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FINAL REPORT

A COMPREHENSIVE EVALUATION
OF THE SASKATCHEWAN
INDIAN PROBATION PROJECT

DRAFT - INFORMATION ONLY
CRIMINAL JUSTICE SYSTEM

PREPARED BY:

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OCTOBER 15, 1978

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PREFACE

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The Indian probation project was an experiment designed to bring probation services to Indian communities on a regular and consistent basis. It was also the plan of the project sponsors that the project would have a community focus in that it would involve community leaders and people in working on the corrections problems of their community. In addition, it was thought the project might address itself to the development needs of communities which are the root cause of many of the corrections problems experienced by Indian people. The project sponsors included the F.S.I. and the Province in a joint implementation role, and the Province and the Federal government in a joint funding role. The fact that there is a federal-provincial agreement covering funding and an F.S.I.-provincial agreement covering implementation is testimony to the seriousness with which the parties viewed the corrections problems of Indian communities and the need to attempt to find solutions to them.

The evaluation of the project was an attempt to probe deeply into the background and operation of the project and to assist the sponsors to assess the successes and failures of the project in achieving project objectives. The evaluation was not meant to criticize or lay blame for problems or failures but to help those involved to better understand the complex dynamics of the project which resulted from its implementation.

Based on these findings, the evaluator has made certain observations and offered certain recommendations for the future of the Indian probation service. These recommendations are not meant to be a precise blueprint for future planning and programming. They are offered as guidelines to assist the sponsors to take appropriate action to modify and strengthen the service and to ensure that it will make significant progress in achieving the goal of making available to all status Indian people a service manned by Indian staff.

ACKNOWLEDGEMENTS

The Author wishes to acknowledge the assistance received from many persons who helped make this evaluation possible. The information was obtained through personal contacts, from records and files of the project, from workshops, and through surveys conducted at the community level.

Specifically, thanks are extended to the members of the advisory committee, the management staff, the Indian P.O.'s, D.S.S. supervisors, and other D.S.S. and F.S.I. staff who participated in and assisted with the evaluation. In particular, thanks is conveyed to all of the police personnel, judges, legal aid personnel and court workers who co-operated by making themselves available for interviews. Also band staff, band leaders and community people must be thanked for their co-operation and participation. Special thanks must also go to Warren Williams, who helped immeasurably in many ways in arranging and carrying out the evaluation.

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A special thank you to the four Indian students who spent their summer gathering statistics, tabulating statistics, and collating statistics. Theirs was at times a tedious and frustrating role which has contributed significantly to the evaluation. The assistance of the criminal justice workers in doing community interviewing and the co-operation of probationers who allowed themselves to be interviewed also is acknowledged. Because of the excellent co-operation of all the persons mentioned above, the task of the evaluator in carrying out the evaluation and in preparing this report was greatly facilitated. This evaluation was made possible with funding provided by the Ministry, D.S.S., and D.I.A.N.D..

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THE SASKATCHEWAN INDIAN PROBATION PROJECT
THE FINAL EVALUATION REPORT

CHAPTER I -- BACKGROUND

I. INTRODUCTION

This report provides a final review and evaluation of a special corrections project which has been implemented jointly by the Federation of Saskatchewan Indians and the Provincial Department of Social Services. The project was jointly funded by the Consultation Center of the Ministry of the Solicitor General and by the Department of Social Services. The funding of the project was covered by a federal-provincial cost sharing agreement. The implementation of the project was covered by an agreement between the Department of Social Services and the Federation of Saskatchewan Indians. The project was carried out during the period September 1, 1975 and August 31, 1978. The evaluation component of the project was undertaken at the request of the parties participating in the project. The evaluation design was agreed to before the service activities of the project were implemented. The evaluation took place in two stages. There was a preliminary evaluation which was carried out during the summer and early fall of 1976. The final evaluation was carried out between May 1 and September 30, 1978.

This report combines material gathered from both phases of the evaluation. It makes comparisons between the feedback from the two phases to indicate how the project has progressed during its implementation. This report is presented in a form which should make the project and its results comprehensible to both those who were directly or indirectly involved in the project as well as to those who have little or no prior knowledge of the project. The report briefly examines the historical development of the project. That examination includes an assessment of how the project was implemented, details some of the problems encountered in project implementation, outlines changes which were made to the project during the implementation and examines the results flowing from the project as viewed by various participants or by

those having some direct interest in the project. Conclusions about the project and its results are based on information gathered from a wide variety of sources. The report concludes by setting forth some recommendations which are offered as guidelines for an ongoing permanent Indian probation service.

For the purposes of brevity and simplicity, the following abbreviated forms will be used when referring to key groups or organizations involved in the project and consulted during the evaluation:-

- a) Federation of Saskatchewan Indians -- F.S.I.
- b) The Department of Social Services, Corrections Branch --D.S.S.
- c) The Ministry of the Solicitor General -- The Ministry.
- d) The Royal Canadian Mounted Police -- R.C.M.P.
- e) The Project Advisory Board & Committee -- The Board or Committee.
- f) The Indian Probation Project -- The Project
- g) The Indian Probation Officers -- P.O's.
- h) Presentence Reports -- P.S.R.
- i) The Judges of the Provincial Magistrates Courts -- Judges.
- j) The Department of Indian Affairs and Northern Development -- D.I.A.N.D.
- k) The Attorney General's Department -- A.G.'s Department.
- l) Indian Means -- Status, Non-Status and Metis.

II THE HISTORICAL AND CULTURAL SETTING OF THE PROJECT

Status Indians in Saskatchewan at present number approximately 45,000. They are made up of sixty-eight bands each having one or more reserves. The bands represent five distinct Indian cultural groups; Cree, Saulteaux, Sioux, Chipewyan, and Assiniboia, with the great majority being Cree. According to the band lists maintained by the Department of Indian Affairs, approximately 63% of the Status Indian people are resident on reserves. The majority of those living off reserves, live in the major urban centers of the Province.

The reserves are all located in rural and/or isolated areas of the Province. Most have a limited economic base. In the past few decades they have been characterized by problems resulting from a century of isolation and deculturization. Many reserve residents have lived in poverty, family breakdown has been a serious problem resulting in child neglect and abuse, alcohol abuse has been epidemic in some reserves, some reserves have had a high incidence of delinquent and criminal behavior and many residents have had to depend on welfare payments to survive. These are all problems which reserves have been working on for the past decade with some degree of success. It should be noted that these problems are at least as serious among off-reserve status Indians as they are among on-reserve Indians.

Jurisdictionally Indians are a Federal responsibility. This responsibility is carried out by a Federal department primarily concerned with Indian Affairs (D.I.A.N.D.). However, in many areas such as corrections, health services, family and children's services, etc., the Federal government has taken the position that jurisdictional responsibility rests with the Province. Traditionally the Province has not provided services on reserves except at the request of the D.I.A.N.D.. The question of jurisdictional responsibility for Indians living off reserves is even less clear. However, such residents, in theory, have access to available community and provincial government services.

III. THE CORRECTIONS SITUATION AMONG STATUS INDIANS

The Province has been aware for a number of years that there was a very high rate of criminal and non-criminal offenses reported and convictions registered against status Indians in the Province. The Indian inmate population of the women's prison has averaged approximately 90 percent of the total inmate population for the past 20 years. During that same period the Indian inmate population in provincial men's prisons has increased dramatically from approximately 30 percent in 1960 to 60 percent at the present time. Not all of these Indian inmates have residence on reserves nor are they all status Indians. However, we did not obtain the statistical breakdown of status, non-status and Metis Indians in the inmate population at the present time.

There has also been a substantial increase in the Indian inmate population in the Saskatchewan Penitentiary during the same period, from less than 15% to approximately 1/3 of the inmate population. Indian offenders have tended to be grossly under-represented in probation caseloads, parole caseloads, etc., until recently, and even at present they are not represented in these caseloads in proportion to their numbers, based on convictions and incarcerations.

Those Indians living in the urban areas are likely to have access to services normally available such as probation, parole, rehabilitation and family services, etc.. Although some of these services were available to some offenders resident on reserves before the project they tended not to be available on any consistent basis and were not available at all in some of the more isolated rural areas. There were also other barriers to the provision of service including problems of communication between white P.O's and Indian probationers, community resistance or indifference to white corrections workers and programs, and cultural barriers resulting in inaccurate interpretation of social history information.

IV STEPS TAKEN TO IMPROVE CORRECTIONS SERVICES ON RESERVES.

Because of the disproportionate numbers of reported crimes and convictions among Indian people in the Province, both Federal and Provincial government officials as well as Indian leaders were concerned that some action be taken to improve the situation. Indian leaders have advocated greater Indian participation in and responsibility for the criminal justice system as it affects Indian people living on reserves. As a result of these concerns negotiations took place over a period of several years between Indian leaders and government officials which led to a number of developments in the area of services to reserves. These include the Special Constables Program, the appointment of Indian Justice's of the Peace Program, the Native Court Workers Program, and the Indian Probation Project.

The latter project will be described in more detail below, but a brief explanation of the other services is given here for the information of those not familiar with these programs. The Special Constables Program consists of a number of Indian persons who have received special training at the R.C.M.P. training center in Regina. They are placed in R.C.M.P. detachments which have a major role in policing reserves. These officers are to work with local detachments to assist them in their understanding of Indian people and in developing their relationships with Indian bands. They as well participate in regular off reserve police duties.

The Native Courts Workers Program has been in operation for several years and was set up to do interpretation of court procedures, of charges laid, of the law, and of the individual's rights. These workers also acted as interpreters in situations where a language barrier existed. These workers might also notify family members, relatives, or friends and explain what was happening to alleged offenders. In addition they may assist them to deal with any immediate problems experienced by families of alleged offenders. These are pre-court and in-court services with little or no follow up service provided. Although the services of court workers were designed primarily to be provided in the urban areas, a number of rural courts are also serviced by the Court Workers.

Through the Indian Justice of the Peace Program, Indian J.P's have been appointed to serve reserves where these appointments have been requested by the Band Council and where an acceptable Indian person is available to serve in this capacity. Indian J.P's hear summary conviction offenses, non criminal code offenses, and perform other functions normally carried out by J.P's.

V THE DEVELOPMENT OF THE INDIAN PROBATION PROJECT.

As a result of representations by the F.S.I. and the report of a Saskatchewan corrections study committee released in 1972, the need for special corrections services on reserves became apparent.

Following this report, meetings were initiated in 1973 by the F.S.I. with the D.S.S. The initial focus of discussions was on an adult probation service. However, as discussions proceeded it was recognized that probation services should be provided as part of a service which focused on overall improvements in community circumstances if the provision of adult probation service was to be effective. A planning committee was established in late 1973 to develop a proposal for such a project.

The planning committee involved representatives from concerned Provincial and Federal government departments, the University, and Indian leaders from the F.S.I. A proposed project agreement was developed and the Consultation Center of the Ministry was approached with the request that they share in the funding of the service during an experimental period. Three options for project implementation were considered. The first two were based on the D.S.S. being responsible for implementation of the project. Staff could be either (a) permanent government employees, or (b) temporary government employees. The third option discussed was to have the project administered by the F.S.I. with policy, program, staff and project direction being the responsibility of the board. This third option was the one selected and formed the basis on which the implementation of the project proceeded.

Although the project had originally been slated to begin in October 1974, delays were experienced with the result that the Province and the Federal Government did not announce until February of 1975 that the project would go ahead. Preliminary activities and planning began effective April 1, 1975. The provision of services to reserves began September 1, 1975 when the first P.O.'s were appointed.

A more detailed account of the process through which the project was developed is outlined in the first project progress report prepared by the project consultant. This report is attached as Appendix A to this report for the information of those who wish to have more details of the process leading to the development of the

project.

The design of the project program and the plans for the implementation of the project are outlined in an agreement between the Province and the F.S.I., see Appendix B, will be dealt with in detail in Chapter III of this report. The process by which the evaluation component was developed and the evaluation design itself will be dealt with in Chapter II of this report.

CHAPTER II -- THE EVALUATION DESIGN

I INTRODUCTION

As mentioned in Chapter I the Consultation Center of the Ministry has funded this project jointly with the D.S.S. One of the conditions under which such funding was made available was that the project be evaluated to determine the results and to make those results available to others who may wish to make use of them in their programming. It had, therefore, been agreed by the various parties involved in the planning committee, that an evaluation of the project would be required.

The overall plan for the project as well as the projections made for funding requirements took this fact into consideration. The management committee therefore took steps to ensure that the evaluation component was an integral part of the project before the implementation of services began. In July of 1975, the management committee invited several potential evaluators to a meeting to discuss the evaluation of the project. It was agreed at this meeting that each of the evaluators would make a separate submission outlining how they proposed to carry out the evaluation. This was done in early August of 1975 and the management committee at a meeting held during the later part of August selected the evaluation proposal submitted by the Author of this report. The evaluation was to be carried out in two steps, an interim evaluation to be completed by October 15, 1976, and a final evaluation to be completed by April of 1978. The completion date for the evaluation was later changed to October 31, 1978. The winter months were not seen as a good time to do the community interviewing and as well the resources to engage students to gather statistical information were not available until the early summer. Also by revising the time frame, this gave another six months of program experience on which to base the evaluation.

The following is an outline of the evaluation plan along with a description of how the overall evaluation was carried out including a description of the more specific process involved in carrying out both phases of the evaluation.

II. THE PURPOSE OF THE EVALUATION

The evaluation was seen as having the overall general purpose of determining whether the project was accomplishing the goal for which it had been established. More specifically, the management committee wanted to determine the following:-

- a) Were the policies, procedures, and administrative structures used in the implementation of the project appropriate and effective?
- b) Were the assumptions made about the best ways of extending service (the use of Indian probation staff, the focus on reserve residents needs, the staffing qualifications, etc.,) valid, based on experience?
- c) Did the project produce the results anticipated i.e., less crime, more Indian probationers, more community corrections services, etc.?
- d) What did the parties to the project learn from the project experience which will help to implement needed community corrections services, including probation services, effectively, as part of a permanent service system?

III THE GENERAL EVALUATION APPROACH

This evaluation was designed to accomplish a number of evaluation goals. These included the following:-

- a) To record and assess the historical background and development of the project.
- b) To assess the purpose and objectives of the project against observed results.
- c) To determine whether the implementation procedures and approaches produced positive or negative results.
- d) To determine what impact the overall project had on

related service programs and systems.

- e) To determine what can be learned from this experiment which can be applied to other community settings with a predominantly Indian population.

The objectives which the project had originally been designed to accomplish can be generally stated as follows:-

- a) To make a regular, consistent, and continuous adult probation service available to courts dealing with offenders from Indian communities and to the offenders living in these communities.
- b) To encourage the development of preventive community programs which will assist in reducing crime and recidivism in Indian communities.
- c) To assist native communities to accept more responsibility for the antisocial acts of the members of their community and to enable them to have an input into decisions affecting offenders from their community.
- d) To ensure that the full range of legal options available to the general public are available to Indian offenders living in reserve communities (diversion programs, fine options, etc.)

As a result of the interim evaluation the evaluator suggested to the Board that the overall project objectives were probably too ambitious for a short term three year project. It was suggested that these objectives be revised with the basic focus being on the provision of a good quality probation service and the involvement of community people in the decision making and planning process re: offenders and in providing support to those offenders receiving probation.

As a result the Advisory Committee restated the goals of the project as follows:-

A) Overall goal -- "to ensure that probation in a viable alternative available to the courts by making a good quality of probation services available to Indian bands."

B) Project objectives

"1. To provide a good quality of probation services to Indian offenders living on reserves and to demonstrate that given this good quality service, probation can be an effective corrections tool on Indian reserves and Indian people can learn to function effectively in the probation officers role to Indian Communities. Good quality probation services may include family counselling and support to improve the circumstances of local people.

2. To assist Indian Communities in the development of diversion, prevention and other community corrections programs. This would include supporting Indian Communities in regards to situations where the size of the Community and community initiatives makes such programs possible. The probation officer role in the area of prevention programs would be advisory in relation to training, employment, and social recreational program development".

To obtain information on which to base the evaluation generally, the following specific information sources have been tapped:-

- a) Background historical information which sheds light on the problems and needs of Indian offenders and of Indian Reserve Communities. These include annual reports of the D.S.S., the Saskatchewan Corrections Study, surveys and studies carried out by the F.S.I., etc.
- b) Minutes of the planning committee, of the management board, of the Advisory board and related reports

and records.

- c) The project agreement signed by the F.S.I. and the Province and the cost-sharing agreement signed by the Province and the Federal Ministry.
- d) Statistical material on services provided, gathered and recorded on a regular monthly basis by the Indian Probation Officers. See Appendix C.
- e) Statistical information gleaned from court records, probation records, correctional institution records, etc., for the base year 1974, and for the calendar year 1977.
- f) Community attitudes obtained as part of an attitudinal survey.
- g) Feedback from personal interviews conducted with a sample of Indian probationers.
- h) Selection, training, and other relevant personal information gleaned from relevant files, records and interviews.
- i) Information obtained through staff meetings and workshops.
- j) Personal interviews conducted with the following participants in the project or with interested parties:-
 - 1. Members of the management and Advisory board.
 - 2. Training personnel in D.S.S. and the Indian Cultural College.
 - 3. Senior staff members of the project including D.S.S. supervisors responsible to provide guidance and direction to the project officers.

