriate living environment and to allow utilization of existing large houses on a rental basis, thereby increasing the flexibility of programs and avoiding large capital expenditures on facilities which may not be required for a long period of time.

The above, taken in conjunction with past utilization patterns of correctional centres, indicate that custodial facilities should be available in Regina, Saskatoon and Prince Albert.² (Ranked according to demand.) Community based facilities should be located in or near Regina, Saskatoon, Prince Albert, Meadow Lake, Loon Lake, North Battleford, Yorkton and Moose Jaw. (Ranked according to demand.) Other areas do not have a sufficient demand to warrant establishment of community facilities (group living) unless they are combined with probation hostels or similar programs.

Table 5.1

Saskatchewan Corrections Programs Catchment Areas



Each of these catchment areas will provide a complete range of correctional services in accord with client service needs in the area, insofar as these services can be delivered in an effective and viable system. The range of services envisioned for each area will be as broad as necessary or feasible, and as geographically dispersed as possible, in order to provide a comprehensive and genuine community-based service system. Specific services might include:

- (a) Programs which provide for the supervision of offenders living in the open community (e.g. under the conditions of a probation order)
- (b) Programs which provide the various types of supervised living environments (e.g. residences, camps, and probation hostels)
- (c) Security facilities as necessary to provide for the safe custody of individuals who present a real danger to the community, or who are not sufficiently responsible to take part in less rigidly structured programs (e.g. correctional centres)
- (d) Remand facilities which will provide holding services for the maintenance in safe custody of persons remanded in custody prior to final disposition of their case, persons sentenced to federal facilities (who are awaiting transfer, subject to appeal procedures) and certain other persons held subject to orders of the Department of Manpower and Immigration or similarly uncommon reasons for admissions.³
- (e) Other specialized services for which the need has been identified by a particular community.

5.3 Program and facility outline

As previously stated, each catchment area will provide a complete range of correctional services for males.⁴ Each level of service will be delivered as close to the offender's home community as possible, within the constraints of efficient and effective service delivery requirements. The basic components of each of these types of programs are described below.

5.3.1 *Alternatives to incarceration in default of payment of fines*

Objectives: The basic objective of this program is to provide persons in default of payment of fines with realistic alternatives to incarceration. The important ancilliary objectives of providing programs which are relevant to the needs and capabilities of the individuals involved, and of allowing for community involvement in such corrections programing, must also be attained if this program is to be effective. It is expected that community-based corrections

personnel will have a significant role to play in the operation of this program at the local community level.

Program outline: Persons who are in default of payment of a fine should be invited to perform a community work service project as a method of paying their fines. Community work service projects are tasks which normally would not be performed for wages, but which nonetheless provide a useful service to the offender's community (or a special segment thereof). Such tasks may include: cleaning parks in small communities, cleaning public beaches, roadsides, or other similar ecological projects; preparing and/or maintaining recreational facilities such as baseball diamonds and skating rinks (particularly in small towns or on reserves); and assisting the disadvantaged by maintaining homes of the poor and elderly, and providing shopping services. These tasks should be developed and operated by local agencies such as service clubs, church groups, ex-inmate groups and rural municipalities. Such tasks should be reasonably normal work situations for which the participant will receive a voucher stating that his completion of the described task is accepted as equivalent payment of his fine of a specified number of dollars. In some cases a normal 9-5 p.m. work situation will be reasonable; however, flexibility will be necessary in some cases, allowing the person to complete the assigned task (requiring about one hour of work per \$2.50 of fine owed) by a specified date rather than on specified hours on specified days.

Geographic base: Projects must be located in or near to the offender's home community in order to allow home community involvement and to avoid major transportation difficulties. In the beginning, some local areas which require large programs will receive high implementation and development priority; however, long-term emphasis must be placed on development of such programs in all communities as required.

5.3.2 *Supervision of offenders living in the open community* (Probation)

Objectives: To provide supervision of the probationer's activities in the community and to assist the probationer to develop more acceptable and responsible behavior patterns. In this process, the role of the probation officer is more than that of a supervisor to the probationers. It must also encompass a broad liaison and coordinating role within the criminal justice and corrections systems, while at the same time providing for the development of community contributions to and responsibility for corrections programming.

Program outline: In order to fulfill the above goals, as well as broader needs of the corrections system, it is mandatory that the restricted role (primarily supervisory) of probation services be broadened. In addition, it is essential that the service system provide services in accord with offender needs.

Existing services (plus new services as they become available) must be provided to more persons of Indian or Metis ancestry who may profit from such supervision, and must be directed specifically to their special needs. The inadequacy of services to native offenders is particularly noteworthy in cases where the offender lives on a reservation.

Since corrections must be a community response to a community crime problem, probation services must improve their liaison function with agencies and individuals in the community. One part of this process is to allow community involvement by enabling interested individuals to undertake responsibility for supervision of probationers through a broadly based, province-wide volunteer probation officer program.

Further, because probation personnel are located in the community and therefore have access to information relating to the offender's problems in the community (which must provide the basic outline of his rehabilitation needs), probation services should become the beginning point of the corrections process rather than being primarily an alternative to incarceration. This will likely necessitate development of expanded pre-sentence reporting services and development of an expanded liaison role with other corrections services, the judiciary, the police, other social and rehabilitative agencies, and the general public. It may well be desirable to move in the direction of providing mandatory pre-sentence consultation and reports in a number of situations, particularly for younger persons and first offenders convicted of indictable offences. Finally, specialized supervisory services will be required in some cases. This may require development of day attendance centres, probation hostels and weekend or summer camps particularly for young offenders.

Geographic base: Generally, both full-time staff and volunteers should provide such services in every community (including reservations which are generally underserved at present).

5.3.3 *Supervised living environments in the community* (Community correctional facilities)

Objectives: Provision of programs for persons who do not require highly-secure custodial care, but who should not be left unsupervised in the open community on a full-time basis. This includes

programs which range from highly structured supervision on a full-time basis to relatively unstructured supervised environments for which the client participates in the life of the open community for specified time periods on a regular daily basis. It is essential in this context that this area of programing be seen as an extension of the community, rather than as an extension of the traditional correctional institution.

Program outline: Because the range of supervision and control requirements will dictate the range of programing developed, and because this is a programing area in which Saskatchewan must take an innovative role, it is not possible to outline all programing potentials. The following, therefore, do not constitute a complete outline of types of programs which could be implemented, but they do provide an outline of those major programs presently envisioned.

Highly supervised programs are those programs in which correctional staff provide round-the-clock supervision. (i.e. they will supervise both the living environment and the work situation.) To fulfill this task these programs should be economically viable units which provide a normally required service on a contract basis. This may include contracts for park maintenance, reforestation and sapling production, and some types of construction. (In this regard feasibility studies should be undertaken to determine the practicality of seedling production operations, and low-cost or low-rental housing construction in areas such as Meadow Lake.) Income from service contracts will be used to provide client-employees with a normal pay rate, which the client will use to pay normal living expenses — food, clothing and lodging.

Part-time supervision will be provided in programs which allow the client to participate in normal community programs at specified times on a daily basis, as follows:

- involvement in a normal job situation
- undertaking on-the-job training
- attending educational upgrading or schools⁵
- participation in various rehabilitation programs including: alcoholism treatment, drug treatment and psychiatric counselling.

These programs may be organized as group homes, hostels, or similar to community-training residences. Clients will be expected to accept responsibility for their own living expenses.

Geographic base: Locations for the highly supervised, service-contract programs must be determined by the location of services which may be subject to such contracts. This will include camps and new programs as required. (Special attention will be directed toward

development of mobile camp programs and some portable facilities to allow the undertaking of short-term projects and contracts where possible.)

Locations for part-time supervision programs will be determined by service demands on a geographic basis, likely locations being: Regina, Saskatoon, Prince Albert, Meadow Lake, North Battleford, Yorkton and Moose Jaw. It is essential that there be close contact with both the general community and also the immediate neighborhood community in advancing the acceptability of such programs and in identifying appropriate residential locations.

5.3.4 *Facilities which provide for safe custody of individuals (Secure custodial facilities)*

Objectives: To provide for the maintenance in safe custody of individuals who present a real danger to the community or who are not sufficiently responsible to take part in less rigidly structured programs. During their time in this type of program, clients should be assisted in developing more responsible behavior patterns which will enable them to move to less structured programs such as the community programs outlined above, and eventually return to a responsible role in the open community. Every effort should be made to develop links with the offender's community at all levels of programing, so as to offset the relative isolation which results from custodial care.

Program outline: Each facility will be composed of small, separate, self-contained, secure living units and a larger central programing and service unit (also housing administrative staff), arranged in campus style, with perimeter security. Programing must maintain an adequate level of security while allowing maximum client responsibility in accord with the needs and desires of the individual client. Varying levels of client responsibility and differing needs will be taken into account by providing different types and levels of programing in each of the living units.

Rather than being oriented to traditional custody and treatment, these programs will be oriented toward dynamic security, group and interpersonal relationships, and facilitating client development of basic life skills, educational skills and vocational skills in accord with the client's needs, capacities and desires. Skills developed will be useful to the client living in the open community, participating in community rehabilitative programing, and in his entry into community-based correctional programs.

Clients working either within the facility or outside should be paid going wages for the work they are doing, and should be charged going rates for board and room. Programs should be designed to:

- (a) prepare inmates as far as possible (and as quickly as possible) for transfer to less structured community facilities or a direct return to the community.
- (b) ensure reasonable inmate access to:
 - family
 - normal social relationships
 - meaningful work, education and recreation activities
 - ordinary community programs, services and resources
- (c) expose offenders cautiously to the community either through the involvement of the community in the centre or, where possible on a planned and structured basis, the temporary release of inmates to the community.
- (d) facilitate appropriate involvement and team approach by all staff personnel.

Geographic base: One such facility will serve each of the three catchment areas described above. Locations are: Prince Albert, Saskatoon and Regina.⁶ (Note: In the event that Pine Grove is utilized for male corrections programming, it will be utilized as a province-wide resource for males requiring a comparatively higher level of security. See Alternative Two, Chapter VI, Implementation.) It is important that there be close consultation with the community in identifying the most appropriate location of custodial facilities, including the proposed facilities for men and women in Saskatoon.

5.3.5 *Holding facilities for persons remanded in custody or awaiting transfer to federal penitentiaries (Remand facilities)*

Objectives: To maintain in custody those persons remanded in custody while awaiting trial or final disposition, persons awaiting transfer to federal penitentiaries and some other persons held for uncommon reasons. The basic objective with respect to remanded persons is the protection of society, through the exercise of control over individuals whose guilt or innocence has not yet been determined, but who are considered by the court to be a potential danger to society while waiting for trial or final determination.

Program outline: The basic program orientation is maintenance of secure custody. In fulfilling this objective, it will also be necessary to provide basic and recreation programs as well as making adequate provision for visitation and legal counsel. In view of the fact

that guilt or innocence has not yet been determined, it cannot be presumed that these individuals require any particular rehabilitative or correctional programs.⁷ The accused must have easy and ongoing access to legal counsel, to the courts, to his family and to other services in the community which might assist in his defence or affect the wellbeing of his family sphere. Remand facilities should not be required to house any convicted offender. Remand facilities should not be required to house any individuals found not guilty by reason of insanity, or any individual found unfit to stand trial by reason of mental illness. Individuals admitted to remand facility should be subject to the degree of control necessary to prevent their escape, prevent them from doing harm to others, or having harm done to them. (Recent research indicates that 19 percent required minimum; 45 percent required medium, and 36 percent required maximum security.)

Geographic base: One such facility will serve each of the three catchment areas described above. Locations are: Prince Albert, Saskatoon and Regina. Females may be accommodated in one of these three facilities, or in the proposed female secure custodial facility in Saskatoon.

5.3.6 *Corrections programming for women*

Because the demand for corrections services for females is low, it is not practical to provide a complete range of services to females in each of the catchment areas.

Correction programming for women will provide the following:

- Alternatives to incarceration in default of payment of fines: This programming will be offered in conjunction with such services for males. Any modifications necessary will be based on the needs and capabilities of this client group.
- Probation: Programs of supervision for females will be offered in conjunction with probation services to males.
- Community correctional facilities: Such programs for women will be part-time supervision programs in which participating clients will enter the normal community for specified time periods on a daily basis to receive community services or to work in a normal job. Locations are Regina and Prince Albert and possibly Saskatoon. The combination of generally short sentences and the concentration of community correctional facilities for women in three locations because of the small numbers, will present a particular challenge in developing meaningful community programs in comparison with community programs for men.

- Secure custodial facilities: One small custodial facility will be established in Saskatoon to provide province-wide custodial service.

5.4 Summary statement — service requirements

5.4.1 Introduction

The above description of programs is a basic statement of the range of correctional services which will be offered in each of the three catchment areas (north, central, south). In the context of flexibility requirements discussed in earlier chapters, some service demand projections are provided. It should be noted, however, that demand fluctuations which necessitate flexibility in design will be given detailed consideration in the phased implementation process discussed in the next chapter.

5.4.2 Security requirements

In the process of determining the capacity requirements of secure custodial and supervised community living programs, it has become apparent that no method of making generalized statements about security requirements of inmate populations is completely satisfactory. For this reason, various methods were utilized, including length of sentence breakdowns crime type breakdowns, and breakdowns of crime type correlated with length of sentence. None of these was completely satisfactory, so a special study was conducted of security requirement evaluations made by staff who are involved in such decision making on a day-to-day basis. This was completed by obtaining individual evaluations for each of a sample of 394 males incarcerated in Regina and Prince Albert Correctional Centres Aug. 24, 1973. This study helped provide some general guidelines for security requirement decisions but, like other measures, should not be taken as a definitive statement of security requirements. In sum, the following somewhat conflicting information was considered in estimating security requirements:

- Of 1972-73 male admissions on direct sentence 58.9 percent were for 90 days or less (19.4 percent of time to be served), 79.2 percent were for 180 days or less (40.9 percent of time to be served), 91.8 percent were for one year or less (66.1 percent of time to be served), and 8.2 percent were for over one year (33.9 percent of time to be served). Data for 1971-72 is similar, but the percentage of shorter sentences was slightly higher.
- Of 1972-73 male admissions on direct sentence, 19.0 percent were for persons whose most serious offence during the year was against

the person (25.9 percent of time to be served), 51.0 percent were for offences against property (50.3 percent of time to be served), 7.6 percent were for escapes, probation or parole violations, (5.2 percent of time to be served). 4.2 percent were for breaches of drug legislation (8.0 percent of time to be served) and 0.5 percent were for provincial or municipal offences (0.1 percent of time to be served). Data for 1971-72 is similar except that admissions and time to be served for property related offences were slightly higher (54.0 percent of admissions and 57.3 percent of time) and escapes were lower (5.1 percent of admissions and 3.9 percent of time).

The study of assessments of individual security requirements mentioned above provides the following information:

- 37.1 percent of the inmates did not require security at the time of their admission. After part of their sentence expired (as of Aug. 24, 1973) 45.6 percent did not require security.
- At time of intake a further 10.4 percent required only a locked unit and 49.3 percent required a locked cell at night (i.e. only 3.6 percent required isolation or a locked cell at all times). As of Aug. 24, 1973, 13.0 percent required only a locked unit and 37.9 percent required a locked cell at night.
- Of the sample group, the following reasons were recorded for security being required at intake: 40.4 percent required security because of escape potential only, 5.3 percent required security because of potential escape and violence, 5.3 percent required security because of mental or emotional disturbance, and 11.9 percent required security because they were disruptive of correctional facility programming (primarily the locked cell at night category).
- As of Aug. 24, 1973, 75.3 percent of the sample was considered capable of undertaking an unsupervised community visit; 41.9 percent were considered capable of such visits periodically or routinely for eight hours or a whole weekend, and 57.6 percent were considered capable of periodic or routine visits lasting for four hours, eight hours or a weekend.

Clearly the above information does not definitively outline security requirements. It does, however indicate that a substantial proportion of our inmate population could be removed from costly security facilities and placed in community living environments with various levels of supervision. For example, on an average day about 39.8 percent of male inmates under direct sentence are serving sentences of six months or less. This means that they will actually serve

four months or less, which is not likely to afford the community anything but short-term protection and, therefore, would be better spent assisting the offender to function acceptably under supervision in the community rather than holding him in safe custody. In addition, on an average day about 31.1 percent of males under direct sentence were admitted for committing offences against persons or were admitted for escapes. Finally, 57.6 percent of inmates on any day appear to be capable of unsupervised community visits of four or more hours in duration, and after completing part of their sentences 45.6 percent do not require security (even as little as a locked unit).

In sum, it appears that about 45 to 55 percent of our daily inmate population does not require a secure custodial living environment. Indeed, if the level of supervision is sufficiently high in some community facilities, the percentage of inmates housed in custodial facilities could be reduced even further.

For the above reasons, facilities planning requirements will initially utilize a basic 50-50 split between custodial facilities and supervised living environments. (This is the estimated basic program potential; however, implementation of such programs will primarily depend on the ability of corrections personnel to develop and operate successful programs. For this reason, and because present data does not allow highly certain inmate population projections, a phased implementation process is proposed in the next chapter. This will allow adequate time for new program development and evaluation, while maintaining a broad range of options for the next four to six years.)

5.4.3 Service systems by catchment area

All service requirements outlined here are for the programs briefly discussed in section 5.3 of this chapter (Program and facility outline). Service requirements for females are outlined separately at the end of this section, and are only discussed by catchment area for those programs which provide integrated services to males and females.