4. A selected sample of R.C.M.P. personnel from detachments having major contacts with Indian communities.
5. Judges serving courts in the areas where Indian communities are located.
6. Members of Band Councils and Band Staff, etc.
7. Staff members of legal aid clinics, court workers, and the fine option supervisors.

In using the information obtained, different weighting is given to information from different sources. This weighting depends on the source and the extent of involvement of various participants in related project activities. For example: in determining the volume of service provided, the nature of that service, etc. the major sources used are the reports submitted by the probation officers plus other feedback obtained from them. In determining the nature of the community work being carried out by workers, major emphasis is placed on feedback received from community leaders and band staff. In determining whether the service provided to the courts is satisfactory, major emphasis is placed on the views of the Judges, etc.

This is not to suggest that other sources of information related to a particular aspect of the project were ignored or not considered. However, an attempt has been made to give the greatest amount of credibility to information sources in the best position to provide the most objective and accurate information about the different facets of the project being evaluated. Where possible information obtained through personal contacts has been validated against information gleaned from files, statistical records, etc., as well as other personal sources. More emphasis is placed on the validity of information indicating a given result where there is substantial agreement between the information obtained from different sources.

IV. THE LIMITATIONS OF THE EVALUATION

This evaluation has limitations in a number of areas and therefore the findings of this report must be viewed against these limitations.

- a) First, there are no reliable control groups against which projects results can be compared to determine whether they may by chance be produced by some factors other than the project. This relates to the fact that all reserves in the southern part of the Province, with the exception of two small isolated reserves, are being served. Reserves in the Northern Administration District are not being served and some comparisons with trends and development in the area might have been undertaken. However, the geographic, social and economic circumstances in the north are so different that valid comparisons would be difficult. In addition, the cost of carrying out such an addition to the evaluation did not seem to justify the possible advantages in terms of validating research results.
- b) In every program or service there are always a number of variables impinging themselves on the observed results. In the case of the probation project these could include factors such as marked population shifts, the nature of community leadership, changes in community attitudes to and relationships with the law enforcement, judicial and corrections systems, changes in economic activity, the effect of other band development programs, etc. Although it was originally planned that some of these factors might be affected or enhanced through the community focus of the project, it is difficult to determine whether changes resulted from other development programs or this project.
- c) Much of the information gathered tends to be of a subjective nature. Different participants place different interpretation on specific events and developments, as well as

on why they happened or who was responsible for making them happen. Therefore, some of the data used in this report would not meet the normal scientific test of hard and objective information.

- d) The evaluator did not have access to all of the project participants or to other persons who had an interest in or an opinion about the project. For example, the community interviewers had difficulty locating probationers during the interim evaluation. Therefore the sample on which views of the recipients of service, during the early stages of the project, were based are inadequate. Therefore, comparisons with the results from interviews with probationers during the final evaluation have no validity. In addition, the volume of data from court records for the areas served was so extensive that we had to limit our data gathering to five selected judicial areas. We also had to limit our interviewing of R.C.M.P. personnel to a selected sample because of budget limitations and time limitations. Because of the nature of the views and data being sampled it was not possible to apply random sampling techniques.

- e) The data obtained from many of the community people particularly during the interim evaluation was limited because they were suspicious of the purpose and intent of the interviews or because the individuals concerned knew nothing about the project.

In spite of these limitations, the evaluator is of the opinion that the comparison of the views and data obtained has isolated important areas in which the data sources showed substantial agreement on events which took place, on problems being encountered, and on the general observed results of the project. Where there is a consensus on a given result or observation, the evaluator believes that it is valid to draw fairly definite conclusions. Where there are substantial differences in view or data, or variations from one area to another, the evaluator has indicated these differences and

has reached definite conclusions only if these can be substantiated with available data.

V. MODIFICATIONS IN THE PROPOSED EVALUATION

There were no changes to the methodology proposed for evaluating the project. Some changes had to be made in the tapping of information sources. For example, offense statistics had to be taken from court records rather than R.C.M.P. records as originally planned. The main changes in carrying out the evaluation were due to the fact that we had to limit the data base (select sample) in those areas described above. The other modifications were primarily additions to the data base. It was decided early in the project to carry out an attitudinal survey while doing community interviewing. Also additional persons were interviewed (legal aid staff, fine option staff) during the final evaluation, who were not interviewed during the interim evaluation since these services were just in the process of being organized when the interim evaluation was being undertaken.

It had originally been planned to have probation staff maintain separate project reports providing statistical information on the kinds of activities engaged in by P.O.'s including the community work being undertaken. These additional reporting requirements proved to be too demanding for some P.O.'s. In addition the statistics obtained had limited use for evaluation purposes. It was therefore agreed to drop this requirement for statistical reporting and use the regular monthly statistical information required by D.S.S.

Some Indian Police Constables were interviewed but Indian J.P.'s were not interviewed since there is not a consistent pattern of appointments and the contact between P.O.'s and the J.P.'s was very limited. The open ended interview forms used to interview band leaders and band staff were restructured. (See Appendix D4). The attitudinal survey was conducted with Band Leaders, Band Staff, and Band members in the communities visited. The forms used to gather information are attached as Appendix D1-5. This includes:

- D-1 ----Questionnaire used to obtain information from probation officers.
- D-2 ----Survey form used to gather crime statistics.
- D-3 ----Survey form used to gather information from probationers.
- D-4 ----Interview questions used with band leaders and staff; and
----open ended interview questions used by the evaluator.
- D-5 ----Attitudinal questionnaire.

VI. EVALUATION METHODOLOGY

The gathering of information for the interim and final phase of the evaluation were carried out as follows:

A. The Gathering of Crime Statistics

The statistics gathered are for 1974 the last full calendar year before the project began and for 1977 the last full calendar year during the operation of the project. This data will be compared in this report to determine if any changes in crime rates, the nature of crime, sentencing practices, etc., have taken place during the period of the project. This data was gathered on the survey forms D-2 by four Indian students employed for the summer. (For details see Appendix F). The source of data were records provided to the A.G.'s Department from the Judicial Centers served by Judge Parker, Melfort; Judge Lee, Estevan; Judge Policha and Blais, North Battleford; Judge Goliath, Meadow Lake; and Judge McLean, Yorkton. Data on Indians incarcerated in provincial corrections institutions were obtained from statistical cards kept in Central Office D.S.S. Data on probation services were gathered from statistical cards at the same location. Data from penitentiary records was provided by

the penitentiary service but, due to limitations, could not be used.

B. Information From Members of Indian Communities

During the final evaluation this information was obtained during visits to the Indian reserves by workers employed on a special Canada Works project. The criminal justice workers were assigned to the regional offices from which the P.O.'s worked. They visited the reserves and interviewed two community leaders, two Band members, and where possible two Band staff on each reserve. This information was recorded on data forms referred to above. A similar process was followed during the interim evaluation, except the same students who gathered offense data also did the community interviewing. (For reserves visited, see Appendix E).

C. Information From Probationers

Probationers were also interviewed by the Indian students during the course of their visits to reserves. It was planned to interview two or three probationers on each reserve but considerable difficulty was experienced in locating many of these individuals during the interim evaluation. They had more success in contacting probationers during the final phase of the evaluation.

D. Information Gathered by the Evaluator

The evaluator personally conducted open ended interviews with the following:-

- members of the management and Advisory board
 - the project supervisors,
 - the Judges holding courts in the areas served,
 - the select sample of R.C.M.P.,
 - legal aid staff, fine option supervisors and court workers,
 - person involved in the training of staff.
- (for details of persons interviewed see Appendix F)

The interviewer also gathered the data from the probation

officers on I.P.P.₅ and conducted feedback workshops with the Indian Probation Staff.

E. Statistical Data On Probationers and Services Provided.

These data were gathered from two sources. Data on services being provided by the Indian P.O.'s was gathered from the regular statistical forms completed and submitted by the P.O.'s. Data about probationers was also gathered from intake sheets and closure sheets completed by P.O.'s and submitted to corrections branch. We received the assistance of research staff at the D.S.S. in gathering this data from computer printouts.

F. Data From Other Sources

The evaluator was provided with copies of Minutes of all meetings and copies of progress reports on a routine basis. Background information and copies of project agreements were also provided by the project director. The evaluator had access to other files and records containing data about the project as required. This included training information, job specifications, personnel data, etc.

VII. TABULATION, COLLATION, ASSESSMENT OF INFORMATION AND FINDINGS.

All the statistical information gathered, as well as the information gathered on the survey questionnaires, was tabulated manually. This was for the most part done by the summer students under the direction of the evaluator. The evaluator also checked a sample of the data tabulated by the students to verify the accuracy with which data was recorded and to ensure that all students were recording data similarly. The data obtained from the P.O.'s was tabulated by the evaluator.

Data from open ended interviews was summarized to indicate the general direction or trend of views of the different groups of individuals interviewed. The fact that data was gathered about

similar activities from several sources made possible some important comparisons. For example, we were able to compare the views of community people and P.O.'s regarding the nature of the service they were providing in the community. Likewise, we were able to compare the views of police and Judges about the incidence and nature of crime in their areas with the actual statistical data gathered from the court records.

The data from early records of the planning committee and from early planning documents, as well as from the corrections study and other survey and historical material form the basis of Chapter I of the report. Progress reports, Minutes of the management committee, other project files and records, as well as the recollections of members of the management committee and of staff, form the basis of Chapter III describing the development of the project and its implementation. Material from all the personal interviews, the routine statistical records, plus other statistics gathered by the summer workers, form the basis of Chapters IV and V of the report.

The observations and conclusions as well as the recommendations included in Chapter VI and Chapter VII of the report are based on an assessment and evaluation of the total information base available with weighting assigned as described earlier in the report. The previous experience of the evaluator along with information and results from other research, and the evaluation of other experimental projects of a similar nature, form part of the frame of reference against which assessments were made.

CHAPTER III -- PROJECT IMPLEMENTATION

I THE ADMINISTRATIVE STRUCTURE OF THE PROJECT

A) The F.S.I.

The F.S.I. is a federation of Band Councils located in the province of Saskatchewan. It is incorporated under provincial legislation. Its role is to promote and advance the interests of status Indians in the province of Saskatchewan. It is primarily the political arm of the Bands, pressing governments to provide the resources for services, or fund the services required by Band Councils. It also works with the Bands to develop common positions on questions such as social, cultural and economic development; Indian education, land rights, Indian Act provisions, etc..

The F.S.I., at the request of the Bands, operates on-going programs of a developmental nature, a communications program, the Indian Cultural College, etc.. It also, from time to time, has implemented short term or experimental programs such as a family counselling program, alcoholism education and treatment programs, recreation programs, etc.. These latter programs are generally implemented as experimental projects in co-operation with other responsible local and/or government bodies to help establish and prove the value of these programs. The objective in general is to work towards these programs and services becoming a part of the permanent band community or government service system. It is in this latter context that the F.S.I. originally participated in the implementation of the Indian Probation Project.

However as other programs developed, including the Indian Constables Program, the Indian Justice of the Peace Program and the Court Workers Program, the F.S.I. and some band councils began to think in terms of an Indian justice system with the above services and the Indian Probation Project making up that system.

Those ideas are tentative and still in the discussion and formulation phase. However, this new concept has affected the basis on which the F.S.I. has viewed its participation in the project.

B) The D.S.S.

The D.S.S. is responsible for the implementation of a wide range of social and rehabilitation services within the Province, including corrections services. The corrections branch is responsible for the direct implementation of adult programs in correctional institutions and for the program development and supervision of adult probation programs, as well as for community corrections programs. Until recently the actual provision of the probation services formed part of the multitude of services provided through regional service offices of the D.S.S.. Effective April 1, 1976, corrections branch has established its own regional services probation units and is now responsible for the direct supervision and implementation of adult probation services including responsibility for the D.S.S. role in the implementation of this special project. In some areas the probation units are housed separately as in Regina. In other areas they still work out of the regional D.S.S. offices but take their direction and supervision from corrections branch.

C) The Consultation Centre of the Ministry of the Solicitor
General

Due to a jurisdictional split in responsibility for corrections services in Canada, the Federal Ministry has responsibility for institutional services for adults receiving sentences of two years and over, and for the parole system. This ministry also has an interest in the range and quality of other correctional and preventative services available to offenders since the range and quality of these services can effect the volume as well as the type of corrections services which must be provided in Federal correctional institutions and through the National Parole Service, as well as the cost of such services. To promote the development of

corrections services generally, and to promote innovative and preventive services, the ministry has established a Special Consultation Centre to help plan, develop, implement, and fund experimental projects. Because of the restrictions on the Ministry's role in corrections, it is in most cases not in a position to implement such projects itself. It must work co-operatively with the provinces, and in some cases local or non-government agencies, in promoting and funding such projects.

D) The Project Agreement

The original project agreement for the implementation of the project signed by the F.S.I. and D.S.S. is attached as Appendix A to this report. The main provisions of that agreement are as follows:

1. That the project be under the control and direction of a management committee.

2. That there be two senior staff, a project co-ordinator employed by the F.S.I., and a project consultant employed by the D.S.S..

3. All project staff including the Indian P.O.'s would be under the ultimate control and direction of the management committee.

4. The P.O.'s would work out of offices provided by regional services D.S.S. and their day to day work would be supervised by a staff person employed by D.S.S. who would be responsible for the quality of the services provided.

5. That the project would be evaluated as has been described above.

6. The agreement also set out the funding provisions, including the level and duration of funding and the mechanism for making money available and accounting for its expenditure.

7. The agreement set out the provisions for progress reports.

8. The agreement provided for the Federation to be responsible for the administrative details of the project by providing administrative support services.

A second agreement, one between the Province and the Federal Ministry, basically covers the cost-sharing aspects of the project. However, it also includes an outline of the main provisions of the project design and the conditions for evaluation.

Since the initial agreement, a number of changes have been made to the agreement, included as Appendix A, either by way of formally amending that agreement or in some cases by mutual agreement between the parties to the agreement. These changes include the following:

1. The project comes under the control and direction of the F.S.I. rather than the management committee.

2. The management committee becomes an advisory committee with advisory and consultative functions, to the F.S.I. and to D.S.S., only.

3. The project consultant becomes a full time staff person of the F.S.I. rather than being employed and seconded by D.S.S..

4. Staff come under the ultimate control and direction of the F.S.I..

5. Indian P.O.'s continue to work out of D.S.S. offices as part of the probation units. They are supervised by D.S.S. supervisors, except in the Regina Probation Unit, where one of the Indian probation staff took on the role of supervisor of Indian P.O.'s, as well as part time P.O.. More recently he has been assigned duties as part time assistant to the project co-ordinator and was relieved of his P.O. duties.

All other provisions of the agreement are as outlined above.

E) The Management Committee

The evaluator interprets the original project agreement to have delegated the major responsibility for the implementation of the project to the management committee. In addition to those matters covered above, the management committee was to be responsible for:

1. The development of program details, policies, and procedures for the project.
2. The administration of the project in keeping with project objectives.
3. Final decisions regarding the expenditure of funds.
4. The selection, hiring, direction and, if necessary, the firing of staff.
5. To ensure that progress reports and financial reports were completed and submitted as provided for by the agreement.
6. For the development, implementation and supervision of the evaluation procedures.

The Management Committee was to consist of two voting members from the F.S.I. and two voting members from the Province. The Management Committee could add other non-voting members. It added a representative from the A.G.'s Department, from D.I.A.N.D., and from the Federal Ministry. The two senior staff members also participated in Management Committee meetings and decisions.

II PROJECT IMPLEMENTATION

A) The Early Phase: Pre Implementation Activities

Although the project officially began April 1, 1975, the early phase of the project was devoted to planning the project program, some initial interpretation to Bands, Judges and the Police, the recruitment and selection of staff, and the orientation of staff and the planning of a training program.

The project co-ordinator, Mr. Fred Starr, was employed effective May 16, 1975. The project consultant, a regular staff member of D.S.S., was seconded to work on the project full time June 2, 1975. Also during this period the Management Committee was established. The voting membership consisted of Cliff Starr and John Urgan from the F.S.I. and Lem Boyd and Len Soiseth from the D.S.S.. The non-voting members of the committee were Chad Musk from the A.G.'s Department, Keith Gavigan from D.I.A.N.D. and Dennis Wiginton from the Ministry. The committee began to meet on a regular basis to carry out its functions as provided for in the agreement in June of 1975.

One of the first decisions to be made was what reserves would be served by the project. The two senior staff members were given the task of gathering data from D.S.S. and from Indian Bands which would help them make this decision. Considerable difficulty was experienced in obtaining data on Indian offenders as D.S.S. had no central data bank of such information and Bands themselves did not record such data. The decision eventually was made to serve all southern reserves, with the exception of the Wood Mountain and Maple Creek Reserves which are both very small and geographically isolated from any other Indian Bands. To serve the other Bands it was decided to place Indian P.O.'s in regional or sub offices of D.S.S. in Meadow Lake, North Battleford, Prince Albert, Melfort, Yorkton, Weyburn and Qu'Appelle Rural. The arrangements with D.S.S. did not cover services to reserves located in the Northern Administration District.