(a) North Catchment Area Corrections Service System (males)

(i) Alternatives to incarceration in default of payment of fines:

Location: widely dispersed throughout the catchment area, in order that they may be community service projects useful to the individual's home community.

Target population: about 650 to 725 males (about 87 percent of Indian or Metis origin) and about 150 to 175 females (about 99 percent of Indian or Metis origin) per year.

Result: should result in a decrease in institutional daily average populations of about 26.6 to 28.8 males and 4.6 to 5.7 females.

(ii) Probation services:

Location: geographically dispersed, using decentralized department staff in order to allow for effective local supervision and the preparation of relevant pre-sentence reports as required. Extensive use of volunteer probation officers will provide more effective service, both in the smaller, low-demand centres, and in larger centres.

Target population: an annual intake of about 293 males requiring about 395 man-years of supervision and about 27 females requiring about 24 woman-years of supervision. In addition, services are provided to other persons requiring supervision, after care and pre-sentence reports.

(iii) Community living environments:

Location: Prince Albert, Meadow Lake, perhaps Loon Lake, camps in areas as desirable. (These are reasonable potential locations — based on service demands; however programming potentials and requirements must determine actual locations.)

Capacity: total capacity of such facilities should be about 75 males. Average daily utilization will be about 60.

(iv) Secure custodial facilities:

Location: one custodial facility for males located in Prince Albert.

Capacity: total capacity of all living units of about 75. Average daily utilization will be about 60.

(v) Holding facilities for persons on remand and awaiting transfer to federal facilities:

Location: one facility for males, located in Prince Albert

Capacity: accommodation for 15 males with an average daily utilization of 10.

(b) Central Catchment Area Corrections Service System (males)

(i) Alternatives to incarceration in default of payment of fines:

Location: widely dispersed throughout the catchment area, in order that they may be community service projects useful to the individual's home community.

Target population: about 350 to 475 males (approximately 76 percent of Indian or Metis origin) and 50 to 65 females (approximately 99 percent of Indian or Metis origin) per year.

Result: a decrease in institutional daily average populations of about 13.6 to 19.3 males and 1.4 to 1.8 females.

(ii) Probation services:

Location: geographically dispersed using decentralized department staff in order to allow for effective local supervision and the preparation of relevant pre-sentence reports as required. Extensive use of volunteer probation officers will be necessary to provide effective services, in both smaller and larger population centres.

Target population: an annual intake of about 257 males requiring approximately 270 man-years of supervision. In addition, services are provided to other persons requiring supervision, after care and pre-sentence reports.

(iii) Community living environments:

Location: Saskatoon, North Battleford, and camps and other programs in areas as desirable. (North Battleford and Saskatoon appear to be the only reasonable potential locations for community residential types of facilities; however, other programing requirements and potentials may indicate other special program locations.)

Capacity: total capacity of such programs should be approximately 80 males. Average daily utilization will be about 65.

(iv) Secure custodial facilities:

Location: one custodial facility for males located in Saskatoon.

Capacity: total capacity of all living units about 80. Average daily utilization will be about 65.

(iv) Holding facilities for persons on remand and awaiting transfer to federal facilities:

Location: one facility for males, located in Saskatoon.

Capacity: accommodation for 15 males with an average daily utilization of 7 or 8.

(c) South Catchment Area Corrections Service System (males)

(i) Alternatives to incarceration in default of payment of fines:

Location: widely dispersed throughout the catchment area, in order that they may be community service projects useful to the individual's home community. (Particular emphasis should be placed on the Regina and Yorkton areas, most notably the reserves surrounding these two centres.)

Target population: about 1,000 to 1,050 males (approximately 66 percent of Indian or Metis origin) and about 100 to 125 females (about 99 percent of Indian or Metis origin) per year.

Result: a decrease in utilization of institutional facilities of about 33.6 to 36.5 males per day and 3.3 to 3.8 females per day.

(ii) Probation services:

Location: geographically dispersed using decentralized department staff and centering around the major centres located in this catchment area. Utilization of volunteer probation officers should receive substantial development efforts both for the smaller, more inaccessible communities which have small caseloads, and for the larger urban centres to allow more extensive services.

Target population: an annual intake of about 524 males requiring 553 man-years of supervision and about 143 females requiring about 124 woman-years of supervision. In addition, services are provided to other persons requiring supervision, after care and pre-sentence reports.

(iii) Community living environments:

Location: Moose Jaw, Regina and Yorkton for group living facilities. Camps and more individually based programs in other areas as desirable — based upon considerations of service demand and programing requirements.

Capacity: total capacity of such facilities should be about 40 males. Average daily utilization will be about 110.

(iv) Secure custodial facilities:

Location: one custodial facility for males located in Regina.

Capacity: total capacity of all living units of approximately 140. Average daily utilization is expected to be approximately 110.

(v) Holding facilities for persons on remand and awaiting transfer to federal facilities

Location: one facility for males, located in Regina.

Capacity: accommodation for 60 males with an average daily utilization of about 35.

(d) Provincial Correctional Service System — for females

(i) Alternatives to incarceration in default of payment of fines:

Location: widely dispersed throughout the catchment areas on a local community basis. These programs will be run in conjunction with similar programs for males.

Target population: about 310 to 360 females (about 98 percent of Indian or Metis origin). About 150 to 175 per year from the North Catchment Area; about 50 to 65 from the Central Catchment Area; and about 100 to 125 from the South Catchment Area.

(ii) *Probation services:*

Location: geographically dispersed using decentralized department staff, in conjunction with extensive volunteer probation officer services.

Target population: an annual intake of about 192 females requiring about 167 woman-years of supervision. About 25 to 30 per year from the North Catchment Area; 20 to 25 per year from the Central Catchment Area; and about 140 to 150 from the South Catchment Area.

(iii) *Community living environments:*

Location: Regina and Prince Albert will require one facility each.

Capacity: total capacity of such facilities will be about 16 with an average utilization of about 10 or 11.

(iv) *Secure custodial facilities:*

Location: one custodial facility for females, located in Saskatoon. (Selected primarily because it is centrally located and because the Central Catchment Area has the highest demand.)

Capacity: accommodation for 20 females with an average daily utilization of about 10 to 12.

1. It should be noted that some marginal adjustment may be required in the boundaries of these three catchment areas to accommodate possible changes in departmental boundaries. These three catchment areas are intended principally as areas most appropriate for geographic sentencing, and not necessarily as administrative regions for all corrections programs.
2. The Department of Northern Saskatchewan is considered as a part of the North Catchment Area for the purpose of data analysis. This is done primarily as an analytical convenience and is not intended to indicate that the Department of Northern Saskatchewan will not be responsible for their own corrections programming. However, it seems likely that persons living within the area covered by the Department of Northern Saskatchewan will utilize custodial resources in the North Catchment Area to the limited extent that they require such resources.
3. Although there is a need for facilities for the custody and treatment of persons held at the pleasure of the Lieutenant Governor — unfit to stand trial, not guilty because of insanity — or sentenced offenders who are sufficiently disturbed to require extensive psychiatric care, this over-all plan does not include such programs because the proposed psychiatric correctional facility to be built at Saskatoon is expected to meet the provincial demand for such services. Therefore, this specialized service will not be provided in each of the three areas.

4. Because of the low demand for correctional services for females it is not practical to deliver the complete range of services in each catchment area. Therefore alternatives to incarceration in default of payment and probation services for females will be provided on a localized basis in conjunction with such services for males. However, other types of programs described below will require a service delivery system somewhat different from that outlined for males — this topic is discussed separately at the end of section 5.3. In general, throughout this report, references to offenders are intended to apply to both male and female offenders, unless there is an indication to the contrary. In general, also, where scale does not permit the development of appropriate separate programs or facilities for females, and where program objectives so indicate, provision will be made for sharing of common programs and/or facilities by male and female inmates.
5. This may result in Saskatoon, Regina and Moose Jaw developing facilities to be utilized as province-wide resources for specialized post-secondary education programming.
6. Although remand services are more related to the administration of justice than to corrections, it has been decided for economic and other reasons that remand facilities will be included within the corrections administration.

CHAPTER VI

Implementation

6.1 Introduction

In implementing more effective corrections programming and in developing a more appropriate corrections service system, there are a number of realities which must be taken into account. These include:

1. The goals of corrections programs must be translated into actual programs on a practical basis.
2. The relationship of corrections programs to the community must be defined in conjunction with the total community, and take into account the needs of all groups in society.
3. The public must be provided with relevant information about corrections programming, its successes and failures, and ways must be found for government and corrections personnel to effectively communicate the relevant facts and elicit public assistance and responsibility.
4. The rapidly fluctuating demand for correctional services (both short-term and long-term) and the lack of reasonably precise predictive information necessitate contingency planning which is highly flexible in terms of both the numbers and types of services provided.

6.2 Practical program goals

We have noted that the fundamental goal of corrections programming is the short-term protection of society, including the offender. Long-term protection has been identified with prevention and rehabilitation. Yet, none of these goals has been defined to the point of quantitative or even qualitative evaluation. We clearly know more about past approaches which have not worked than we do about promising new attempts.

Rehabilitation has traditionally been defined in abstract terms, or in terms of treatment techniques, rather than in operational terms.

In order to provide guidelines for the development of rehabilitative programming and to permit an ongoing assessment of the relative effectiveness of proposed initiatives, at least in a qualitative sense, it is proposed that the concept of rehabilitation be viewed as having two major operational components. The first could be referred to as the objective component, and consists of assistance provided to the offender in developing the concrete potential to cope within the open community without committing further breaches of the law. The second could be referred to as the subjective component, and concerns the actual development of the offender as a responsible, contributing member of the total community. The first consists of providing useful tools, the second consists of acquiring the attitude and behavior which will permit the constructive use of these tools. It is proposed that all rehabilitation programs be designed and evaluated with these two components under consideration.

To pursue this concept a little further, since offenders come in contact with corrections because they have breached the laws of their community, it can be assumed that they lack either the motivation and/or the ability to cope with their daily living environments in an acceptably responsible manner. Since it is unlikely that a desire to live in a responsible manner can be imposed on individuals, it follows that the individual offender has to be involved in the development of his rehabilitation plan. Further, since the ability of each offender to cope with his community environment in a responsible manner is determined by his personal capabilities and potentials, it also follows that rehabilitation programming should be designed in accord with his needs, potentials, capabilities and desires.

There is a particular aspect of implementation which should be raised in the context of program goals and evaluation. It is the fact that the expanded community resources must be primarily oriented to the needs of the excess population in secure custodial facilities. If sufficient care is not taken it is quite possible that expanded community resources could be taken up with previously unmet or undiscovered needs of current or additional offenders, while the excess population of our correctional centres remains. Such a development would represent a major distortion of the priorities implicit or explicit in this report. Great care must be taken that institutional populations are reduced to target levels before expanded community resources are utilized for offenders currently dealt with under lesser security approaches, including probation and suspended sentences.

6.3 Corrections programs and the community

6.3.1 Primary implications

There are three practical implications of the relationship between corrections and the general community:

1. Because crime is not only a police or government problem, but directly or indirectly affects all members of the community and is affected by the community, the community at the local level should have some responsibility for corrections programming.
2. Because offenders are incarcerated as a result of a failure to cope with life in the community in an acceptably responsible manner, and because offenders receiving services in provincial correctional programs will be returned to the community in comparatively short periods of time, corrections programming should place primary emphasis on assisting clients to become integrated into a responsible and independent role in the community.
3. Because programs and services which tend to isolate clients in a specifically correctional setting are not likely to assist with their progressively responsible integration within the community, and because it is essential to avoid unnecessary duplication of costly educational, vocational, recreational and therapeutic resources located in the community, clients should participate, insofar as possible, in such programming located in the community.

Community corrections is much more than simply placing greater numbers of offenders in the community and reducing institutional facilities. It is also a matter of developing appropriate mechanisms to allow for citizen participation in corrections planning and programming. Accordingly, several community corrections initiatives considered essential are examined briefly in succeeding sections.

6.3.2 Advisory Boards or Committees

It should be noted that a particular mechanism for one kind of useful community corrections interaction exists in the form of advisory boards for community-training residences. It is proposed that a provincial advisory board or committee structure be set up, possibly on the basis of the three catchment areas, and that there be at least some membership overlap and possibly a subcommittee structure, to cover the operations of particular programs and smaller geographic areas. Smaller community boards, or subcommittees should not be confined to one limited program, such as the operation of a single community-training residence, but should as a minimum

cover all community corrections programs in the area, including camps and probation. Should catchment area boards be set up, these should be tied in to the proposed Corrections Co-ordinating Committee to be established at the provincial level. Whatever structure is established, we should ensure that the system of advisory committees:

- be co-ordinated and connected
- be broad enough to deal with the full range of correctional issues
- make most economical use of resources and people's time and efforts.
- have an opportunity to relate at all levels of the corrections system
- be flexible enough to meet specific local demands

Advisory boards or committees could have advisory functions, community development functions, appeal functions and intermediary functions between client groups and management as follows:

(a) Advisory

- for administration
- for inmate committees
- for other client groups
- for private groups

(b) Community development

- needs identification
- resource development
- public information and education
- volunteer program
- facility location

(c) Appeal

- emphasis on advocacy rather than formal appeal system
- restricted to class appeals, general conditions and practices (most others would be dealt with by the Social Services Appeal Boards or the Ombudsman)
- not binding, but strong influence on corrections policy, especially through ties at the provincial level.

(d) Intermediary

- on an on-going basis respecting client-management relations

- providing a ready mechanism for *ad hoc* situations when emergencies occur.

6.3.3 *Volunteers*

Probably the most effective form of offender community interaction can take place through the involvement of community volunteers on a broad base in a direct relationship with correctional clients. Volunteer programs have an enormous potential to break through the insular character of corrections both in our institutions and in our community programs. Volunteer programs are perhaps the best way of getting the community to relate to offenders as individual people, and to destroy destructive myths which are born of a lack of awareness. Each volunteer is an important ambassador for corrections, within his or her community circle.

There is no lack of experience elsewhere with volunteer programs. They are difficult to develop and maintain, but pay important dividends. Volunteers cannot be treated as though they are "playing at corrections", or a "corrections auxiliary". They have to be carefully recruited, selected and rejected based on concrete abilities to relate to and work with offenders. They should be trained. They should have a certain delegated authority commensurate with their responsibility. They should be reimbursed for any costs related to their volunteer work, including a small regular honorarium. They should be respected and trusted by the corrections professionals, treated as equals, and assisted effectively when difficulties arise, not humored or subjected to paternalistic attitudes or relationships. They should be quickly dropped if they're not up to the job.

There is probably no more important recommendation in this report, with respect to the future of corrections in Saskatchewan, than we develop a top-notch voluntary system.

6.3.4 *Community mediation*

There is a major new innovative area in the field of criminal justice and corrections which is receiving a good deal of attention. This is the area of community mediation. This is a system within which an offender is dealt with in a community and/or peer group setting rather than through the court process, and where disposition is by agreement between offender and the victim, with the support of the community. Not only can this approach provide a desirable diversion from some of the more negative aspects of the formal court process and the disposition by sentence, but more importantly it provides for a concrete result from disposition in the form of compensation, restitution and community service.

A most interesting proposal along these lines is being introduced in Regina, and should receive considerable support and study as a most promising venture. It is expected that the proposed Corrections Co-ordinating Committee will take an active role in this area.

6.4 **Public information**

A number of correctional studies have concluded that the community is ill-informed about corrections, and that the only realistic method to fulfill the needs of the community in corrections is to provide community-based programs which allow for a face to face interaction of corrections programs with the community at a local level. There is validity to both of these claims and it is therefore necessary to address ourselves to both the cause of, and the solutions to the much discussed problems of public information and participation.

First it should be noted that most corrections organizations provide little information to the public or to the press concerning either over-all corrections programming, or the results of specific corrections programs. Second, corrections programs have traditionally provided basically the same secure custodial programming for all offenders (from those who did not or could not pay a fine to those who are incarcerated for crimes of extreme violence). Thus it is understandable that there may be some confusion concerning the level of danger to the community of the various persons involved in corrections programs.

In order to implement the directions set out in this report, it will be necessary to provide information without which the transition to more community-based programs, and the focus on crime prevention and rehabilitation, will not be realized. The following types of programs may be used to promote community awareness and involvement in, the correctional process:

- Regular release to the public of available information concerning over-all corrections programming, general information on types of clients receiving services, descriptive information on all types of operational programming, and especially information concerning the comparative effectiveness of various types of corrections programs.
- A localized, community-based program of voluntary community service, to be instituted immediately as an alternative to incarceration for the non-payment of fines and to allow for the development of community involvement in the correctional process.

- A volunteer probation officer program to allow interested citizens an opportunity to contribute to the resolution of crime problems in their home communities, and to act as communicators between offenders and the general community.
- Community contact on a gradual supervised basis between convicted individuals and the general community, to allow members of the general public to interact with individual offenders as people rather than as "criminals". This may include: utilization of community vocational, education and recreation facilities; inmate participation in community sports and similar activities (under supervision as required); and utilization of community volunteers in correctional programs.

The above types of programs should be initiated or expanded with a high priority, in order to permit the rapid development of more effective community-based programming.

6.5 Contingency planning

As previously noted, it is not possible to provide highly accurate projections concerning long-term corrections service requirements in terms of either program content or program capacities. It is therefore necessary that facilities be designed to maximize flexibility of utilization — both in relation to corrections programming potential, and with respect to utilization of other kinds of noncorrectional programs. For these reasons, construction of capital facilities should be kept to a minimum, placing emphasis on leasing existing accommodation wherever appropriate.