B) Staffing

One of the major tasks carried out during the summer of 1975 was the recruitment and selection of staff. Jobs were advertised for three weeks in late June and early July in the major newspapers in the Province. In addition the advertisement was circulated to a number of Indian organizations, to Band Councils, and to appropriate Federal and Provincial government departments and agencies. The

first meeting of the Management Committee to screen and select applicants was held July 22, 1975. By September the Management Committee had dealt with a total of fifty-eight applicants and had selected ten staff. Nine of these were appointed as probation officers, and one clerical person was appointed. These P.O.'s were allocated as follows:

Qu'Appelle region	3
North Battleford region	2
Prince Albert region	2
Weyburn region	1
Melfort region	1

Recruitment and selection was carried on into the fall months and three additional probation officers and three clerical staff were selected to begin work January 1, 1976. These additional P.O.'s were allocated as follows:

North Battleford	1
Prince Albert	1
Yorkton	1.

C) The Northern Administration District

The F.S.I. also decided to attempt to extend project services to the reserves located in the Northern Administration District. Negotiations were carried out with senior staff of the Department of Northern Saskatchewan (D.N.S.). There was a proposal put forward by F.S.I., with the approval and encouragement of the Management Committee, to place three P.O.'s to work in D.N.S. offices in the North. This plan would have required additional funding and a separate agreement with D.N.S.. A tentative time schedule was set out to have the details of such an agreement completed and in force by April 1, 1976. However, the negotiations with D.N.S. did not lead to an agreement in time to be implemented in 1976. Therefore, due to the limited duration of the project, any plans to extend the project to the Northern Administration District during the period of the project were dropped.

D) Staff Training

The preparation of staff to work in the project was to take place over a period of time so that training could be integrated with their actual experience in the field. The training carried out to September 1, 1976 consisted of the following:

1. A three-week orientation in the field by project supervisors. This included acquainting the new staff with the full range of D.S.S. programs and responsibilities and the staff in the regional offices. As well, they were introduced to the courts and Judges, most of the local service agencies working with offenders, ex-offenders and their families, and other aspects of the corrections system and the staff responsible for them, such as the fine option program, the Indian J.P. program, etc..

2. A three-day communications workshop held in September, 1975 at the Indian Residence at Fort Qu'Appelle, Saskatchewan. This workshop was planned and conducted jointly by the management staff and the Indian Cultural College.

3. A two-week corrections staff training session in early October which provided them with a broad overview of the legal and criminal justice system. This was followed by a one-week probation conference held October 14 to 17. The theme of the conference was "The Work We Do". For details of these workshops see attached Appendix H3. These workshops dealt primarily with information and knowledge needed by probation staff to function in the job on a day-to-day basis.

4. Regular monthly staff meetings were held with the Indian P.O.'s. The purpose of these was to keep field staff informed of program and policy development, to deal with problems they were experiencing in the field, and to discuss how they could accomplish various project activities including the focus on community work.

5. At the request of the management staff, the Indian Cultural College developed a two-week training program; one week to be held in January, 1976 and one week in February, 1976. These sessions dealt with cultural and historical information, the F.S.I., its structure and problems, the Cultural College and related Indian structures. They also dealt with other matters such as treaties, The Indian Act, Indian life styles, etc.. For details, see Appendix H 5.

6. On the job training was provided by the D.S.S. supervisors. There was also to have been a third workshop at the Cultural College dealing with community work, etc., but this had not been held as of September 1, 1976.

Since the initial evaluation staff training has included the following activities:

1. a continuation of the regular staff meetings;
2. a continuation of on-the-job supervision and training by D.S.S. staff;
3. the regular annual probation conferences conducted by D.S.S.. The focus of these continued to be as outlined above;
4. involvement of Indian P.O.'s in regional meetings of bands and Indian affairs;
5. participation in workshops on Indian government provided for all F.S.I. staff;
6. participation in community development and communications workshops conducted for all F.S.I. staff;
7. some staff were encouraged to take regular courses offered by the University in Regina or Saskatoon where they could qualify.

No extensive orientation program was carried out with new staff during this period. The recommendation in the interim report that a more structured on-the-job training program be developed was not acted on. Neither was the recommendation that

more emphasis be placed on knowledge and skill development immediately related to the role of the P.O., acted on. A possible program of Indian studies on law, corrections and the criminal justice system to be delivered through the Indian Federated College has been discussed but no definite planning or action has been taken on this idea.

E) The Early Implementation Phase

The project agreement identified the objectives of the project as being:

1. To provide probation service to offenders on reserves and to courts serving the reserves;
2. To develop community corrections programs;
3. To develop diversion and preventive programs;
4. To strengthen the family and the community.

Although the title of the project implies a probation service, it had been agreed by the management committee that one emphasis and focus of the Indian P.O.'s efforts should be in the area of community work. It wasn't clear what that community work would consist of and, therefore, in the evaluation proposal the community objectives were spelled out in more detail. They involved the development of programs such as fine option, halfway houses, community corrections centers, mediation, work with community leaders, family counselling, etc.. The evaluator concluded that these objectives were too ambitious for a short term project and recommended they be revised to cover what could be realistically achieved during the three-year project. As a result, the objectives were revised as outlined in Chapter 2, page 11, of this report.

In actual practice the emphasis has been on the more traditional probation role with less effort being put into community work. There have been some notable exceptions to this in areas where P.O.'s had a small caseload or where for other reasons they worked in a specific community. The reason for this focus, as

well as the exceptions, will be discussed in more detail in Chapter IV of this report.

F) Public Relations

Information about the project was to be communicated to the Band leadership through the All Chiefs' Conference held annually and through District Chiefs' meetings. The two senior management staff attended some of the District Chiefs' meetings to explain the project. They also spent some time interpreting the project at All Chiefs' Conferences in Saskatoon. Other public relations work in the communities was carried out through direct contacts between the P.O.'s and community leaders and band members.

Some initial information about the project was shared with judges by Mr. Musk of the Attorney General's Department. Follow up information and contacts were the responsibility of the probation supervisor and the P.O.'s. They were also to be responsible for the development of liaison with the local police, and for the interpretation of the project to members of the R.C.M.P.. Some information on and discussions about the project have been shared with senior F. Division R.C.M.P. personnel in Regina. These efforts will be reviewed in Chapter IV.

G) The Functioning of the Management Committee During the
Initial Project Phase

Based on available records of the management committee meetings and personal interviews with members of the management committee in the summer of 1976, the evidence suggests that the committee functioned much as provided for in the agreement during the first six months of its existence. Meetings took place on a regular basis, at least monthly and during the early period more frequently. The committee was involved in all aspects of staffing. It gave direction to the early public relations efforts, it made decisions about where services would be provided and on what would be the focus of those

services. It also selected the evaluator for the project and the evaluation design for the project. In the administrative area it decided on budget levels, contract conditions, etc..

Difficulty in committee function emerged when the committee began to wrestle with questions such as personnel policies and procedures. The F.S.I. representatives on the committee and the D.S.S. representatives each had a different interpretation of what the agreement meant when it delegated responsibility for the administrative aspects of the project to the F.S.I. and responsibility for the staff and the direction of the staff to the management committee.

The D.S.S. representatives interpreted this as meaning the F.S.I. provided administrative support services such as banking, payroll, bookkeeping, supplies, office accommodation, travel, etc.. It was their view that the policy under which the staff functioned was the responsibility of the committee, i.e. holiday observance, length of vacation, travel allowances, training, etc.. The F.S.I. representatives on the committee interpreted the agreement as meaning that the staff were F.S.I. staff and subject to all F.S.I. administrative and personnel policies. Since the Indian P.O.'s work out of D.S.S. regional offices, the D.S.S. representatives were concerned that the differences in policy between the F.S.I. and D.S.S. would cause internal staff problems for D.S.S. and problems between the P.O.'s and other D.S.S. staff.

These issues first surfaced at meetings of the management committee in September, 1975 and continued unresolved through to November, 1975 when the last full management committee meeting was held. Attempts were made to hold additional meetings early in 1976 but, due to lack of attendance by committee members, the meetings and the functioning of the management committee ceased. The dispute in question was resolved in favour of the F.S.I. interpretation of the agreement when the F.S.I. appealed for support of their interpretation of the agreement to the minister of D.S.S..

H) The Management Situation and Related Problems in the
Early Fall of 1976

Since the management committee had not functioned for a number of months, the management responsibility had been carried by the project co-ordinator and the project consultant. The co-ordinator reported to the executive director of the F.S.I. and through him to the F.S.I. executive. The consultant reported to the Chief Adult Probation Officer. The major responsibility for project administration and implementation during the period after the committee ceased functioning rested with the F.S.I.. The responsibility for service delivery was carried out primarily by the D.S.S.. The question of who was responsible for program policy was not clear as the F.S.I. assumed this was their responsibility but day-to-day policy was generally established in the field by D.S.S. supervisors.

In general, the Indian P.O.'s were responsible for the performance of their duties to the project co-ordinator. On a day-to-day basis the P.O.'s reported for direction to the D.S.S. supervisors who make the decisions on their service role and who claimed to also have found themselves having to deal with administrative matters and problems because of difficulty experienced at various times in gaining access to the two senior project staff for decisions.

Meetings of project staff and D.S.S. supervisors continued on much the same basis as earlier in the project. Problems regarding the role of the P.O.'s was discussed at these meetings and various solutions considered. A staff training session to deal with some of the knowledge and skill needs of staff in the area of community development work was being planned to be held during the fall of 1976. Since most of the information gathered for the interim phase of the evaluation was completed by that time, the assessment of this workshop was not included in the interim report.

I) Project Modifications and Function Since Summer of 1976

During the course of the interim evaluation, the evaluator was informed that steps were being taken to modify the project agreement to bring it more into line with the actual project practice at that time. A new agreement had been drawn up and was signed late in 1976. This agreement included the change outlined earlier in this chapter.

The revised agreement delegates full responsibility for project implementation to the F.S.I.. The management committee was changed to an advisory committee. The final decisions on the makeup of the advisory committee were reached in early 1977. The first meeting of the advisory committee took place in March of 1977. The committee meets approximately every three months. All program and policy matters are submitted to the committee for their discussion and advice. This includes annual budgets, general staffing policy, etc.. The committee then makes recommendations to the F.S.I. and/or D.S.S. in these matters. Final decisions are taken by the respective organizations.

The present makeup of the advisory committee is as follows:

- a) F.S.I. representatives - Cliff Starr;
- Carole Sanderson.
- b) Provincial representatives - Terry Thompson;
- Lem Boyd (to early 1978)
- Len Soiseth (since March/78).
- c) Attorney-General's representative - Jeff Bugera.
- d) Solicitor-General's representative - Dennis Wiginton.
- e) Indian & Northern Affairs - Harvey Lammer and Keith Gavigan.

The two management staff are also involved in all advisory board meetings.

At the time of the interim evaluation, certain problems were noted with the management of the project by the project co-ordinator and consultant. The co-ordinator because of personal and health problems, had for some time prior to the evaluation been unable to fully perform his duties. Many of the duties were taken over by the project consultant who, as a staff member of D.S.S., did not have the authority to take all of the necessary decisions or to perform all required duties. The evaluator recommended that steps be taken to clarify this matter and to generally strengthen project management.

Shortly after the interim evaluation, the consultant became a full time staff member of the project. The project budget was adjusted to provide for this increased expenditure. In the fall of 1976 the consultant and co-ordinator switched roles for a time. This enabled the co-ordinator to clear up his personal problems and it gave the consultant the authority he required to carry out the co-ordinator's duties. After approximately six months, the two management staff again reverted to their previous positions. The difference, however, was that the consultant was now an F.S.I. staff member and functioned as a full time assistant to the co-ordinator rather than as a consultant.

By late 1977 the co-ordinator was experiencing further health and personal problems. When he required hospital treatment, the consultant again assumed the role of project co-ordinator. About April of 1978, the co-ordinator left the project permanently and was replaced by the consultant as co-ordinator. He is presently being aided by a full time assistant whose duties were altered to relieve him of his P.O. duties. He presently acts as full time assistant to the co-ordinator and in this role supervises the three P.O.'s working out of the Regina Probation Unit.

CHAPTER IV - FINDINGS RELATED TO PROJECT OBJECTIVES AND ASSUMPTIONSI Introduction

In this section of the report findings are presented related to the effectiveness of the project in meeting the basic purpose, objectives and assumptions made when the project was being developed. These findings are based on data gathered during both the interim and final evaluation and where possible data comparisons are made to illustrate the findings. In the case of some assumptions and objectives, conclusions drawn are subject to interpretation or qualification because of factors such as economic climate, trends in the volumes of offenses, etc.. For example, for the past 15 years there have been regular and persistent increases in crimes reported across Canada and in the Province. These are related to factors such as the proportion of the population between 16 and 25 years of age, rapid social change, better policing, etc.. These factors tend to be overriding and therefore any positive influence on the crime rate exerted by the project is counteracted by these factors.

The information for this section of the report was obtained from courts records, D.S.S. probation statistics, institutional records, monthly work statistics maintained by the workers, judges, police, management committee members, the P.O.'s and other persons involved in the criminal justice system. The personal interviews provide a good cross section of views which can be compared to each other and weighted accordingly when drawing conclusions regarding specific assumptions and objectives. In the case of statistical data, all data sources have some limitations. The monthly statistics which were kept by the workers have not been submitted on a regular basis by all workers. In a few cases there were inaccuracies noted. For example, the statistics showing the number of probationers at months end did not always co-incide with the number of probationers shown at the beginning of the following month.

The data base obtained from the D.S.S. computer print out presents some problems because the data gathering instruments were modified in 1976. Therefore not all of the data being gathered now can be compared to data previously gathered. As a result, certain information which is not comparable is omitted unless that information for the period can be used to make vital points. The data gathered from court records only covers a portion of the charges against Indian offenders dealt with by the ten judges in the area receiving service. The court records were too extensive to gather offence data on all judicial districts. Therefore, in the interim evaluation only five of the ten judges' court records were selected and information extracted from them. In the final evaluation, six of ten judges' court records were selected. This included the original five judicial circuits plus one additional circuit. This was done because two of the judges switched circuits during the period. Statistics are filed by judge and not by circuit and therefore to get comparable data, statistics from both circuits were gathered.

II Findings Related to Project Objectives

A) The Provision of Probation Services to Offenders on Reserves

All sources of information were in agreement that the situation as far as actual supervision of Indian probationers on reserves has improved during the project. The general consensus was that prior to the project, although probation was being used and in many cases was being used as frequently as at present, it was either given without supervision being a condition, or if it was a condition, very little supervision was ever provided. The reasons for limited supervision prior to the project were given as the large caseloads carried by regular probation officers, probationers were seldom required to report on a regular basis as requested by P.O.'s, and P.O.'s did not go to reserves on a regular basis. When they did visit reserves, they received little co-operation and could seldom locate the probationers. Reasons

for the latter problem were described as hostility and suspicion by local residents of the probation officers, communications problems, the mobility of probationers, and jurisdictional problems.

There were some exceptions to this general pattern. During the initial evaluation, police in three detachments and two judges were of the view that the former P.O.'s had done a good job. They had followed through better, and had better contacts and relations with the police, the courts and the communities than the Indian P.O.'s. In these cases the view was that service had deteriorated. These views, however, were the exceptions and were related more to the particular probation personnel than to the general quality of former services or of project services. During the final evaluation judges and police were unanimous in their views that the concept of having Indian P.O.'s to serve reserves was one which they supported because they believed it had the potential of providing an improved quality of probation and corrections service to reserves. However, they also stressed the importance of competent and mature probation staff as the key to whether or not the concept produced better probation services.

During the interim evaluation there were two cases where judges and three where police expressed dissatisfaction with the service being provided. In each instance the service was compared with that provided prior to the project. During the final evaluation two judges and two police expressed reservation about the quality of service being provided but the problem was in each instance identified as a personal problem and not a problem resulting from the Indian probation project concept. In two instances where the worker serves several courts and has contacts with several police detachments, the views expressed about the service being provided were not consistent. This was related to the fact that those staff were concentrating their time and efforts in one area and largely neglecting the other area. In the two remaining areas the service provided never became operational at a satisfactory level due to personnel changes and to the lack of performance of the staff.

Legal aid personnel and court workers were not interviewed during the interim evaluation for reasons identified earlier in the report. They were not able to make comparisons with the service provided prior to the project. There, however, was unanimous agreement with the intent and the concept of the project. All indicated good positive working relationships with project personnel. The director of one legal aid clinic agreed with the other people interviewed in the area that the quality of pre-sentence reports being provided to the courts left a good deal to be desired. The problem was identified as a personnel problem.

Some of the supervision problems identified as having existed prior to the project continued to carry over into the project according to a majority of the P.O.'s and according to several police detachments. Although local co-operation has improved, they claim problems continue to be experienced in setting up regular supervisory contacts with probationers and in locating probationers when visits are made to reserves.

Statistics provided show that the probation caseloads exclusive of the D.N.S. area for selected dates were as follows:

Table 1 - Probation Caseload Comparison

	<u>June 30/75</u>	<u>Nov. 1/76</u>	<u>Sept. 1/77</u>	<u>May 1/78</u>
Treaty Indians on Reserves on Probation	197	227	265	273

It must be noted that not all probationers on reserves are shown in the above statistics except for June, 1975. There are several reserves not served by the Indian P.O.'s and a few other Indian probationers resident on reserves are being supervised by regular probation officers. This results mainly from the mobility of some Indian people. We were not able to get an exact count of these additional probationers but we do know that the number exceeds 15 and may be as high as 25 to 30. This means that the above figures underestimate the actual increase in probationers resident on reserves and the 50 percent increase should be viewed as a minimum increase with the actual increase possibly as high as 60 percent.

There was a substantial increase in the on-reserve caseload between June, 1975 and November 1, 1976. During the next two years probation caseloads continued to increase. The overall increase in the number of probationers on reserves from the period just prior to the project to the latter stages of the project is in excess of 50 percent. The general probation caseloads increased by just under 50 percent during the same period according to statistics provided by D.S.S.. This indicates that reserve caseloads increased somewhat more rapidly than the general caseload.

The off-reserve Indian caseload for June, 1975 is not compared to off-reserve probation caseloads for the subsequent period since these statistics are not available. The Indian P.O.'s served only those probationers who had residence on reserves. Those Indian probationers with permanent residence off reserves are presently served by the regular probation staff and no separate statistics were maintained for this group of probationers.

The significant increase in the number of probationers would validate the assumption that, given a regular and consistent service to reserve residents and to the courts in reserve areas, probation is used more frequently as an option for reserve offenders. Since the increase is slightly higher than that for the general probation caseload, the gap between Indians and non-Indian probationers as a proportion of the probation caseload has decreased slightly. However, proportionately probation is still used much less frequently with Indian offenders than with non-Indian offenders, leaving room for further substantial increases in on-reserve probation caseloads.

B) The Nature of the Probation Population

The evaluation proposed to make both before and after comparisons of the general characteristics of the probation population and, as well, to make comparisons between the Indian probationers and non-Indian probationers to determine -

a) if any changes in general characteristics took place between 1975-76 and 1977-78; and

b) to determine the extent to which the characteristics of the Indian and white probationers are the same or different.

The first computer printout provided information on a total of approximately 4,500 probationers on whom intake sheets were submitted from April 1, 1975 to August 31, 1976. The second computer printout provided information on a total of approximately 4,400 probationers on whom intake sheets were submitted during the period April 1, 1977 to March 31, 1978. The breakdown into two categories is for natives and non-natives. There is no breakdown for on-reserve Indian probationers since such statistics were not provided by the computer printout. The average number of cases opened each month was 265 for the first period and 367 for the second period. The breakdown and comparisons for various characteristics of probationers is as shown in Table 2 below:

Table 2 - General Characteristics of Adult Probationers

Information Item	Indian Probationers		Non-Indian Probationers		All Probationers	
	Percentage		Percentage		Percentage	
	1975-76	1977-78	1975-76	1977-78	1975-76	1977-78
Male	80.5	81	87	88	85	85
Female	19.5	19	13	12	15	15
Single	75.0	71	77	73	76	72
Married	11.5	11	12	15	12	13
Other marital status	12.5	18	11	12	12	15
Grade 1-4	11.5	10	2	2	5.5	6
Grade 5-8	48.5	53	24	25	33	35
Grade 9-10	27.5	31	45	45	39	39
Grade 11+	11.5	6	29	28	22.5	20

The only significant differences between the Indian and non-Indian probationers are -

a) the proportion of females in the Indian population is 50 percent greater than the proportion of females in the non-Indian population;

b) there is a significant difference in the educational background of probationers. Whereas 63 percent of the Indian probationers have grade 8 or less, only 27 percent of the non-Indian

have grade 8 or less;

c) the proportion of married probationers in the non Indian population is significantly higher, and the proportion of other marital status in the Indian population is significantly higher. This group of Indian offenders is made up predominantly of what were classed as common law relationships. The characteristics of the probationers for the two periods under review are very similar. There are small differences in the proportion of single people, this group having decreased, and a small difference in the portion of offenders with a grade 8 or less. The former may be accounted for by an aging of the general population. However, the Indian population has not aged accordingly and therefore the decrease in grade achievement is probably related to the increased youth of Indian probationers. One would expect very young offenders to have a lower educational achievement.

C) The Services Provided to the Courts

The provision of direct service to the courts in the form of presentence reports is one of the major roles of the P.O.'s. As has already been mentioned, monthly reports which were to have been maintained by the P.O.'s on a routine basis were not submitted on a regular basis by all staff. Therefore, it was decided to use only those statistics which are submitted by P.O.'s to D.S.S. on a regular monthly basis. For various reasons these statistics also are not complete. They are not much more adequate than the other statistics Indian P.O.'s were asked to gather. In many cases they are too incomplete to indicate trends in the use of P.S.R.'s by judges and in the use of probation services in the various areas served by the project.

Tables 3, 4, 5, 6, 7 and 8 show those statistics which were submitted.

Table 3 - Presentence Reports by Month for Qu'Appelle Region

<u>Month</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
October		4	2	
November	5	2	3	
December	5	4	9	
January		3	4	5
February		2	9	6
March		1	5	2
April		1	3	6
May		2	6	6
June		4	6	2
July		3	4	7
August		1	7	-
September		3	3	

Table 4 - Presentence Reports by Month for Weyburn Region

<u>Month</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
October	5		3	
November	4		4	
December	1		5	
January		3	-	4
February		-	-	3
March		2	-	3
April		1	-	4
May		-	-	1
June		2	-	3
July		1	-	3
August		1	-	
September		1	-	

Table 5 - Presentence Reports by Month For Melfort Region

<u>Month</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
October	N/R	3	1	
November	N/R	2	-	
December	N/R	1	-	
January		N/R		-
February		N/R	1	2
March		N/R	1	2
April		-	-	-
May		N/R	2	3
JUne		4	4	2
July		-	-	1
August		-	2	
September		-	N/R	

Table 6 - Presentence Reports By Month for Prince Albert Region

<u>Month</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
October	N/R	1	5	
November	N/R	1	5	
December	N/R	N/R	5	
January		N/R	N/R	2
February		N/R	4	N/R
March		N/R	3	N/R
April		N/R	4	1
May		1	1	1
June		N/R	1	2
July		N/R	2	7
August		N/R	4	
September		2	2	

Table 7 - Presentence Reports by Month for Yorkton

<u>Month</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
October		5	3	
November	N/R	2	1	-
December		3	1	
January		N/R	2	5
February		N/R	-	2
March		-	1	2
April		-	1	3
May		1	1	4
June		4	4	-
July		3	2	-
August		6	N/R	
September		8	3	

Table 8 - Presentence Reports by Month For North Battleford Region

<u>Month</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
October	N/R	3	14	-
November	N/R	4	3	-
December	N/R	3	N/R	-
January	-	1	4	5
February	-	N/R	5	3
March	-	3	1	8
April	-	2	4	2
May	-	3	7	2
June	-	2	6	4
July	-	N/R	2	3
August	-	1	5	-
September	-	N/R	3	-

The statistics on P.S.R. are either fully or partially missing for a number of months. In addition, an examination of the statistics suggests the P.O.'s were not always accurate in recording their statistics. The statistics available show no P.S.R.'s for some months and as high as 28 for the month of October, 1977. It is not possible to draw any valid conclusions either as to the numbers of reports completed or the trends except that the 28 for October, 1977 is probably a total for that month.

Table 9 - Probation Caseload by Month and Year for Each Region

<u>Region</u>	<u>Jan.</u>	<u>Feb.</u>	<u>Mar.</u>	<u>Apr.</u>	<u>May</u>	<u>June</u>	<u>July</u>	<u>Aug.</u>	<u>Sept.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>
Qu'Appelle												
1975	-	-	-	-	-	-	-	-	N/R	N/R	14	22
1976	29	21	22	34	46	24	24	28	31	21	23	15
1977	44	78	52	57	63	59	63	62	61	62	60	66
1978	67	75	61	65	71	69	23	-	-	-	-	-
Prince Albert												
1975	-	-	-	-	-	-	-	-	N/R	20	N/R	30
1976	43	47	20	17	18	16	14	14	14	15	18	13
1977	30	78	65	62	36	51	32	36	39	64	43	43
1978	60	54	34	36	23	45	38	-	-	-	-	-
North Battleford												
1975	-	-	-	-	-	-	-	-	-	-	-	-
1976	23	22	22	24	N/R	24	28	35	N/R	31	33	22
1977	54	20	16	37	N/R	93	92	81	80	85	58	35
1978	82	82	81	72	67	75	45	-	-	-	-	-
Yorkton												
1975	-	-	-	-	-	-	-	-	-	N/R	N/R	N/R
1976	N/R	33	33	34	33	37	34	49	50	41	47	46
1977	41	35	32	36	31	31	31	N/R	41	37	36	32
1978	32	38	42	44	N/R	46	38	-	-	-	-	-
Weyburn												
1975	-	-	-	-	-	-	-	-	23	23	29	18
1976	18	13	13	13	13	11	10	11	11	13	16	15
1977	10	13	15	16	14	14	15	14	14	17	12	14
1978	16	13	14	16	12	10	9	-	-	-	-	-
Melfort												
1975	-	-	-	-	-	-	-	-	-	-	-	-
1976	N/R	20	N/R	8	N/R	14	13	13	13	16	19	21
1977	21	23	23	23	25	29	24	25	-	28	30	25
1978	22	20	20	20	28	32	32	-	-	-	-	-

The probation statistics shown in Table 9 are also too incomplete to enable any conclusions on total caseloads or caseload trends to be drawn from them.

To get the totals for selected months reported earlier in this report, the consultant had to do a special tabulation by getting these figures by telephone as they could not be tabulated from the monthly statistical forms submitted.

D) Community Oriented Services

The development of community oriented services designed to help communities with their correction problems and to work on preventive programs was one of the objectives of the project. As will be discussed in Chapter V, during the early phase of the project there were only several of the workers who did consistent community work. The statistics supplied by workers during this period indicated that all of the workers had some contact with community leaders, however, in several cases those contacts were minimal and irregular.

During the latter phase of the project, statistics were not required on the local community work. However, based on feedback from the P.O.'s and from community people, there has been more contact with community people during this phase. Some workers report attending meetings in the reserve communities they serve on a regular basis. Others reported that they helped organize community meetings and workshops on the criminal justice system. These meetings usually involved police personnel and judges and in some cases sizeable numbers of band members. A few workers report having done preventive work. This was work related to specific community services such as talks to children in the schools and the organizing of and participation in recreation programs. Several workers reported working on a community corrections project. However, with the exception of fine option programs, no other specific reserve based community corrections programs such as pre-release centers, etc. have been developed to date.

A number of workers reported working on residential treatment projects for the treatment of alcohol related problems. Several alcoholism treatment centers have been established on

reserves, during the project period as pilot projects with D.I.A.N.D. and Indian Health funding. However, in general such community resources are lacking. All workers indicate that they consult fairly regularly with community people regarding probation cases in which they are providing service or to get information for presentence reports which have been requested by the courts.

E) Other Activities of the Probation Officers

Under the heading of other activities, all workers reported attending regular staff meetings and staff training sessions. Most workers indicated some contact with police. These contacts varied from only several contacts over a period of months to other situations where workers appear to have contacts with the police regarding probationers, to seek information for P.S.R., or regarding other offenders, several times a week.

The strengthening of families was initially seen as another potential service to be provided by the project. There are many situations of family breakdown on reserves. The offspring of these families tend to be the ones most frequently involved in criminal activities. It was believed the P.O.'s, as part of their community work, could offer counselling and other appropriate support to such families. Monthly statistics give no indication of what work may have been done in this area. However, feedback received from workshops with the P.O. staff and from interviews with community people would indicate that only limited assistance or support is being offered or provided to families. This relates to a lack of time to devote to such services, and an agreement that such services were beyond the scope of the probation service. Workers also generally expressed the view that they were not comfortable with their ability to provide such service.

III Findings Related to Basic Assumptions

A number of basic assumptions were made about the probation services that were available to reserves before the project began. The evaluation was to attempt to verify these assumptions and determine if the project was helping overcome the barriers posed based on these assumptions. The assumptions and the findings were as follows:

A) Probation Services Were Not Uniformly Accessible to
People Resident on Indian Reserves

When requesting the probation project it was argued that probation services were not available to all reserves, and in a number of areas where they were available they were not available on a regular basis. This argument is generally confirmed by the feedback received from various sources including community people, the courts and police personnel.

Some of the reserves which are quite isolated rarely received probation services and offenders from these communities seldom were placed on probation. In the large majority of the reserves, however, the service was available but not always on a consistent basis. This reflected the fact that the major time of probation staff was concentrated on the urban areas and other readily accessible areas where the largest portion of the caseload was concentrated and which could therefore be serviced more directly from the probation offices without extensive and timely trips into isolated rural areas. Some reserves which are located close to urban centers were receiving both regular and consistent services. The probation supervisors also generally agree that there had been a problem in serving the more isolated reserves and that the project had helped to overcome this problem.

The police also had fairly extensive knowledge about areas being served. In some areas they agreed with the underlying assumption and in other areas they did not. During the initial evaluation some police expressed the view that services had been

more consistent and regular before the project was inaugurated. The majority, however, agreed that the service had not been accessible or uniformly accessible in many areas before the project began. During the final evaluation, there was unanimous agreement that the project had the potential to overcome this problem but in some areas it has not yet demonstrated that potential. A similar view was expressed by the judges interviewed. Community people, including some community leaders, seemed to have a limited knowledge of what probation service had been available before the project. At the final evaluation the majority were aware of project services and were generally satisfied with them. For example, over 80 percent of the community people interviewed were familiar with the project, and a similar percentage were of the view that the service being provided through the project was an improvement over services previously available.

B) There Were Problems in Communications

In those areas where services had been available there was agreement that the content of P.S.R.'s had been inadequate and that probation supervision was not effective or non-existent because of communication problems. There was agreement that in most cases non-Indian probation officers were not accepted on reserves. Therefore, they had difficulty gathering adequate information for P.S.R.'s, and they were not effective in helping Indian probationers because they seldom saw them and didn't understand the reserve community or the nature of the problems in those communities when contact did occur.

Probation supervisors were in agreement that communications problems had presented barriers to service before the project and that the project had made progress in overcoming these barriers. Judges also agreed with this proposition with the exception of one judge who did not believe that there had been a communications problem with Indian people in the area he served. It was his view that the Indian P.O. actually had more difficulty communicating with his people than did non-Indian P.O.'s.

During the interim evaluation the police were split in their opinions on this issue. About half of the detachments contacted agreed that there had been a communications problem and that the project was helping to overcome the communications barriers. The other half were equally definite that there had been no communications problem. Several police personnel were of the view that the Indian P.O. in their area had more difficulty communicating with his people than the non-Indian P.O., particularly with the people from his own reserve. At that time the views of police seemed to be influenced by whether they knew the P.O., had regular contact with him and a good working relationship with him. During the final evaluation, there was near unanimous agreement among police personnel that communications barriers had existed and that the project had helped overcome those barriers or had the potential to do so. In three areas where services of the project were considered unsatisfactory, there was however still agreement that an Indian P.O. could communicate more effectively with Indian people than a non-Indian P.O..

85% of 50 probationers interviewed during the final evaluation said they could communicate more effectively with the Indian P.O. and that he/she had been more helpful to them than non-Indian P.O.'s. 86 percent of the community people indicated that Indian P.O.'s were more effective in working with Indians and 64 percent that P.O.'s had been helpful to local people in becoming more acquainted with the criminal justice system. In the initial evaluation only a few people could express a view about whether the project had specifically helped to overcome communications barriers because they didn't know the P.O. or about the project. During the final evaluation, 81 percent of the people interviewed indicated they knew about the project and 79 percent indicated they actually knew the P.O. who served their community.

C) Inferior Standard of Probation Services

In general it was agreed that the actual standard of probation services provided to Indian offenders on reserves prior to the project was inferior to that provided to other probationers. All supervisors acknowledged that non native probation officers did very little follow up with Indian probationers on reserves because of problems in arranging reporting. The probationers seldom kept office appointments and P.O.'s had difficulty finding them when they visited the reserves. During the initial evaluation, judges also recognized this problem and several did acknowledge that it did affect their use of probation to some extent. During the final evaluation all judges interviewed agreed that probation was now considered a viable alternative for reserve Indians and was used if indicated. The police referred to probation on reserves as "a big joke". "It didn't mean anything." "It discredited the whole concept of probation." During the final evaluation the attitude to probation on reserves was much more positive. Follow up supervision was being provided, cases were being discussed with the police and probation was believed now viewed more seriously by Indian probationers. Even in those areas where service was considered unsatisfactory, the problem was identified as a personnel problem and not a problem with the concept of probation itself. The view was that if good personnel were employed an Indian probation service could accomplish the goals that had been set for it.

There also was agreement that some improvement in the quality of probation has resulted from the project. Of those probationers interviewed, 85 percent were of the view that they had been helped by their P.O.. Probation supervisors as a group had the most optimistic view of improvements in the quality of service. Judges, during both phases of the evaluation, expressed the view that they didn't have any information about the service provided to probationers since they had no feedback system. During the initial evaluation the police were split on whether the quality of probation supervision had improved. Approximately one-half believed that

substantial improvements had taken place and the other half expressed the view that the service had changed very little. During the final evaluation there was unanimous agreement that supervision had improved except in those three areas where the contact between P.O.'s and police had been limited. The probation officers themselves indicated that follow up with offenders on reserves was a problem in some areas at all stages of the project since they had difficulty finding some probationers when they visited reserves and in maintaining regular contacts with them.