In order to allow for the development, implementation, and evaluation of new programs at a rate which is in keeping with the need for program design, social acceptance, institutional capacity to adapt, and similar factors it is suggested that the programs described in this report be phased-in over a six year time period. At the same time, it is essential to quickly develop a highly flexible and responsible management and evaluative information system.

6.6 Corrections Co-ordinating Committee

6.6.1 Background

The Saskatchewan Corrections Study Committee, 1971 recommended the establishment of an inter-agency mechanism with staff resources, for the purposes of joint planning in the field of criminal justice and corrections. This mechanism was to have been known as the Master Planning Council. In the light of program directions and general direction from Treasury Board the following

variation of the Master Planning Council is proposed in the form of a Corrections Co-ordinating Committee.

6.6.2 Terms of reference

The purpose of the committee would be:

- To co-ordinate the over-all provincial approach to corrections (including prevention, control and rehabilitation) among the various departments and agencies whose activities affect or are affected by corrections programs and policies.
- To serve as a vehicle for:
 - exchange of information by agencies concerned with corrections or related fields.
 - the identification and resolution of inter-agency problems or conflicts which have operational implications for policies and programs in corrections or related fields.
 - the collection and dissemination of information and views from private, community and consumer groups which relate to corrections programming.
- To act as an advisory body to the Minister of Social Services in relation to:
 - correction policy options
 - research priorities
 - federally sponsored or federally funded correction projects
 - joint federal-provincial initiatives in corrections
 - service gaps and new program requirements
 - corrections budgets
 - corrections legislation
- To provide a feed back mechanism to the judiciary in relation to:
 - sentencing alternatives available to the sentencing judge
 - the effectiveness of the various corrections programs in rehabilitating different types of offenders.

6.6.3 Structure

It is proposed that membership on the committee be determined as follows:

- Deputy Minister of Social Services (Chairman)

- Director of Corrections
- Two senior representatives from the Department of the Attorney General
- A representative of the police
- A representative of the judiciary
- A representative of the Department of Health
- A representative of the Budget Bureau

The committee would meet monthly or as often as required to achieve its objectives. Secretarial services and other support services required by the committee would be provided by the Department of Social Services. The dominance of Regina-based representation would be offset through close contact with regional advisory boards or committees, and with regional staff. The representatives of the police and judiciary would be selected and invited to attend by the chairman. Representatives of native organizations, John Howard Society, federal agencies and the private sector would be invited to participate by the chairman from time to time after consultation with the committee and depending on the matters to be discussed.

The committee is restricted by its terms of reference to corrections and to areas of interface of corrections with various subsystems of criminal justice. It must perform an advisory function in relation to corrections and other agencies.

It is expected, however, that the members appointed by government departments would be senior representatives who would be able to fully and clearly express positions on the various issues to be considered by the committee and, to some extent at least, be in a position to commit their departments to decisions agreed upon so that agreements would have implications for necessary executive action. The activities of the committee would not preclude continuing bilateral communications and teamwork at all levels of criminal justice-corrections operations.

6.6.4 *Priorities*

There is obviously a wide range of correctional topics or issues which might be dealt with by the committee in keeping with the broad terms of reference set out earlier. The particular task to be performed and the procedure to be followed in each area would be determined by the committee itself based on its analysis of individual circumstances. During the past two years, various joint projects have been successfully carried out by the Social Services and Attorney General's Departments. These include the development of geographic

sentencing and temporary absence policies, and preliminary work on the fine option program. These suggest other areas in which the committee might perform a useful co-ordinating function. The more immediate priorities for consideration include:

- a review of the proposed long range plan for corrections and its implications, including a review of the corrections budget.
- the implementation of the fine option program.
- the diversion of certain persons or groups from the criminal justice and corrections process into alternative programs.
- a review of community corrections programming and its implications for criminal justice.
- the role of volunteers in corrections.
- the development of an integrated, compatible and effective information system related to the offender.
- further consolidation of temporary absence and parole policies.
- programs which would provide constructive alternatives to sentenced offenders.
- remand facilities and programs, and their relationship to the court process.
- review of corrections programming in relation to: native offenders, youth offenders, alcoholism and drug abuse, emotionally disturbed offenders.
- the development of a unified approach to crime prevention programming by all concerned agencies.

The committees' terms of reference could also be broadened to include matters of particular concern to the Social Services and Attorney-General's Departments (i.e. family courts, legal aid program, the Deserted Wives and Children's Maintenance Act), but which bear indirectly on corrections. The alternative would be to develop a separate interdepartmental mechanism to deal with such matters.

6.7 **Corrections and the private sector**

The correctional system encompasses, in addition to the government programs outlined in the plan, a wide variety of services provided by the private sector which is composed of groups or agencies whose activities, either in whole or in part, are devoted to correctional concerns. The private subsystem includes such organizations as the John Howard Society, the Saskatchewan Criminology and Corrections

Association, and the various ex-offender and self-help groups which focus exclusively on correctional matters. It also includes various organizations such as the Salvation Army and other church groups, service clubs and chambers of commerce which may now or at some point in the future direct some part of their effort to correctional projects, interests or concerns. Any long-term corrections plan which purports to be system-oriented must relate to the activities of these agencies and to the changing areas of interface between the government and private sectors.

Corrections needs a viable and independent private component to balance and monitor as well as complement departmental programs and services. It is also needed for experimentation in new program areas and to provide direct service in certain areas where departmental programs are not particularly well suited or equipped. This kind of involvement will be essential if the program emphasis suggested in the plan is to be either achieved or maintained.

Accordingly, it is assumed that general policy guidelines governing relationships between the departmental program and the private sector are required and will be developed through a continuing process of consultation between the department and private agencies. Such a policy, it is hoped, would promote a broad, co-ordinated approach to correctional problems by all concerned agencies, while at the same time preserving as far as possible the freedom of the private sector to independently plan its own programs and carry out its functions in an unimpeded fashion. There is a presumption that initiatives will be undertaken by the department to review the proposed plan with private agencies, either individually or collectively, with special attention to the implications of the plan for the private sector.

Insofar as government funding of private programs is involved, it is proposed that the department reserve a portion of its budget for this purpose. These funds would be allocated on the basis of contracts to be negotiated with individual groups or agencies interested in providing specific types of direct service or in undertaking experimental projects. Priority would be given to services or programs which are consistent with the principles and objectives of the corrections plan and which are innovative and non-duplicative in terms of existing programs and services.

In summary, the corrections plan is based on a presumption that the private sector will have a continuing and, perhaps, increasingly important role to play in the provision of correctional service. From a departmental viewpoint, the areas of greatest potential contribution are primary prevention and community

corrections since these are the areas in which there is much still to be learned and done. However, it is difficult for the department to predict in advance the specific form of private initiatives in these areas or to anticipate how they might be appropriately performed. In the final analysis the answers to these questions must be determined in large part — both individually and collectively — by the private groups and agencies themselves.

6.8 Five year phase-in proposals

6.8.1 *Introductory notes*

Throughout this section, two alternatives are provided for capital construction (custodial facilities). Other phase-in proposals are the same.

Alternative one: assumes that some alternate use is made of Pine Grove (other than as a provincial correctional facility); for example, it could be utilized by the Federal Penitentiary Service.

Alternative two: assumes that it will become necessary to use Pine Grove as a provincial facility for males who require a high degree of security, (This appears to be the most appropriate provincial use of Pine Grove in terms of geography, program and economics, but would require some additional construction of recreational and shop facilities.)

While the following is the basic implementation proposal, there may be some need for minor modification in timing or programming of some proposed services, as dictated by the ongoing evaluation process.

6.8.2 *Implementation priorities: first year*

1. The phase-in of voluntary community service projects which provide an alternative to incarceration in default of payment of fines should begin with three pilot projects, which will then be expanded to provide similar programs throughout the province. (These projects will be subject to continuing development until all persons unable to pay fines will have a realistic alternative to incarceration. It is anticipated that this project will be developed in the first year; however, it will probably be necessary to do further development and modification in the following year.
2. Definite program plans for each type of corrections program should be completed by departmental staff after consultation with inmates, ex-inmates, police, judicial officials, staff of the Attorney General's Department, and other interested parties. Particular emphasis should be placed on developing programs to fulfill the needs of offenders of Indian or Metis origin.