D) The Use of Probation Service

The final assumption made was that if the barriers noted above could be overcome there would be an increased use of probation services. The statistics which are available indicate that there was an overall increase in the number of probationers on Indian reserves taking place, even before the project began. Statistics gathered by the management staff showed that the number of treaty Indians on probation had increased from 166 on June 30, 1973 to 340 on June 30, 1975. Of the 340, 104 were resident off reserve and 39 were in the D.N.S. area, leaving 197 probationers on the reserves being served by the project. On November 1, 1976 the number of probationers on the reserves served by the project had increased to 227. On September 1, 1977 the number of probationers served by the project was 265. By May 18, 1978 the number of probationers had increased to 282. This indicates that there was already a trend to increased use of probation for reserve Indians prior to the project. (The number more than doubled in a two-year period.) A further significant increase occurred during the early months of the project. After that for a period of almost two years the caseloads of probationers on reserves increased at a more moderate rate of approximately 20 percent over that period. Since then caseloads have increased only slightly.

Judges indicated that they had not changed their practices regarding the use of probation. However, in most areas judges did agree that since reserves were not served by probation

officers, they only made limited use of probation. They are now using probation on a regular basis in these areas. During the initial evaluation some of the judges indicated that it was their impression that the number of criminal offences coming before them from certain reserves was decreasing. This, they believed, would have some effect on the frequency with which they used probation. At the time this trend was verified by reductions in probation caseload in these areas. During the past year the number of offences has again been increasing, with exceptions in several communities. This increase is verified by the increasing probation caseloads and the substantially higher crime statistics reflected in the 1977 record of offences brought to court and in the numbers of convictions. Institutional sentences have also been increasing.

The probation statistics for the Province as a whole indicated that of 4,500 persons on probation between April 1, 1975 and August 31, 1976, 1,670 were Indian offenders, or 37 percent of the probationers. For the period April 1, 1977 to March 31, 1978 there were 4,367 probationers. There were 1,564 Indian probationers or 36 percent of the probationers. Of the total Indian probationers it is estimated that approximately 50 percent are status Indians. It is not known what portion of those live on reserves. There is no data to indicate how these figures relate to the breakdown between Indian and non-Indian offenders generally. However, institutional statistics indicate that approximately 60 percent of all inmates incarcerated in the Province are of Indian origin. From this one can conclude that, on a proportional basis, Indian offenders receive probation less frequently than non-Indian offenders. However, a number of other factors might affect this situation. Therefore, although more Indian people are now on probation, their numbers in relation to the total number of Indian offenders is still low. They make up 60 percent of the inmate population but only slightly over one-third of the probation caseloads.

IV Assumptions Regarding Impact of Probation

A) Introduction

A number of assumptions were made regarding what the impact of a good probation service with a community focus would be on crime rates, recidivism, etc. if the project was successful in overcoming assumed barriers and in achieving its objectives. To test these assumptions statistics on offences were gathered for 1974 and for 1977 and are compared. However, as indicated previously, the volume of statistics for the 10 judicial districts covered by the project was too great to enable us to gather crime statistics for all judicial areas. Therefore, the data was gathered for only five of the ten judges in the initial evaluation. For reasons explained earlier, statistics for a sixth judge were gathered for 1977. The method used to gather statistics over-estimates the use of institutional sentences as a proportion of all dispositions both for 1974 and 1977. Because of changes in sentencing practices, this bias in the use of institutional sentences is more evident in 1977 than in 1974. This bias will be demonstrated later in the report.

The judicial circuits covered were served by Judge Lee, Judge Parker, Judge Policha, Judge Goliath and Judge McLean during the year 1974. In 1977 they were served by Judge Lee, Judge Parker, Judge Policha, Judge Blais, Judge Seniuk and Judge MacKay. The judges in Meadow Lake and Yorkton changed during the year and Judge Goliath and Judge McLean continued to serve these circuits for only part of 1977. The circumstances in these areas which include the level of development of the reserves, the population trends, the degree of social disintegration, etc. vary greatly and ensure a good cross sectional sample of offence registered against Indian people in the Province.

During the initial evaluation statistical information was gathered on a total of approximately 1,650 individual Indian offenders. These statistics covered the five judicial districts previously identified, plus all persons outside the D.N.S. area committed to the provincial correctional institutions in 1974, plus all status Indians in the Province placed on probation in 1974. For 1977 the statistics covered all offenders for the six judicial

areas identified above, plus all offenders sentenced to provincial institutions and the provincial probationers. Data on education, work history, and occupation, had to be located at the community level for those persons not sentenced to institutions or put on probation. In using this data, we have only included those individuals for which the data was gathered. The other data was available from the court records and all of the offenders are included in the calculations made on these items. There was a substantial increase in the number of offenders on whom statistics were gathered for 1977 to 2,660. This reflects a general increase in the number of offenders plus the extra court circuit on which statistics were gathered. This circuit accounted for approximately 300 of the additional individuals.

B) Residence Data

Not all offenders came from reserves in that part of the Province covered by the probation project. A substantial number of offenders from the D.N.S. area were convicted in Meadow Lake and Prince Albert courts. Since these reserves are not included in the project, they are not reported in the statistics. For those reserves covered in the judicial districts where complete statistics were gathered, the number of offenders should be complete except for a few persons from these reserves who will have committed offences in those judicial districts on which statistics were not gathered, and where the disposition was other than probation or an institutional sentence.

The data gathered indicated that in 1974 and 1977 18 percent and 28 percent of the offenders lived off reserves with the remaining 82 percent and 72 percent having their residence on a reserve. Table 10, below, shows the numbers of offenders convicted on those reserves where complete statistics were gathered. Table 11, below, shows the numbers of offenders who received institutional sentences or probation for the reserves in the other judicial districts.

Table 10 indicates that on the basis of total statistics there was only a moderate increase in the number of offences of approximately 29 percent on those reserves on which total statistics have been gathered. On those reserves on which partial statistics were gathered, the increase was dramatic from 480 to 956 or double the number previously. As will be shown later in the report, most of this increase is accounted for by a substantial increase in the number of persons being sentenced to institutions plus a more modest increase in the probation caseloads. This does not necessarily reflect more offences on these reserves, but does indicate more offenders are being given institutional sentences. This will be explored in more detail later in the report.

C) Police and Judicial Data

Figure IV-1, page 60, shows the percentage of offences handled by each of the subdivisions in the areas where complete statistics are available. It will be noted that in 1974 and 1977 North Battleford and Meadow Lake account for 55 percent and 45 percent of all Indian offenders dealt with by R.C.M.P. subdivisions. Kamsack and Carlyle account for another 21 percent and 22 percent of the offenders dealt with. The other subdivisions dealt with the remaining 24 percent and 33 percent of the offenders.

Not all of the cases in the area surveyed were handled by the judges who normally serve the area. Other part time or temporary judges fill in on holidays, when there are overloads in the courts, or when a judge is ill. Figure IV-2, page 60, shows the proportion of offenders dealt with by each of the five (1974) and six (1977) judges surveyed. Fill-in judges are not included in the comparisons. In 1974 and 1977 respectively, 50 percent and 36 percent of all cases were handled by Judge Policha (and Blais 1977), with Judge Goliath (and Seniuk 1977) dealing with approximately 25 percent and 26 percent. The remaining 25 percent and 38 percent were dealt with by the other three judges. The proportion of cases dealt with in Melfort, Kamsack and Carlyle increased substantially from 1974 to 1977.

Table 10 - Reserve Communities for which Complete Statistics Gathered

<u>Reserve</u>	<u>No. of Offenders Convicted</u>	
	<u>1974</u>	<u>1977</u>
White Bear	127	162
Cote	110	184
Thunderchild	99	73
Keesekose	86	90
Onion Lake	83	88
Moosomin	76	33
Red Pheasant	75	73
Little Pine	74	108
Poundmaker	69	75
Loon Lake	64	38
Joseph Bighead	60	15
Mosquito	45	88
Waterhen	36	13
Key	34	34
Sweetgrass	26	74
Saulteaux	21	54
Kinistino	14	71
Meadow Lake	10	2
* James Smith	3	129
* Red Earth	1	12
* Shoal Lake	-	8
* Ministkiwan	-	33
* Lucky Man	-	2
Total	<u>1,130</u>	<u>1,459</u>

NOTE: Reserves marked with * either not visited or in survey area in 1974.

Table 11 - Number of Convicted Offenders for Other Reserves

<u>Reserve</u>	<u>No. of Offenders Convicted</u>	
	<u>1974</u>	<u>1977</u>
Sandy Lake	47	48
Muscowpetung	44	42
Cowessiss	40	37
Pasqua	39	42
John Smith	31	39
Gordon	28	38
Muskowekwan	22	43
Sakimay	22	34
Poorman	21	93
Muskeg	21	16
Wapeton	20	5
Ochap wace	20	25
Big River	21 ²	84 ²
Standing Buffalo	19	25
Beardys	18	19
Mistawasis	16	57
Kahkewistahaw	16	13
Nut Lake	15	79
Peepeekeesis	13	38
Piapot	8	41
Sturgeon Lake	8	51
Assiniboine	7	1
Little Black Bear	5	13
One Arrow	5	33
Chitek Lake	4	5
Fishing Lake	4	-
Okanese	2	5
Star Blanket	2	6
Maple Creek	Not shown	20
Moose Woods	2	-
Witchekan	-	13
Day Star	-	11
Total	480	956

Percentage

Figure IV-1 - Offenders Handled by Subdivision

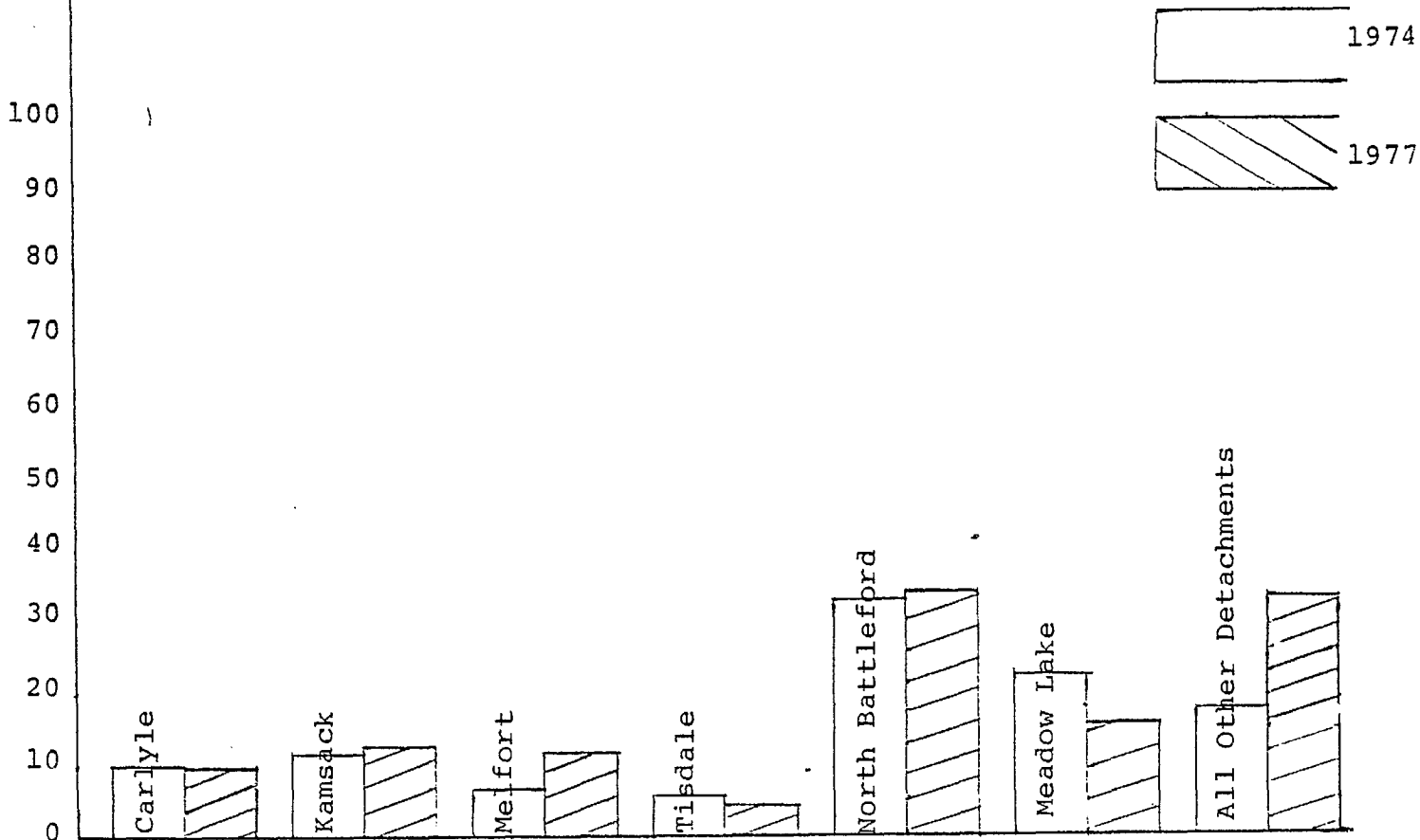
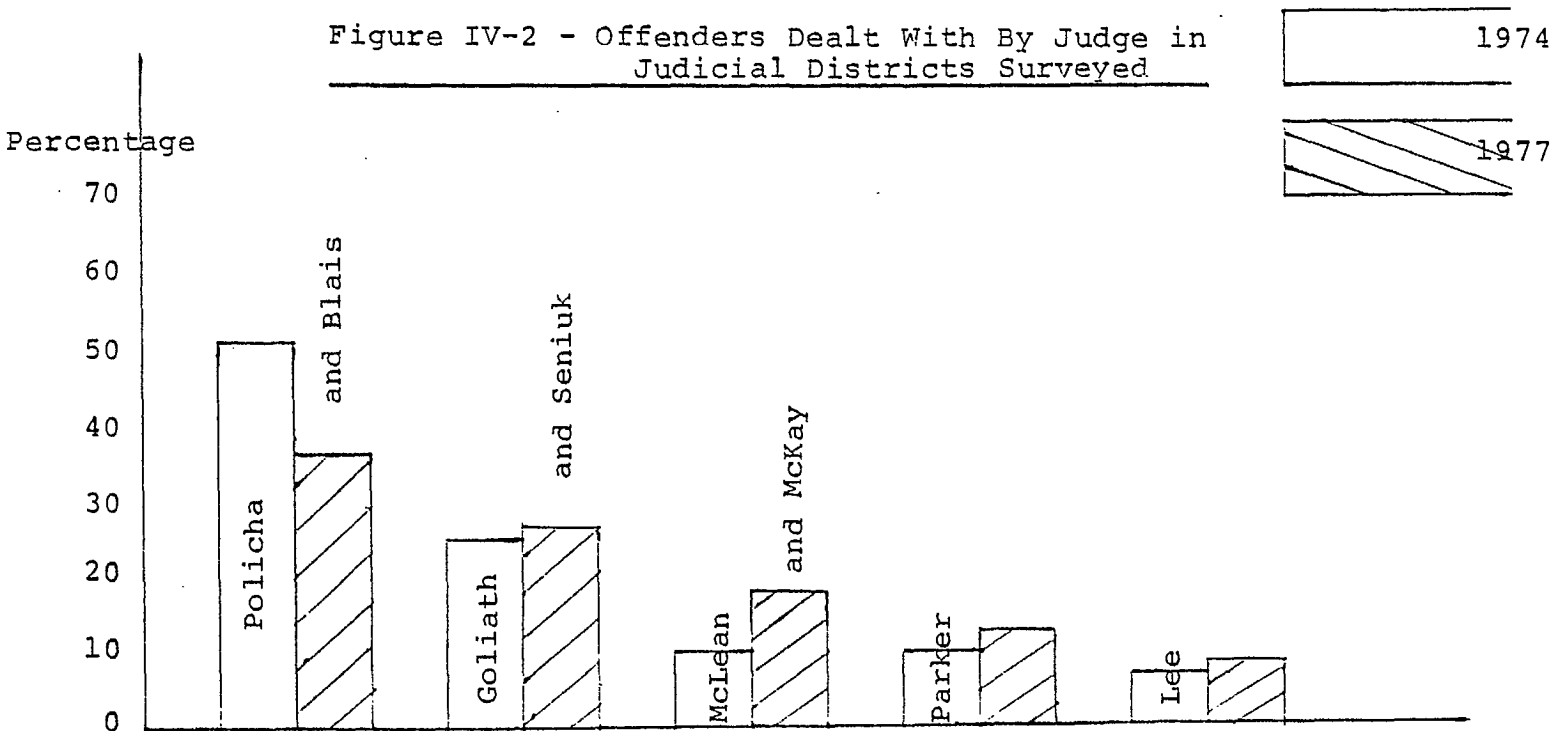


Figure IV-2 - Offenders Dealt With By Judge in Judicial Districts Surveyed

Percentage



D) Offence and Disposition Data

Figure IV-3, page 62, indicates that for 1974 and 1977, 58 percent and 55 percent of the convictions in the sample covered were Criminal Code convictions, 18 percent and 20 percent were Liquor Act convictions, 22 percent and 20 percent were Traffic Act violations, with the remaining 2 percent and 5 percent being other federal, provincial and local bylaw violations. It should not be assumed that this data shows the normal distribution of offences among Indians for the Province as a whole or for the area surveyed. Because of the way data was gathered (from correctional institutions and probation, as well as through the survey), the sample is biased toward institutional sentences and probation. It would also show a larger than normal percentage of Criminal Code convictions. In the case of Liquor Act and Traffic Act violations we have only those convictions for the courts surveyed. The variations between the two periods is marginal except in the case of Vehicle Act offences where the introduction of the voluntary ticket system would mean that fewer traffic offences are dealt with by courts. Although the total number of Criminal Code convictions have increased substantially, they have not increased as a percentage of total convictions. It can be assumed from these statistics that there is no trend to a change in the nature of offences among Indians. However, other factors can affect these statistics, such as whether police are deciding to lay less drunk charges or the use of the voluntary ticket system. A number of police subdivisions indicated that their practice in laying drunk charges has changed. One subdivision reported that they were laying only one-third as many drunk charges as they were two years earlier. Their practice now is more frequently to take drunks home or have a relative, friend, etc. take them home.

It is not known how this distribution of offences compares to a non-Indian sample, but the proportion of Criminal Code convictions to convictions for all other offences appears quite high. It would, of course, be reduced considerably if complete data had been gathered for all judicial districts served.

Figure IV-3 - Distribution of Convictions
By Types of Offences

Percentage

70
60
50
40
30
20
10
0

Liquor Act

Vehicles Act

Criminal Code

All Others

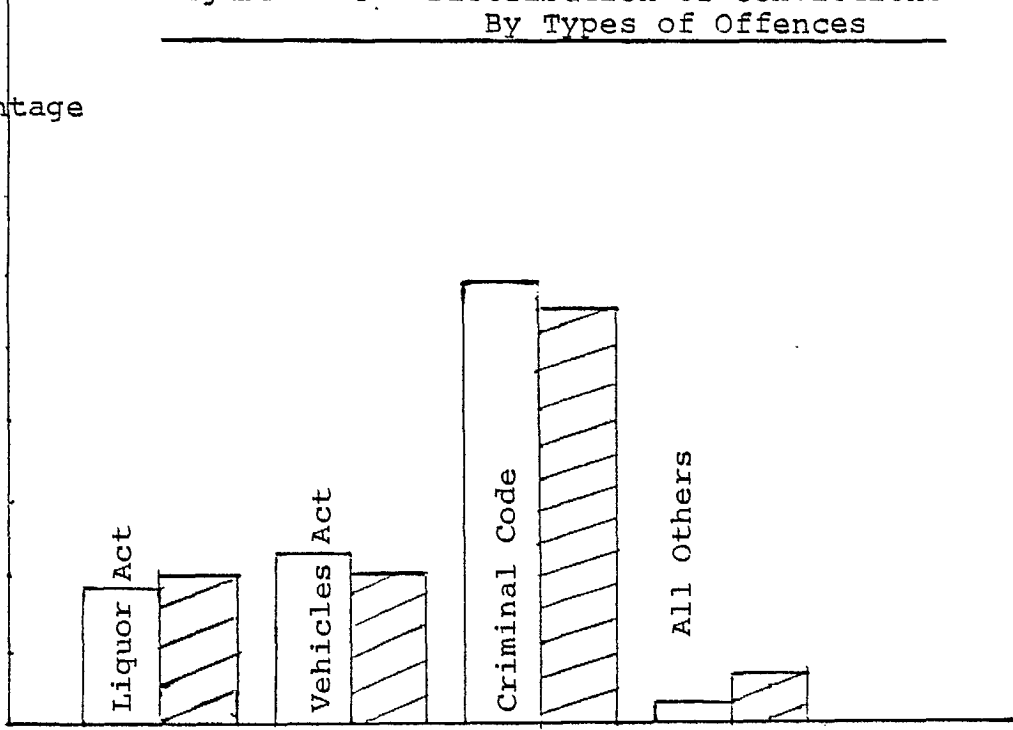
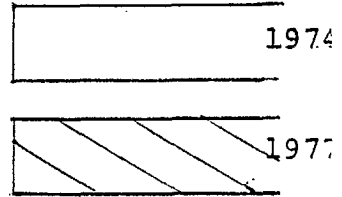


Figure IV-4 - Distribution of Criminal Code
Convictions

Percentage

70
60
50
40
30
20
10
0

Violence

Impaired Driving

Against Property

Other

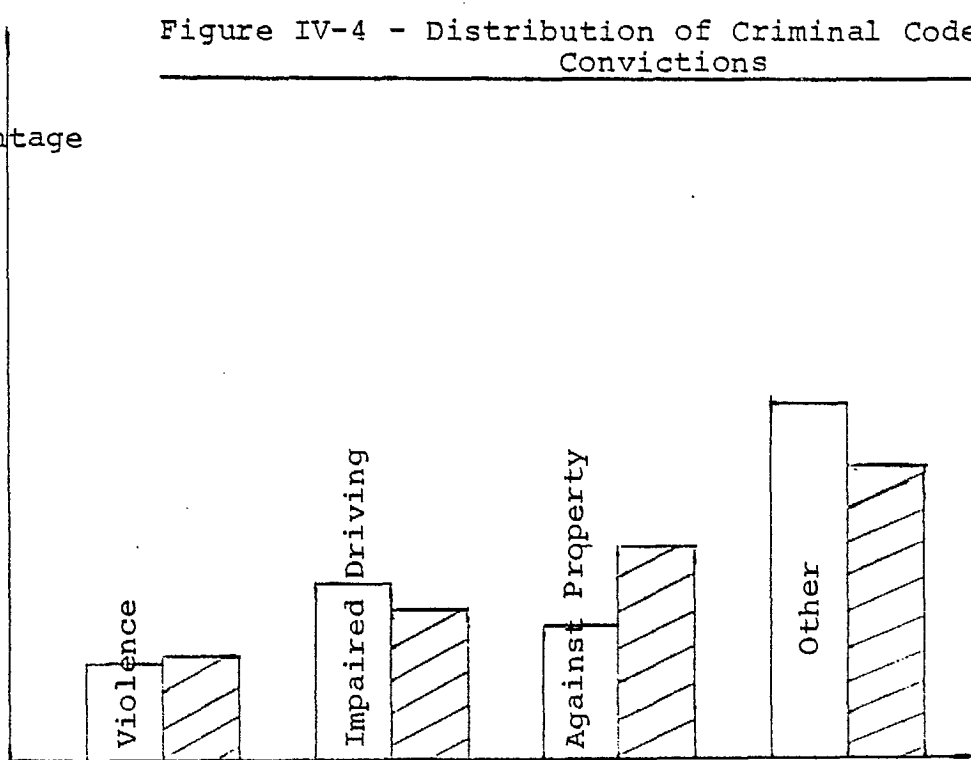
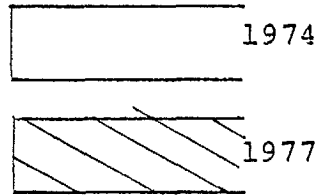


Figure IV-4, page 62, shows the distribution of the criminal offences. Crimes of violence for 1974 and 1977 make up 13 percent and 13 percent of the offences, impaired driving makes up 23 and 20 percent of the offences, offences against property make up 17 and 28 percent of the offences, with all other Criminal Code offences accounting for 47 and 39 percent of the offences. Again we do not have a non-Indian sample for the same area against which to make a comparison, however, crimes of violence make up a steady proportion of the offences. Impaired driving offences have decreased marginally as a percentage but not in total numbers. Crimes against property were abnormally low in 1974 since B & E convictions were mistakenly included in the other offence category. This accounts for most of the variations in the last two categories from 1974 to 1977.

E) Characteristics of Offenders

Figure IV-5, page 64, indicates that for 1974 and 1977 respectively 24 percent and 34 percent of the offenders were 21 years of age and under, 49 percent and 46 percent fell in the age category 22 to 35 years, and 27 percent and 20 percent were over 35 years of age. There is a definite shift to a more youthful person committing offences with both of the over 21 age categories decreasing as a portion of total offenders. This is likely accounted for by the very large proportion of under 16 in the Indian population. See Table 12, the demographic Distribution of Indian Population by Age, page 65. In three years a substantial proportion of this population has shifted to the 16 to 21 year age group thus accounting for the increased number of offenders in this age group.

Figure IV-6, page 64, indicates that in 1974 and 1977 respectively, 54.5 percent and 50 percent of the offenders were single unattached men, 37.5 percent and 32 percent were part of a family unit, and 8 percent and 8 percent were from broken families.

Figure IV-5 - Age Distribution of Indian Offenders

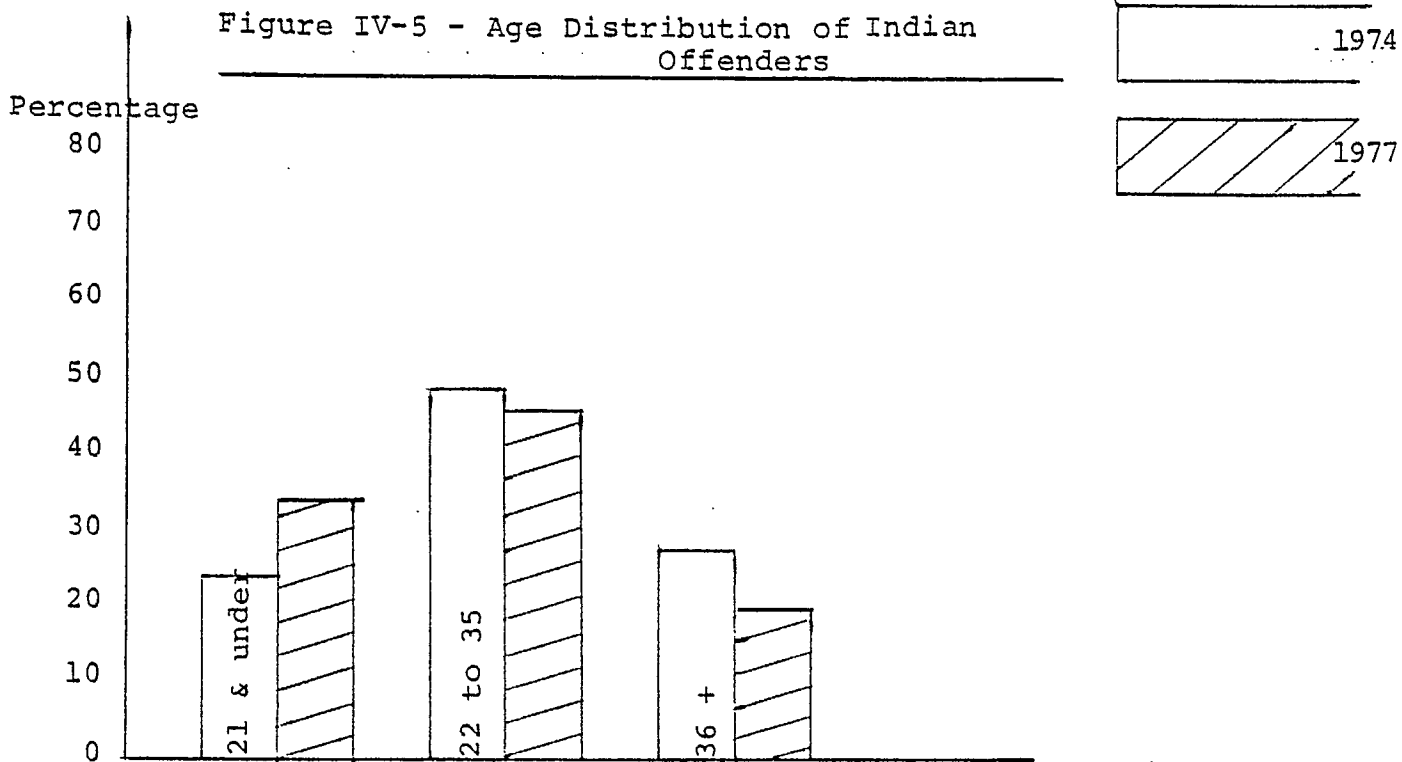


Figure IV-6 - Marital Status of Indian Offenders

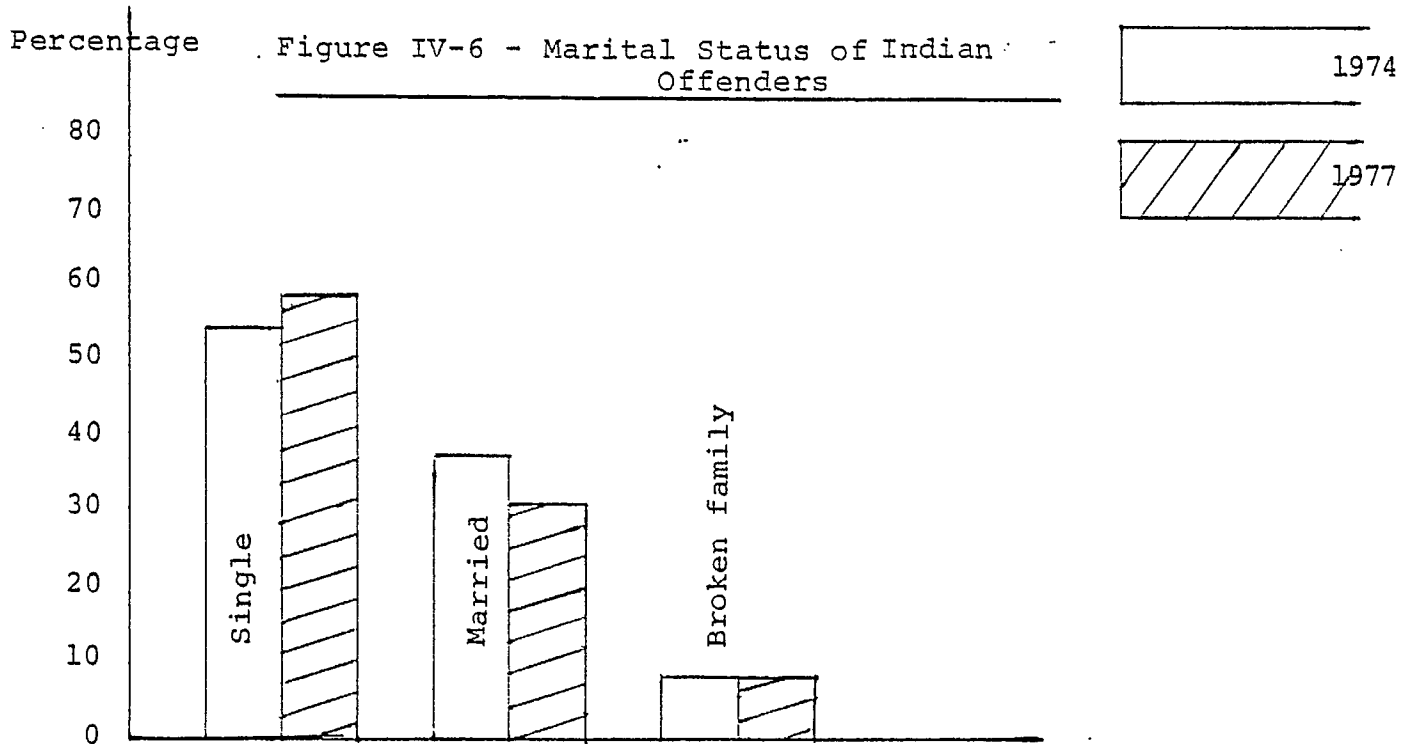
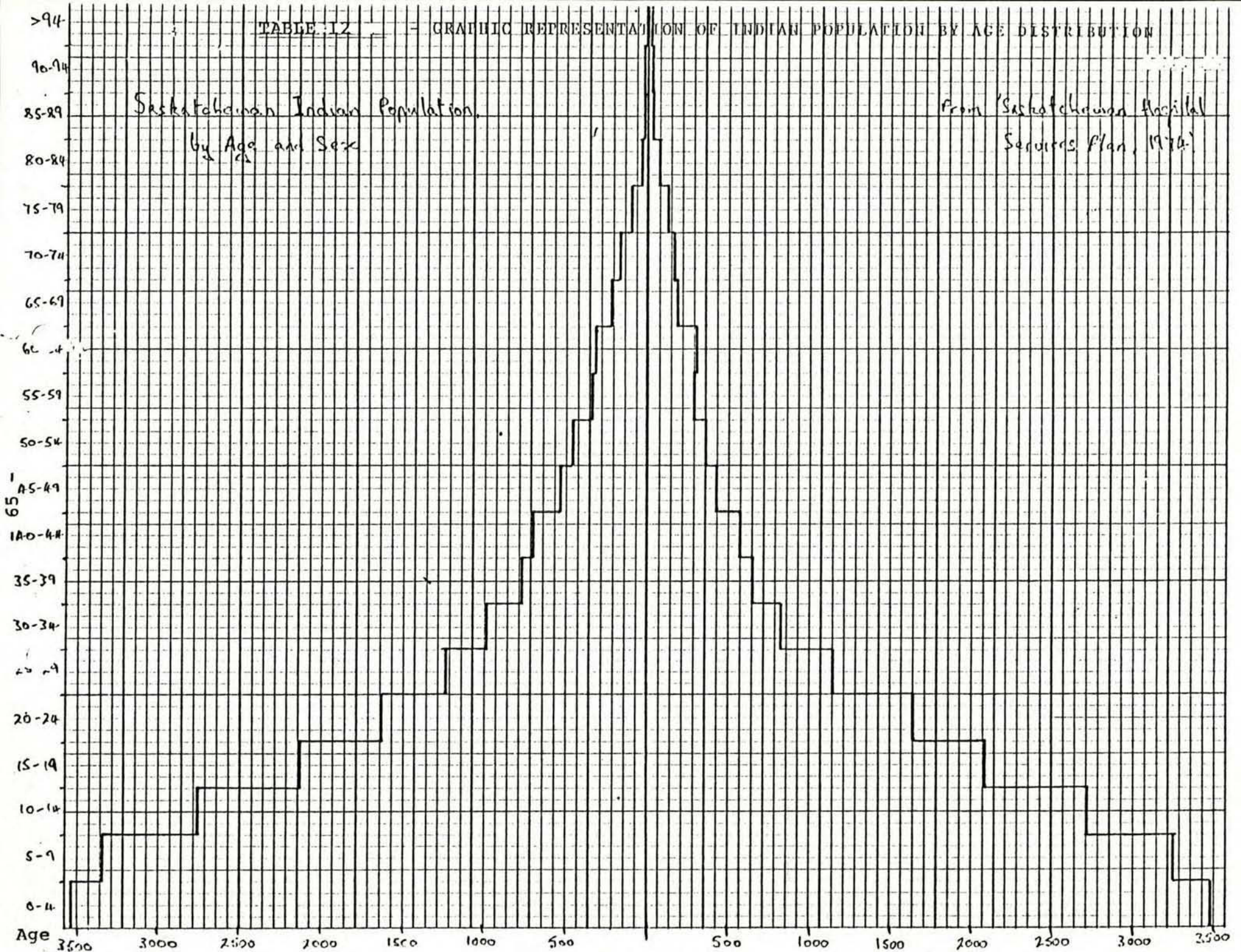