3. In conjunction with the above, particular emphasis should be placed on developing probation services which are more appropriately programed, staffed, and deployed to meet the needs of native offenders who might benefit from probation with supervision. This will likely require the recruitment of some probation officers in the first year; in the long-term however, the effectiveness of the probation service should be subject to rigorous evaluation. Any redeployment or addition of staff should be considered in the context of total correctional services in the province (including volunteer probation officers and private agency services), and the whole range of community programs (including community aspects of institutional programs, community-residences and hostels, and fine option programs).
4. In order to allow for the development of a responsive and flexible management and evaluative information system, major developmental efforts must be made in year one. The information systems (probation and provincial correctional centres) can be modified in order to provide some of the required information; however, an acceptable system should be developed in conjunction with court and police reporting systems required by the Attorney General's Department. This will require close co-operation between the Department of Social Services, the Attorney General's Department, Statistics Canada, and the Ministry of the Solicitor General in order to avoid duplication of efforts and a proliferation of unnecessary paper work. Ideally, this process might have been completed under the auspices of an agency such as the Master Planning Council recommended in the Saskatchewan Corrections Study Committee Report, 1971; however, compatible systems may be developed through close liason of somewhat independent efforts.
5. Two more community correctional facilities should be established — one in Moose Jaw and one in Yorkton.
6. Planning and design of the three remand centres for males should be completed (Prince Albert capacity: 15. Saskatoon capacity: 15. Regina capacity: 60.)
7. Planning and design of a 20-bed custodial facility for women, located in Saskatoon, should be completed.
8. Planning and design of two custodial facilities for males should be completed — one located in Prince Albert and one in Saskatoon. Alternative one: (no use of Pine Grove by province) Prince Albert capacity: 75. Saskatoon capacity: 80.

Alternative two: (Pine Grove providing province-wide service for males in provincial programs who require high security). Prince Albert capacity: 60. Saskatoon capacity: 65. Pine Grove capacity: 70.

If alternative two is selected it will also be necessary to plan renovations for Pine Grove.

9. Programs such as inmate participation in community sports programs, vocational programs and community college programs should be actively promoted.
10. The possibility of developing a better integrated and more effective correctional service system through contracting for specific required services from private agencies should be thoroughly reviewed and implemented in the second and third years as appropriate.
11. Camp programs and various community involvement activities should be expanded.
12. An interagency mechanism, the Saskatchewan Corrections Coordinating Committee, should be established to better integrate planning, delivery, and evaluation of correctional services across the broad relevant areas of criminal justice and of social development which impinge directly on prevention, custody and rehabilitation.

6.8.3 *Implementation priorities: second year*

1. Continued development of the voluntary work service program as an alternative to incarceration in default of payment of fines. This process should involve only minor modifications and, therefore should require minimal new funding.
2. A volunteer probation officer program should be implemented.
3. Construction of the three remand facilities should be completed.
4. Construction of the Saskatoon custodial facility for women should be completed.
5. Two community correctional facilities for women will be established. (One in Regina with a capacity of 8 to 10; and one in Prince Albert with a capacity of 8 to 10).
6. Construction of male correctional facilities in Saskatoon and Prince Albert should be almost completed.
7. Development of community correctional programs in the Meadow Lake-Loon Lake area. Programs which appear particularly

worthy of consideration are reforestation projects and low-rental housing construction.

8. Development of educationally oriented programming for community correctional facilities — particularly in Saskatoon, Regina and Moose Jaw.
9. Camp programs and various community involvement activities should be expanded.
10. Probation hostels should be established in Regina, Saskatoon and Prince Albert, on a self-supporting basis except for the cost of providing the probation services.

6.8.4 *Implementation priorities: third year*

1. Continuation of programming implemented in the two previous years.
2. Continuation of community correctional programming development and implementation as required and feasible.
3. Construction of the male correctional facilities in Saskatoon and Prince Albert should be completed, and the existing correctional centre in Prince Albert should be demolished.
4. Conduct an extensive evaluation of the effectiveness of new programming and the accuracy of program requirements projections.

6.8.5 *Implementation priorities: fourth year*

1. Maintenance of existing programs.
2. Maintenance of management and evaluative information systems.
3. Phase-out of a 120-bed unit at Regina Provincial Correctional Centre.

6.8.6 *Implementation priorities: fifth year*

1. Assuming that the first four years of the plan have been approximately in accord with projections, plan and design a replacement custodial facility for males in Regina. Alternative one: (no use of Pine Grove by province) Regina capacity: 140. Alternative two: (Pine Grove providing province-wide services for males in provincial programs who require high security). Regina capacity: 110.

6.8.7 *Implementation priorities: sixth year*

1. Continued development of programming in accord with findings of the evaluative system, changing service needs of client groups and changing needs of the total community.
2. Construction of the custodial facility for males in Regina.

6.8.8 *Capacity of facilities by year three*

Alternative one: the capacity of provincial correctional programs for males incarcerated under direct sentence will be 714 individuals. This is composed of 455 custodial places and 259 community living places.

Alternative two: the capacity of provincial correctional programs for males under direct sentence will be 754 individual places. This is composed of 495 custodial places and 259 community living places. In addition there will be 90 spaces in remand facilities, plus fine option programming to remove the average of 75 to 80 males per day incarcerated for non-payment of fines.

By year three, the province will have a higher corrections programming capacity (but not utilization) than has ever been required in the past. It will then be possible to review the progress on new programming and make necessary modifications in implementing further new programs (including construction of a facility for males in Regina and demolition of the existing Regina Correctional Centre).

(See Tables 6.1, 6.2, 6.3)

6.8.9 *Capacity of facilities by year six*

Total custodial capacity for males will be 295 places under Alternative one and 305 places under Alternative two, with an average daily utilization of 235, and capacity of community living places will be about 295 places, with an average daily utilization of about 235.

By year six the community living environments will have a highly flexible capacity because the services are easily expanded or contracted by opening or closing facilities which do not involve capital expenditures.

Custodial facilities may also be made highly flexible by building such facilities as a group of independent units around a central service core. This allows temporary closure of units as dictated by service demand, or addition of units if required. The latter necessitates a small additional expenditure on slightly overbuilding central facilities when each of the custodial facilities is constructed. This will involve minimal expenditures and will enhance long-term program flexibility.

TABLE 6.1

Correctional facility utilization projections (alternative one)
 Direct sentence only (by location of sentencing court)

			Present	Year one	Year two	Year three	Year four	Year five	Year six
North Catchment Area Court Sentences	Prince Albert Correctional Centre (existing facility)	Avg.	86	86	66				
		Max.	110	110	86				
		Cap.	*	*	*				
	Prince Albert Correctional Centre (new facility)	Avg.				60	60	60	60
		Max.				75	75	75	75
		Cap.				75	75	75	75
	Community programing	Avg.	34	34	54	60	60	60	60
		Max.	40	40	64	75	75	75	75
		Cap.	40	40	64	75			
	Total	Avg.	120	120	120	120	120	120	120
	Max.	150	150	150	150	150	150	150	
	Cap.	N.A.	N.A.	N.A.					
Central Catchment Area Court Sentences	Prince Albert Correctional Centre (existing facility)	Avg.	107	102	82				
		Max.	129	129	105				
		Cap.	*	*	*				
	Saskatoon Correctional Centre (new facility)	Avg.				65	65	65	65
		Max.				80	80	80	80
		Cap.				80	80	80	80
	Community programing	Avg.	23	28	48	65	65	65	65
		Max.	31	31	55	80	80	80	80
		Cap.	31	31	55	80			
Total	Avg.	130	130	130	130	130	130	130	
	Max.	160	160	160	160	160	160	160	
	Cap.	N.A.	N.A.	N.A.					
South Catchment Area Court Sentences	Regina Correctional Centre (existing facility)	Avg.	182	162	162	142	122	110	
		Max.	236	212	212	188	164	140	
		Cap.	300	300	300	300	180	180	
	Regina Correctional Centre (new facility)	Avg.							110
		Max.							140
		Cap.							140
	Community programing	Avg.	38	58	58	78	98	110	110
		Max.	44	68	68	92	116	140	140
		Cap.	44	68	68	92	116	140	
	Total	Avg.	220	220	220	220	220	220	220
	Max.	280	280	280	280	280	280	280	
	Cap.	344	368	368	404				
Provincial Total	Custodial	Avg.	375	350	310	255	235	235	235
		Max.	475	448	403	331	295	295	295
		Cap.	550	550	550	455	335	335	295
	Community programing	Avg.	95	120	160	215	235	235	235
		Max.	115	139	187	259	295	295	295
		Cap.	115	139	187	259			

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Total	Avg.	470	470	470	470	470	470	470
	Max.	590	590	590	590	590	590	590
	Cap.	665	689	737	714			

* Total capacity about 250

+ Total capacity about 70

Legend — Average = Avg.
Maximum = Max.
Capacity = Cap.