TABLE 12

GRAPHIC REPRESENTATION OF INDIAN POPULATION BY AGE DISTRIBUTION

Saskatchewan Indian Population
by Age and Sex

From 'Saskatchewan Hospital
Services Plan, 1970'

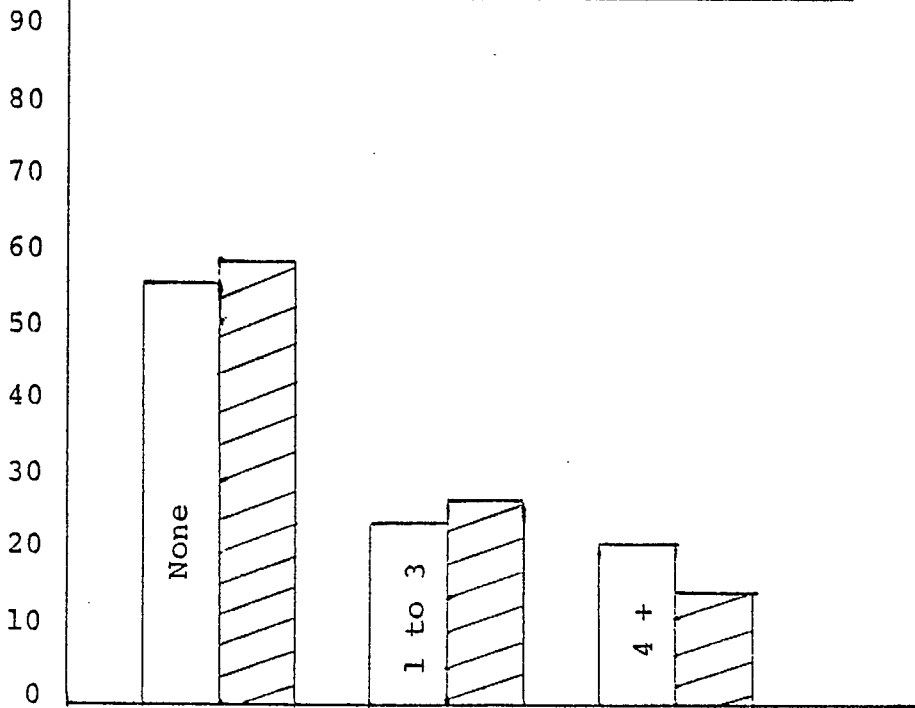


Age 3500 3000 2500 2000 1500 1000 500 500 1000 1500 2000 2500 3000 3500

This again shows the increase in the number of youthful offenders. This fact is confirmed by discussions with police and judges. Figure IV-7, page 67, shows that for 1974 and 1977 respectively 56 percent and 59 percent of the offenders had no dependents, 23.5 percent and 26 percent had three or less dependents, and 20.5 percent and 15 percent had more than four dependents, again confirming the more youthful population. Figure IV-8, page 67, shows the educational attainment of convicted offenders for 1974 and 1977 respectively was less than Grade V in 15.5 percent and 11 percent of cases, Grade V to VIII in 55 percent and 53 percent, Grade IX to XII in 28 percent and 36 percent, and higher education in 1.5 percent and .05percent. The proportion of Indian offenders whose education was Grade VIII or less dropped from approximately 70 percent in 1974 to 64 percent in 1977. This would indicate that there is some improvement in the educational level attained by the younger Indian people who now make up a larger portion of the population. However, the educational attainment for Indian offenders as shown by the probation statistics is still significantly lower than for non Indian offenders and reflects the gap between the educational attainment of Indians generally and the general population.

Figure IV-9, page 68, indicates that for 1974 and 1977 70 percent of all offenders were unskilled, another 20.5 percent and 16 percent were housewives, students and others (this group also likely has few job market related skills), and 9.5 percent and 14 percent could be classified as having job related skills. There has been no change in the proportion of unskilled labourers among Indian people committing offences. A decrease in the number of housewives and students has taken place with a corresponding increase in the proportion of offenders having some form of job skills. In the case of work history, Figure IV-10, page 68, indicates that for 1974 and 1977 respectively only 19.5 percent and 21 percent of the offenders had a regular employment history, another 36 percent and 19 percent had a seasonal or casual employment

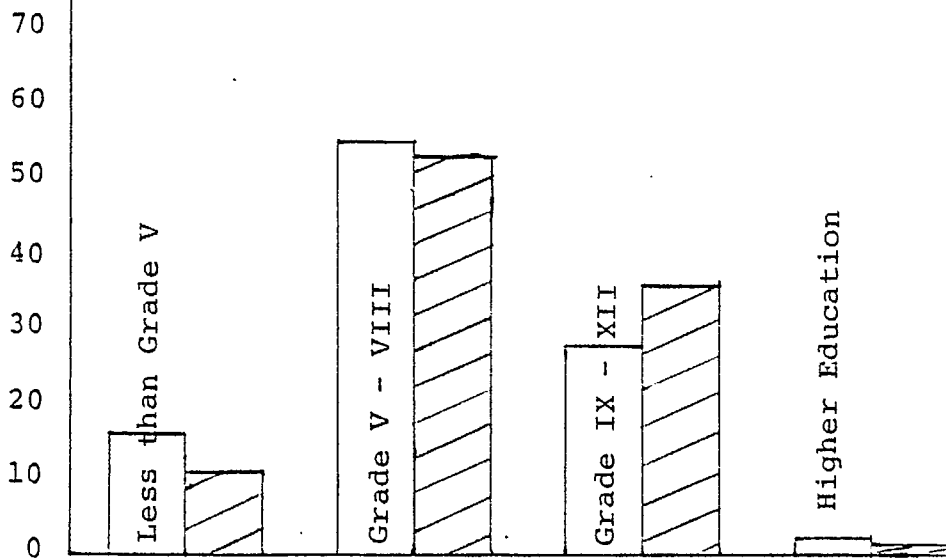
Figure IV-7 - Number of Dependents of Indian Offenders



1974

1977

Figure IV-8 - Educational Attainment of Indian Offenders

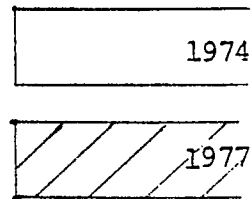
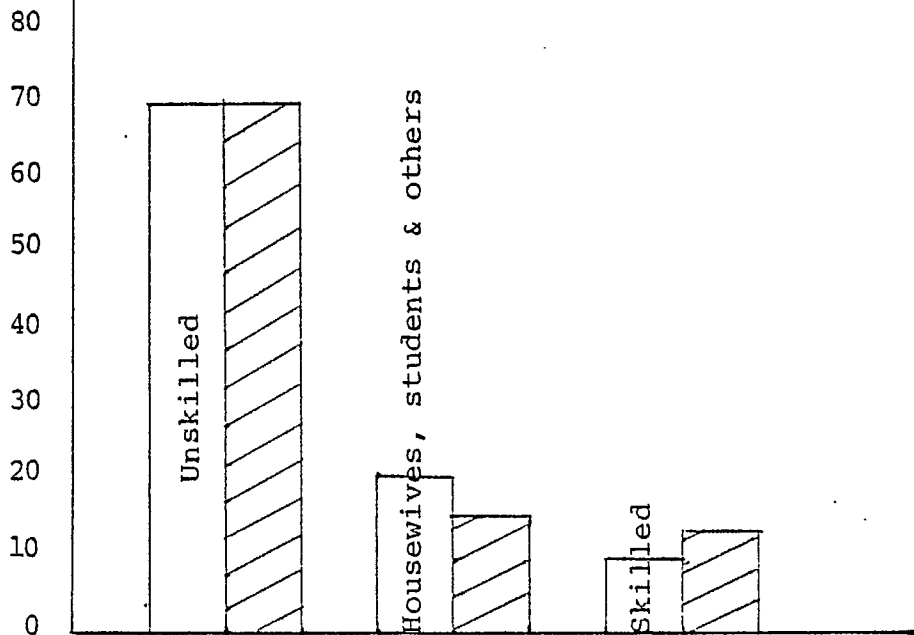


1974

1977

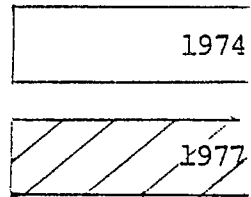
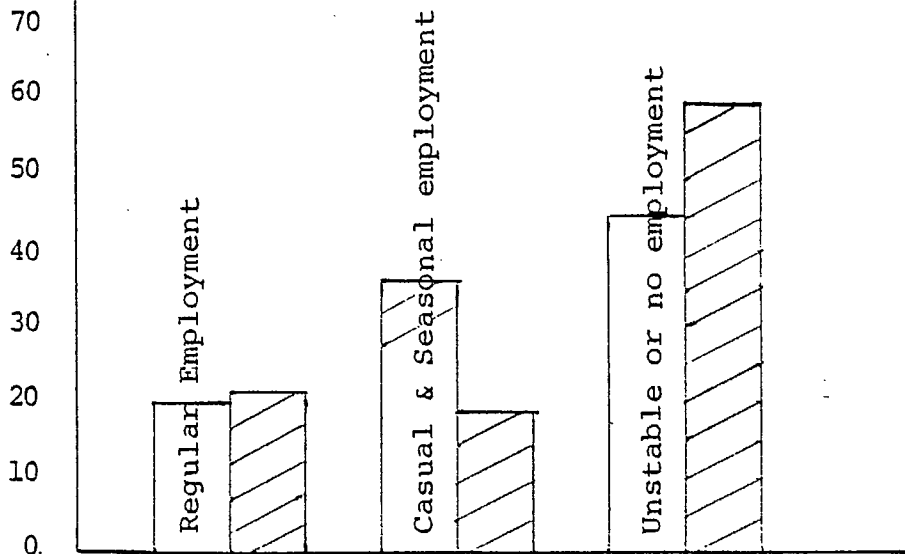
Percentage

FIGURE IV-9 - Work Skills of Convicted Offenders



Percentage

Figure IV-10 - Employment History of Convicted Offenders



history, and the remaining 44.5 percent and 60 percent had a very unstable or no work history. There has been no significant change in the number of offenders holding steady employment. The statistics show a marked drop in the number of persons having short term employment histories and a corresponding increase in the number having no work history. This could be accounted for by two factors. The first is the significant increase in the proportion of young offenders who would likely have no work history. The second factor is the significant increase in the number of offenders sentenced to institutions in 1977 statistics. Institutionalized offenders are more likely to be categorized as having no work history than those offenders who remain in the community.

F) Other Statistical Observations

The disposition of charges brought against offenders, with adjustments to estimate the probable total number of offences for the two years if all statistics had been gathered, was as follows:

Table 13

	<u>1974</u>	<u>1977</u>
Institutional sentence	36 (27)	62 (51)
Fines	40 (57)	23 (38)
Some form of probation	6 (4)	3 (2)
All other dispositions	18 (12)	12 (9)

The total number of offences recorded against the offenders in the sample increased by 48 percent whereas the number of offenders increased by 38 percent. This indicates more charges registered against offenders on an average in 1977 than in 1974. Even when adjusting statistics to remove the bias, there has been a significant increase in the use of institutional sentences as a way of disposing of charges. There may be several factors accounting for this. First, since the initial evaluation the use of the voluntary ticket system of dealing with many traffic offences and Liquor Act offences was introduced. This would substantially reduce

the number of such offences being dealt with by court. Since fines are commonly used to dispose of these charges, the proportion of fines will be expected to drop dramatically, and the use of institutional sentences as a proportion of dispositions would increase. Second, many offenders who repeated and who may have received fines in 1974 may have been sentenced on subsequent appearances. Finally, the increasingly negative public attitude to offenders may be reflected to some extent in the sentencing practices of judges.

One final observation relates to the proportion of cases in 1974 and 1977 handled by judges in the areas surveyed as compared to the total cases on which statistics were gathered. In 1974 the five judges for whom complete statistics were gathered accounted for 72 percent of all charges disposed of against Indian offenders. In 1977 the six judges surveyed accounted for 51 percent of all charges disposed of against Indian offenders. This in part again reflects the factors outlined above. Although we did not keep statistics separate for the urban areas of Regina and Saskatoon in 1974, we did for 1977. It is of note that in 1977 courts in Regina and Saskatoon accounted for 20 percent of all dispositions as compared to 1974 when all other courts including Regina and Saskatoon accounted for only 28 percent of the charges disposed of. In 1977 courts other than those in Regina and Saskatoon or those in the survey areas accounted for 29 percent of all dispositions. This suggests a shift of Indian population or a shift of Indian offenders from reserves to urban areas, or it may mean that police or offenders for some reason are transferring cases to urban courts for disposition.

CHAPTER V -- FINDINGS RELATED TO OTHER FACTORS HAVING AN EFFECT ON
THE PROJECT

I The Management Structure of the Project

A) The Management Committee

As indicated in Chapter III, in the original agreement it was indicated that the Management Committee was to be responsible for the overall management and supervision of the project. This included responsibility for budgeting, the selection, hiring, and general direction of the staff, the development of policy and program, etc.. The Federation of Saskatchewan Indians was to be responsible for providing administrative support services to the project. The management committee had two voting delegates from D.S.S. and two from the F.S.I. and observers from the Ministry, the A.G.'s Department, and D.I.A.N.D..

The management committee never adopted any guidelines for its own operation including such matters as the selection of a chairman, setting dates and frequency of meetings, etc.. This fact was noted by the committee and a system of rotating chairmen was agreed to. However, no other guidelines were established, nor did the committee establish any system by which it could monitor the project to enable it to fulfill its management responsibility. Meetings, therefore, were called by the co-ordinator in consultation with the F.S.I. executive director. The project consultant and the project co-ordinator played a key role in the conduct of meetings.

Based on minutes and the account of participants, the management committee nevertheless did function effectively during the early development phase of the project. It was involved in establishing job descriptions, in staff recruitment and selection, and in hiring decisions. It also gave direction to the management staff regarding their role during this period, including directions

to gather material and information on which a decision could be made as to which reserve communities the project should serve. The committee also made the decision that the project should have a significant focus on community work and on the development of alternative methods of dealing with the offenders from Indian communities. They were also involved in decisions about training, about the project evaluation, and in other similar management functions.

Once the project had hired a number of staff, it was faced with a number of new decisions of an administrative nature. These included questions of personnel policy such as travel allowances, vacation allowances, etc.. It was around these issues that disputes arose and that the committee began to encounter difficulty in functioning.

B) The Disagreements in the Management Committee

The above issues brought into the open the fact that there were significant differences in how the D.S.S. and the F.S.I. delegates on the committee interpreted the meaning of what was included under administrative responsibility. The F.S.I. insisted that since the employees were on the F.S.I. payroll, they should be subject to all F.S.I. personnel and administrative policies and practices.

Misunderstandings developed over these issues developed to the point where these disagreements interfered with the ability of the committee to carry out its other responsibilities outlined in the agreement. In addition, some committee members stopped attending meetings and it became impossible to conduct committee business. The last attempt made by the project and F.S.I. staff to hold a committee meeting took place in February of 1976. When there was no quorum for this meeting, no further meetings were held until the committee was restructured as an advisory committee approximately one year later.

C) The Personnel Policies

The key points of contention were matters such as annual leave, holidays to be observed, reimbursement for travel, etc.. The F.S.I. employees received four weeks annual leave compared to three weeks for D.S.S. employees. They also received additional holidays since the F.S.I. observed all holidays observed by the Federal Government which at the time included holidays not observed by the Province. There was also a differential in mileage rates as the F.S.I. had adopted a flat mileage rate, whereas the Province used a decreasing mileage rate for mileage in excess of 10,000 miles. Whereas the F.S.I. insisted that since the staff were their employees that their policies must apply, the D.S.S. representatives insisted that since staff worked from their regional offices, the Provincial Government policy should apply. Not to do so, they argued, would create serious internal staff problems within D.S.S. offices.