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TABLE 6.2

Correctional facility utilization projections (alternative two)
Direct sentence in custodial facilities only (by location of sentencing court)

		Present	Year one	Year two	Year three	Year four	Year five	Year six
North Catchment Area Court Sentences	Prince Albert	Avg.	86	86	66			
	Correctional Centre	Max.	110	110	86			
	(existing facility)	Cap.	*	*	*			
	Prince Albert	Avg.				48	48	48
	Correctional Centre	Max.				60	60	60
	(new facility)	Cap.				60	60	60
Central Catchment Area Court Sentences	Pine Grove	Avg.				12	12	12
		Max.				15	15	15
		Cap.				+	+	+
	Total	Avg.	86	86	66	60	60	60
		Max.	110	110	86	75	75	75
		Cap.						
Central Catchment Area Court Sentences	Prince Albert	Avg.	107	102	82			
	Correctional Centre	Max.	129	129	105			
	(existing facility)	Cap.	*	*	*			
	Saskatoon	Avg.				53	53	53
	Correctional Centre	Max.				65	65	65
	(new facility)	Cap.				65	65	65
Central Catchment Area Court Sentences	Pine Grove	Avg.				12	12	12
		Max.				15	15	15
		Cap.				+	+	+
	Total	Avg.	107	102	82	65	65	65
		Max.	129	129	105	80	80	80
		Cap.						
South Catchment Area Court Sentences	Regina	Avg.	182	162	162	118	98	86
	Correctional Centre	Max.	236	212	212	158	134	110
	(existing facility)	Cap.	300	300	300	300	180	180
	Regina	Avg.						
	Correctional Centre	Max.						86
	(new facility)	Cap.						110

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	Pine Grove	Avg.				24	24	24	24
		Max.				30	30	30	30
		Cap.				+	+	+	+
	Total	Avg.	182	162	162	142	122	110	110
		Max.	236	212	212	188	134	140	140
		Cap.							
Provincial	Custodial	Avg.	375	350	310	255	235	235	235
Total	Facilities	Max.	475	448	403	331	295	295	295
		Cap.	550	550	550	495	375	375	305

* Total capacity about 250

+ Total capacity about 70

Legend — Average = Avg.
Maximum = Max.
Capacity = Cap.

TABLE 6.3

Correctional facility utilization projections (by facility)
Direct sentence only (males)

		Present	Year one	Year two	Year three	Year four	Year five	Year six
Alternative one	Prince Albert Correctional Centre (existing facility)	Avg.	193	188	148			
		Max.	239	239	191			
		Cap.	250	250	250			
	Prince Albert Correctional Centre (new facility)	Avg.			60	60	60	60
		Max.			75	75	75	75
		Cap.			75	75	75	75
	Saskatoon Correctional Centre (new facility)	Avg.			65	65	65	65
		Max.			80	80	80	80
		Cap.			80	80	80	80
	Regina Correctional Centre (existing facility)	Avg.	182	162	162	142	122	110
		Max.	236	212	212	188	164	140
		Cap.	300	300	300	300	180	180
	Regina Correctional Centre (new facility)	Avg.						110
		Max.						140
		Cap.						140
	Total	Avg.	375	350	310	255	235	235
	Custodial	Max.	475	448	403	331	295	295
		Cap.	550	550	550	455	335	335
	Total	Avg.	95	120	160	215	235	235
	Community	Max.	115	139	187	259	295	295
		Cap.	115	139	187	259		
Alternative two	Prince Albert Correctional Centre (existing facility)	Avg.	193	188	148			
		Max.	239	239	191			
		Cap.	250	250	250			
	Prince Albert Correctional Centre (new facility)	Avg.				48	48	48
		Max.				60	60	60
		Cap.				60	60	60

members are part of the rehabilitative team, provide a more appropriate rehabilitative milieu than the segmented custody-versus-treatment approach traditionally used in our institutions. Through the medium of small living environments, inmates can, with the ongoing and dynamic involvement of staff, develop more positive relationships, patterns of problem solving and behavior. Such a rehabilitative model allows no room for a division between custody and treatment. It recognizes the essential contribution of all staff with various levels of training and experience, and it brings them into unison through the team approach.

In order to enhance the rehabilitative effects of corrections programs, to encourage more effective utilization of existing community resources, and to allow for greater continuity in the provision of services to clients (before, during and after involvement in the corrections service system), the following staffing requirements are projected.

7.2 Security facilities

By virtue of the change in emphasis from staff "observation" and "treatment" of the inmate to staff-inmate involvement, a shift in staffing ratios is essential. Whereas in the past it was possible for one staff member to "observe" 25 inmates and for another to "treat" 50 it is simply not possible to have an appropriate program involvement with these larger groups. In order to bring about any kind of meaningful dynamic program on a small unit basis, the existing institutional staffing ratios will have to be roughly doubled. Considering all such factors such as daily shifts, staff illness, weekends, statutory holidays and training, together with the staffing of all central services including food services, administrative and clerical functions, an over-all one-to-one staff-inmate ratio is indicated. A recent study tour of the Scandinavian Countries pointed out a staff-inmate ratio, almost without exception, of one-to-one. Closer to home, we find the Canadian Penitentiary Service rapidly moving to a one-to-one ratio in federal penitentiaries. The current ratio in Saskatchewan Correctional Centres is one staff member to 2.5 inmates inmates.

This is particularly important since, as more offenders are diverted to community-based programs, the residual position of correctional centres in relation to other correctional programs will be intensified. By and large, the offenders housed there will require significant controls, and will be serving longer sentences. They will also in many ways present the most difficult, complex and challenging

correctional problems. Staffing will have to provide for the more intensive programming required.

Staff members should be assigned on a more or less permanent basis (one to three years to a specific unit) within the facilities. This will promote continuity of services to incarcerated individuals during their incarceration, as well as enhancing the development of service teams.

The total staff component of these facilities should be enhanced to enable more effective service delivery, and to provide adequate time for necessary staff training. In order to effect this, it is recommended that staff in such facilities be increased to a ratio of one staff member for each inmate — based on an average daily count. daily count.

That is, by year four, men's custodial facilities should have a total staff complement of 235.

7.3 Community living environments

(See Table 7.1)

Because community living programs will rely on utilization of resources in the community, it will only be necessary to provide a basic supervisory staffing component, which requires about one staff member for each 2½ participants, based on average daily count.

Particular attention should be given to the unique needs of correctional camps. Traditionally, these camps have been marginal extensions of correctional centres and, as such, have had a selected group of offenders. In addition, the camps have, almost without exception, been located in remote or sparsely populated areas. This physical isolation has, in turn, provided a basic level of static security, which has meant that correctional camps could get by with fewer staff. It was not unusual to find one staff member supervising 15 to 20 inmates in a number of remote locations. Needless to say, the staff member in such a situation had a major responsibility, and was only able to supervise in as much as the inmates allowed. (One man, without assistance, would not have much of a chance to control 15 inmates, if they decided to resist.) It is a testimony in favor of the client responsibility concept that such situations have been extremely rare.

In recent years, as the emphasis has changed to increased staff-inmate group participation in camp programs, staffing ratios were changed not by adding staff, but by reducing the size of the camps, thus reducing the scope of the programs.

Since many of the inmates in camp programs have been among a small number of the most suitable and least demanding offenders in terms of staff time for a program of this kind, it can be expected that

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as the program is expanded substantially as an alternative to secure custodial facilities, the camp inmate population will require a higher staff ratio than has been dictated by past experience.

It is estimated on this basis that the same one to 2.5 staff-inmate ratio which applies to community residences would also provide adequate staffing for correctional camps.

That is, by year four men's community living environments should have a total staff complement of 94.

7.4 Probation

In line with the recommendations of the Saskatchewan Corrections Study Report (and most corrections literature) it is recommended that the maximum caseload for each probation officer be 50 units.

It is not possible to precisely predict the effect of new community corrections programming on probation staffing requirements. However, it is clear that probation officers, as corrections field staff, will have a major role in the development and operationalization of community corrections programs which are relevant to their community. Undoubtedly, the performance of this role will place additional demands on their time and, thus, a requirement for increased staffing in some areas.

Considering more immediate factors such as an expansion in probation services to reservations and more extensive use of volunteer probation officers, it is possible to suggest that by year four the total staff complement of probation services to males and females will be between 60 and 80. This figure, of course, may be revised as programs develop and their effects on staffing requirements can be more adequately evaluated.

7.5 Remand facilities

(See Figure 7.1)

Because remand facilities are primarily custodial and justice oriented in nature, they will not require a rehabilitative component similar to the security facilities. However, the high visitation rate, as well as the large numbers of admissions and discharges associated with this type of facility, will still necessitate a staffing ratio of about one staff to one inmate, based on an average daily count. It should be noted, however, that it may be necessary to staff the Saskatoon and Prince Albert facilities (which are relatively small) with a slightly higher staff ratio to provide an acceptable round-the-clock staffing.

That is, by year four, men's remand facilities should have a total staff complement of about 55 to 65.

7.6 Women's programs

(See Figure 7.1)

Because the demand for women's correctional services is so low that it was necessary to design small programs in those cases where such programming cannot be provided in conjunction with men's programming, it may not be realistic to run women's security programs or community living experiences with the same staff ratios as similar programs for males.

For this reason it may be necessary to provide about 15 staff for the women's custodial facility.

That is, by year three, the total staff complement for women's security programs will be about 12 to 15. The total staff complement for women's community living experience will probably be about 10 to 12.

Table 7.1

Staffing requirements for Saskatchewan Corrections Programs

Preferred staffing — OPTION 1 — (1:1 Custodial and Remand staff/Client ratio)

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Men's — Custodial				235	235	235
— Remand	255 +			55-65	55-65	55-65
— Community	37			94	94	94
Women's — Custodial			12-15	12-15	12-15	12-15
— Community	20		10-12	10-12	10-12	10-12
Combined — Probation (male & female)	39*			60-80	60-80	60-80
— Fine option	NA	3	3	1	1	1
Total Staff	350				467-502	467-502

* Does not include clerical service positions which are located within the regions

+ Includes 30 temporary staff positions, but does not include 11 staff at camps who are budgeted for in correctional centre estimates (these 11 are included in "community" category)

Table 7.2

Staffing requirements for Saskatchewan Corrections Programs

Minimum staffing — OPTION 2 — (2:3 Custodial and Remand staff/Client ratio)

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Men's — Custodial				157	157	157
— Remand	255 +			37	37	37
— Community	37			94	94	94
Women's — Custodial			12	12	12	12
— Community	20		10	10	10	10
Combined — Probation (male and female)	39*					60*
— Fine option	NA	3	3	1	1	1
Total Staff	350					371

* Does not include clerical service positions which are located within the regions

+ Includes 30 temporary staff positions, but does not include 11 staff at camps who are budgeted for in correctional center estimates (these 11 are included in "community" category)

7.7 Basis for staffing assumptions

The above staff projections are based on three major assumptions:

- In order to provide round-the-clock supervision (and accounting for holidays, sick leave, weekends and training) it is necessary to have a minimum of five full-time staff members assigned to any one full-time program.
- Community-living environment programming will rely on non-departmental resources almost exclusively for the provision of services other than basic supervision.
- Custodial programs will utilize community resources or contractual resources to a considerable extent, but it will still be necessary to provide an adequate level of staffing to maintain a rehabilitative teamwork environment.

Because of the first assumption, it is apparent that community programs and women's programs will require a one to 2.5 staff to client ratio because of program and economic size limitations.

The one to one staff to client ratio in custodial and remand facilities may be questioned on the grounds that adoption of this policy would result in considerable staffing cost increases. Alternately, it may be argued that corrections programs have been understaffed and should be improved in line with the one to one ratio generally accepted for psychiatric programming, which is similar to corrections programming in its rehabilitative and custodial functions.

Since over-all staffing ratios require high level policy and programming decisions, and since it is not possible to determine staffing ratios for specific programs until detailed program designs are approved, it is suggested that general staffing guidelines may be adopted, but that each request for specific program staffing approval should be weighed on its own merits. Because it is difficult to justify the proposed custodial staff ratios without specific program facility designs, and for illustrative purposes, a second staffing option is provided in Table 7.2 based on a two to three staff to client ratio in custodial and remand facilities.

These two staffing options should be viewed as general guidelines which are subject to program and policy decisions concerning operational program plans as submitted for implementation. It is emphasized that the option presented in Table 7.2 is an absolute minimal option, which may not in fact permit the implementation of the concepts developed in this report.

7.8 Staff training

The implementation of a new philosophy in our correctional services must include particular consideration of and for existing staff. Since many of our staff have been in the system for many years, an extensive training and re-training program will be necessary to assist all staff to put the new philosophy into practice. At the same time, there may be a few who cannot adapt to the new program, so that consideration will have to be given to finding alternate employment for them and, in some cases, probably re-training for a new field of employment.

Staff training and re-training cannot be adequately provided for, even in a relatively constant program, without building a staff training component directly into both staffing and resource allocation policies. When rapid change is involved, the need for the integration of training with management is even more crucial. A properly integrated approach to training should come to be seen as an inherent occupational responsibility and opportunity.

Proposals for a systematic approach to correctional staff training are presently under development. The system which emerges will have the following characteristics:

1. It will provide for a comprehensive two-way exchange of the proposals contained in this report.
2. It will be effectiveness-oriented in terms of enhancing each person's ability to achieve the objectives set out for corrections, and in terms of relating training content to successful approaches.

3. It will provide for a broad range of correctional staff at all levels, and in all program areas, and will include self-help, volunteer and private agency workers.
4. It will attempt to promote a continuity of objectives and concepts.
5. It will provide for integration of staff development in areas which are closely related, at the same time allowing for specific staff development in specialized program and functional areas.

The entire training program will be based on systematic interrelated training series, both common and specific, on an on-going basis. All such series will integrate both theoretical and practical training into one unified task-oriented stream. Flexibility will be an important feature, to allow for continuing changes in correctional approaches themselves. Various methods will be required to lessen staffing problems during periods when major staff training sessions are taking place in a particular program or geographic area. Regular training sessions will be presented in Regina, Prince Albert and Saskatoon on a rotational basis so as to obtain a good cross-fertilization from staff encounters.

The training program will have to accommodate the particular requirements of long-time staff members in the form of "refresher"-training, both initially with respect to the proposed major change in direction, and on an on-going basis thereafter. For more recent university-trained staff members, it will have to complement their professional training with a pragmatic task-oriented training program based on the particular objectives, approaches and features of Saskatchewan Corrections Programs. Staff without previous specialized training will need assistance with the necessary conceptualization and understanding of program dynamics, in the field of corrections. It should be mandatory that certain staff training be completed prior to the expiration of an employee's probationary period.

It should be evident from the above that the development and maintenance of such a training effort is a complex and difficult undertaking. It is further complicated by the requirement that we should not duplicate or overlap in a major way the programs of existing educational institutions. It will be necessary first to develop a relatively clear outline of various training components, and then to negotiate and/or contract some of these with established providers of training, both institutions and individual productive resource persons in the community. Only when this proves impossible will the department establish its own training course.

In concluding these brief comments on training, it should be emphasized that a good deal of training is not a formal classroom or even seminar type, but rather takes the form of "on-the-job" training. It is essential that the content of the training program be fully understood and accepted by management staff at various levels, and that all workers and their supervisors should have been exposed to the same program content, albeit in different forms. A policy of rotating or exchanging staff between different programs would go a long way towards bridging communication gaps at various levels. In addition, staff at more senior levels should spend several days each year at the field and facility level, working with line staff in contact with clients, so as not to lose sight of how corrections is in fact relating to the offender and to the community on a day-to-day basis.

Conclusion

As indicated at the beginning, the corrections plan described is intended as a general statement of primary program directions and major resource allocations in provincial corrections during the next four to six years. Many of the concepts it encompasses are not particularly new and, in fact, were anticipated in the Saskatchewan Corrections Study Committee Report (1971) and recent experimental programming in the system. What is new, however, is the introduction of a broad, long-term strategy for the actual implementation of the concepts concerned. As such, it is hoped that it will serve as a stimulus to and a guide for the considerable detailed planning that will be required at all levels, as we continue to develop the programming needed to balance, integrate and focus our services in the future.

There is obviously a degree of risk in attempting to predict, with some certainty, the long term changes likely to occur in a rapidly changing society and to plan, in advance, appropriate corrections responses to them. Yet, it is a necessary exercise if our system is to be prepared, not only to adapt to change, but also to positively affect the change process. Moreover, in this instance, the risks should be minimized by the accent on flexibility, the opportunities for citizen involvement, the phased implementation strategy, and the requirements for effective monitoring and evaluating mechanisms — all of which are incorporated in the plan.

It will be noted that the plan relates mainly to proposed programming within the department and makes only passing reference to some of the important areas of interface with other social services and criminal justice programs. This does not suggest that these matters are of no concern, but rather that they do not fall within the specific parameters of this report.¹ It is assumed that close consultation and joint planning with other agencies will be essential in many areas of common concern as the actual details of developing corrections programs in our system are worked out. To that end, the plan anticipates the development of appropriate mechanisms to promote an ongoing consultative and communication process.

It will also be noted that the report places considerable emphasis in its initial stages on the planning and operationalization of alternative institutional facilities. This is a reflection of concern about the inadequacy of existing facilities and the planning time that will be needed to bring about improvements which are urgently required, but involve substantial capital investment in this sector. As the plan is progressively implemented, however, the emphasis will naturally shift to the non-institutional sector which involves less costly programming and where, for the most part, less lead time is required for program planning and development. In the meantime, the initial emphasis should not obscure the fact that institutional facilities are viewed as a residual resource nor that the long-term objective is a reduced rate of incarceration.

1. This report is based on a substantial number of background papers which include a good deal of analysis, data and documentation. This background material, which contains some important information which could not be included in the report due to space limitations will be consolidated at a later date.

END

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