D) Attempts at Resolving the Misunderstandings

The D.S.S. representatives and the F.S.I. representatives on the management committee each attempted to deal with the problem in a different and opposing way. The D.S.S. proposed several alternatives to Treasury Board. One alternative was designed to bring probation staff under Provincial government authority. One alternative which was adopted by Treasury Board provided for probation officers to become temporary staff of the D.S.S. for the duration of the project. Although the Cabinet concurred with this proposal, it was never acted on by the political level of the D.S.S..

While D.S.S. staff were appealing to Treasury Board, senior F.S.I. personnel made a direct appeal to the Minister of D.S.S. to support their interpretation of the agreement as it applied to the role of the F.S.I. in the administration of the project. The Minister decided to support the F.S.I. interpretation rather than to attempt to move the project in the direction recommended by Treasury Board and approved by Cabinet.

Since the management committee did not meet following that decision the project functioned primarily as if it were under the complete jurisdiction of the F.S.I. with most of the functions assigned to the management committee assumed by the F.S.I. and the management staff. However, this somewhat oversimplifies what actually happened in practice since the project consultant, who played a rather major role in project management, was an employee of the D.S.S. and since the probation staff were physically located in D.S.S. offices and under the direction and supervision of D.S.S. supervisors. This did give the D.S.S. considerable influence particularly at the level of service implementation.

As indicated in Chapter III, during the late winter and early spring of 1976, there were discussions about the possibility of a new agreement being entered into which would reflect the actual operation of the project at that time and which would introduce more flexibility into financial management as well as clear up several other problem areas. The F.S.I. took the initiative to design this new agreement and after several exchanges with the Minister and senior D.S.S. officials, a final version had been agreed to and signed by the respective parties by August 31, 1976. That agreement also made provision for an advisory committee. This committee was to be made up of representatives of the F.S.I., D.S.S., the Ministry, the Attorney General's Department and D.I.A.N.D.. There was some change in personnel from the previous committee. At the time of the final evaluation, the committee members were as follows:

- a) F.S.I. - Cliff Starr and Carole Sanderson;
- b) D.S.S. - Terry Thompson and Len Soiseth;
- c) A.G. Dept. Jeff Bugera;
- d) Solicitor General Dept. - Dennis Wiginton;
- e) D.I.A.N.D. - Harvey Lammer.

E) The Impact of the Management Problems on the Project

At the time of the initial evaluation, the impact of the problems in the management committee were seen by the P.O.'s and the probation supervisors as having been minimal at the field level. The P.O.'s had only a vague awareness of the conflict and were of the view that it had had a very limited effect on their functioning as P.O.'s in the field. A few felt that it had had some slight effect on their relationships with other D.S.S. staff. All of them, however, agreed that their role as P.O.'s and community workers had never been satisfactorily clarified. They saw this lack of direction as related to the management problems. The understanding of the P.O.'s hired at the start of the project was that they were being employed to carry out normal probation functions. The idea that their work would have a community focus was presented to them but never in a clear way. Although most staff had no objection to the idea, they were of the view that management staff had never clarified what was meant by community work, what they were supposed to do at the community level, or how they were to do it.

Supervisors were more divided on the effect of the management problems. A few felt this conflict had little impact on what happened in terms of service delivery in their area. They proceeded as they understood the role of the P.O. and no one had questioned their approach. Several supervisors were concerned about the lack of policy and program direction and the inability of management staff to deal with their concerns about what it was that the Indian P.O.'s were supposed to be doing. They also were of the view that the problems affected the morale of both themselves and the staff they were supervising.

One matter on which both the P.O.'s and the supervisors agreed was that the conflict over personnel policies was a tempest in a tea pot. In actual practice the fact that D.S.S. staff and the Indian P.O.'s operating out of the same offices operated under

different personnel policies, created very few problems and had minimal effect on staff relationships. Where D.S.S. staff did have questions about these differences, explanations of the reasons for these differences were accepted as valid and did not lead to any agitation by D.S.S. staff for similar treatment.

The most noticeable effect of the problems in the management committee was on the management staff, as they had to assume much of the decision-making role in consultation with the F.S.I. executive director. Although the probation co-ordinator received his direction from the executive director of the F.S.I. and the project consultant received his direction from the chief probation officer, these two people worked well together. They were able to resolve any day-to-day differences in operational problems. However, at that time neither was able to give much direction regarding the community focus of the project since neither had any experience in community corrections and both worked from a theoretical knowledge base in this area. Therefore, it is generally agreed the project tended to become oriented in the direction of traditional probation services.

F) The Functioning of the Advisory Committee

As indicated above, the agreement was changed to change the role of the committee from that of a management committee to that of an advisory committee. Although the agreement was altered by August 31, 1976, there was a considerable delay in the appointment of the committee members and it did not begin to meet until March of 1977. At the time of completion of the final evaluation, it had been in operation for approximately one and one-half years. The committee was called together approximately every three months. All committee members agreed that the committee had functioned much more smoothly in an advisory role than in a management role. There was a difference of opinion between some of the D.S.S. representatives and the F.S.I. and other representatives as to whether the input of the committee

to the project had been meaningful. One of the other committee members had only attended several meetings and was of the view that he had had no meaningful input for that reason.

In terms of actual operation all matters which had been previously brought to the management committee were also brought to the advisory committee with the exception of hiring decisions, which were made by the management staff. The committee received regular program reports, was involved in policy discussions, and was consulted on such matters as staff training, the implementation of recommendations of the interim evaluation, etc.. The committee gave advice and made recommendations on desirable courses of action to the F.S.I. or, in some cases, the D.S.S. It was agreed that in most instances advice was followed.

The concern of staff over what their role as P.O.'s was became somewhat clearer when the advisory committee acted to revise the project objectives, as outlined in Chapter II. This de-emphasized the idea of the P.O.'s having a community development role and re-emphasized the importance of concentrating on the development and delivery of a good quality of probation services. Community work was defined in terms of interpreting the project and the criminal justice system to band councils and band members, speaking about law and corrections to school children and supporting local activities such as recreation programs and alcohol treatment programs. The extent to which a worker would concentrate in these areas was left flexible depending on caseload size, the workers interests and previous experience, the needs of a community, their acceptance in the community, etc.. Some P.O.'s concentrated their time on providing only a probation service. Others did more work with communities. P.O.'s felt comfortable with this arrangement and there is now little complaint about lack of clarification in the P.O.'s role.

G) The Staff Management Arrangements

It will be recalled that the original agreement provided for a project co-ordinator and a consultant. The project co-ordinator was to have the major responsibility for the supervision and direction of the project and for day to day decisions. The consultant was to be available to advise and assist the co-ordinator. In actual practice, the two staff tended to function more as co-managers, with both carrying responsibility for the above functions. At times the consultant played a more dominant role in the management process than the project co-ordinator.

This development was in part based on the fact that the two persons involved worked well together and were able to share management responsibilities in this way without encountering any conflict in their relationship. In addition, the project co-ordinator experienced a number of personal problems during the project. These tended to distract his attention from the project and at times occupied his time so that he was not available to carry out his duties. This thrust the project consultant into functioning in the role of project co-ordinator at various times.

It was the evaluator's view at the time of the initial evaluation that this arrangement worked well in some respects. However, there were some complaints about the role of the management staff from field staff, and particularly from the probation supervisors. Complaints centered around lack of direction to the project in terms of program and policies. Several supervisors indicated that they experienced staff problems which they had difficulty resolving because of the fact that their own authority to deal with staff was limited and they could not get answers or direction from management staff. Supervisors claimed problems experienced related to the fact that management staff were often not accessible when needed. To this problem was added the lack of direction in terms of the community focus of the project, already referred to

above. There was also concern that management staff visited the regional offices very infrequently. As a result, both P.O.'s and supervisors felt there was a communication gap between themselves and the project administration.

The extent to which these problems affected the actual delivery of service varied from area to area, with some supervisors feeling comfortable in proceeding on the basis of the traditional probation role and others concerned that community work should be done, but not entirely certain how they should proceed.

As noted previously, after the initial evaluation the project consultant was added as a regular F.S.I. staff person to the project budget, rather than being a seconded D.S.S. employee. He and the co-ordinator switched roles for a time and then reverted to their previous positions. The relationship between the two management staff continued on a positive note as previously indicated. The problems noted by P.O.'s and supervisors continued to persist until the spring of 1978. As explained previously, the co-ordinator left the project at that time and the consultant became acting co-ordinator. A full-time assistant has been appointed since that time. The degree of contact between the management staff and the field staff has increased since that time.

Although problems at the level of management staff noted in the initial evaluation persisted throughout the project, this was seen as less of a problem by the P.O. staff and the probation supervisors at the time of the final evaluation. Once people had gained experience in their roles and when there was a clearer indication of what the relationship should be to reserve communities, the persons responsible for the implementation of the service at the field level were able to proceed without feeling uncertain about the expectations of project management. Some administrative problems continued to exist. These will be commented on later in this section of the report.

H) The Supervisory Arrangements

All supervisory staff for the project during the initial period were the regular probation supervisors from the regional offices in which Indian P.O.'s are located. This arrangement continued in all regions except the Regina region where a probation unit was established in offices away from the regional offices. This development took place shortly after the initial evaluation when the responsibility for probation services was taken over directly by Corrections Branch and the service ceased to be part of the array of services for which the D.S.S. regional offices were directly responsible. For a short period following this change, the Indian P.O.'s in Regina continued to be supervised by the supervisor from the Qu'Appelle Region. At the beginning of 1977 it was decided to transfer the Weyburn Indian P.O. to the Regina Probation Unit and as well give him responsibility for the supervision of the three other Indian P.O.'s working out of that office.

At the time of the initial evaluation, several supervisors expressed concern over what they interpreted as their lack of authority over the Indian P.O.'s under their supervision and their inability to deal with staff problems such as unacceptable job performance and administrative problems. However, these concerns were not raised as serious problems and everyone directly connected with the management of the project was in agreement that in most respects this arrangement which involved dual authority over the Indian P.O.'s worked well. It made the facilities, referral system, and the accumulated experience and knowledge of D.S.S. available to the Indian P.O.'s. It has also provided a setting where Indian P.O.'s had access to supervisory help and support on a day-to-day basis if needed.

The internal management changes made by D.S.S. during the project raised several questions about the role of probation supervisors in relation to the Indian P.O.'s. It was noted in the

initial evaluation that in some areas separate probation units had been established with their own supervisors. However, at that time the Indian P.O.'s were still getting their direction from the same regional supervisors as before the change occurred. Some of the supervisors felt this raised serious questions about their role as probation supervisors and suggested this was an area which needed to be clarified. The evaluator did make a recommendation in this regard. As noted above, the problem was dealt with in the Regina Probation Unit by appointing one of the P.O.'s as the supervisor. In the other regions where the project operates, the probation services continue to be provided from the regional offices and a D.S.S. supervisor continues to be responsible for the supervision of the Indian P.O.'s.

I) The Location of Indian Probation Officers

As has been indicated, the Indian P.O.'s work out of the same D.S.S. offices as other P.O.'s and in most cases other D.S.S. staff. The supervisors and the Indian P.O.'s themselves see this as a good arrangement. Their views in this regard have not changed during the project. The advantages are that they can share experience and ideas with other P.O.'s, they have ready access to regular supervision, they have ready access to a broad array of other D.S.S. staff and services, and on the job training is facilitated. They saw no disadvantage to this arrangement and were of the view that it should continue. There was also agreement that there were advantages to the Indian P.O.'s being employed by the F.S.I.. This gave them more credibility with Indian people, made for better control of their workloads, ensured that special attention would be focused on reserves, and gave more flexibility in terms of the actual services they could deliver. There was also a greater variety of training opportunities open to them and access to opportunities for cultural and historical emphasis in the training program were ensured.

Comments recorded by probationers and by community people indicated that one of the problems they identified was a lack of contact with the Indian P.O.'s. Some expressed the view that the Indian P.O.'s were still too remote from communities and not easily accessible when there were problems with which they wanted help. Some were of the view that Indian P.O.'s should live on reserves and work from offices in the community. One of the P.O.'s lived on the reserve which he served throughout the project. A second P.O. lived on the reserve until he moved to another region. They indicated they experienced no problems with this arrangement.

Senior F.S.I. staff see the present service arrangement as temporary with the service eventually being located at the community level as part of an Indian criminal justice system. They also believed this service should be available to all Indian offenders regardless of their residence. At the time of the initial evaluation, responsible D.S.S. corrections staff saw the present arrangement of Indian P.O.'s being F.S.I. staff also as a temporary arrangement, with these staff eventually becoming part of the regular P.O. staff of D.S.S.. They argued advantages from the point of view of authority, supervision and efficiency. At the time of the final evaluation, D.S.S. staff were more flexible in their approach to the provision of Indian probation services in the future.

Although they had concern about the administrative and supervisory problems posed by the present arrangements, they had no objections to the staff remaining F.S.I. staff. They, however, felt it might be preferable for the staff to be located in F.S.I. offices. Also one of the senior D.S.S. staff questioned the wisdom of serving only Indians on reserves. This person was of the view that the Indian probation service should serve all status Indians, regardless of where they lived.

The police and the judiciary were unanimous in their view that the present arrangements to deliver the service worked well. They stated the same advantages noted by the Indian P.O.'s as an argument to continue the service as part of the overall probation service. Only a few had given any thought to the idea of developing an Indian criminal justice system. The reaction to this idea was generally negative with arguments such as separatism, racism, and problems of fractionalizing the criminal justice system, raised against this idea.

II Project Staffing

A) Recruitment and Selection

Recruitment was done by advertising in the major provincial daily newspapers, the Saskatchewan Indian, and on billboards in D.S.S. offices, Band Council offices, F.S.I. offices, etc.. This method of recruiting has been quite successful. In excess of sixty job applications were initially received for the Indian P.O. positions advertised. These applications were screened by the management staff and the management committee and the most promising candidates were selected for interviews. Members of the management committee participated in the selection and by August, 1975 nine candidates for P.O. positions had been selected and offered employment effective September, 1975. An additional three P.O.'s were selected later in the fall of 1975, while the management committee was still functioning, who began work in January of 1976. In the initial recruiting the supervisors in the regional offices of D.S.S. had no input or role in the selection and had to accept those candidates assigned to them.

Recruiting to fill subsequent vacancies was carried out in a similar manner and always produced a good range of candidates from which to make selections. In filling vacancies selections were made by the management staff after some consultation with the supervisor to whom staff were to be assigned. Supervisors were generally pleased with the staff assigned to them.

With several exceptions, the general consensus among police, judges, Legal Aid personnel, and others who had regular contact with the P.O.'s was that the staff assigned had, for the most part, performed at a satisfactory level. In several areas the police claimed to have little contact with Indian P.O.'s and could not comment on their performance. In only two instances did police or judges identify any relationship problems with the Indian P.O.'s. These staff are no longer with the project.

The small turnover rate of staff supports the view that selection of staff was generally good. Of the thirteen staff with the project in the summer of 1978, eight had been with the project from the beginning, two others had been with the project for two years, and only two staff had been with the project less than one year. One staff person who had left the project in the spring had spent two years with the project. Where there were a number of staff turnovers, the police and judiciary had generally found their contacts with the staff and the services provided by staff as unsatisfactory. In one regional office two of the original P.O.'s left the project during the first year but their replacements were still with the project at the time of the final evaluation.

There were a total of nineteen P.O.'s employed during the course of the project for twelve positions, or a turnover of seven. This is a turnover rate of approximately 50 percent over three years. This turnover rate compares very favourably with that generally experienced by Social Service agencies where staff turnover rates are now at a similar level.

B) Staff Function on the Job

With the exceptions noted above, there is general agreement that the Indian P.O.'s have performed the traditional probation duties satisfactorily. There were variations from area to area but the feedback on this question was as follows:

1. Supervisors were unanimous that P.O.'s were providing a standard of supervision equivalent to and in most cases better than the service provided previously. They did not view P.S.R.'s as always of the same quality as those done by other probation staff but they found them acceptable and indicated that in the case of the staff who have stayed on the job throughout the project, their P.S.R.'s were of equal quality or superior to those produced by other P.O.'s.

2. About one-half of the judges interviewed during the initial evaluation were of the view that the service provided by the Indian P.O.'s was an improvement over what they had received previously. Only one judge felt that the quality of services he was receiving had deteriorated. The remainder expressed satisfaction with the services they received previously and also were satisfied with the services they were receiving from the Indian P.O.'s.

During the final evaluation judges were unanimous in their view that the quality of P.S.R.'s was acceptable. In most cases they indicated that the reports were more useful to them than those produced by other P.O.'s even though they were less academic and less polished. Judges in fact expressed a preference for the non academic reports which they found easier to understand and more to the point.

Judges agreed that the effectiveness and availability of probation supervision had probably improved but most had little in the way of feedback to verify those views. However, they expressed more confidence in the service available and a greater readiness to use the service. Comments from judges included the following:

- more realistic and objective;
- I get more detailed background, family and community information;
- they don't let Indian people pull the wool over their eyes;
- they occasionally lay breaches, this never happened before, etc..

3. Most police personnel knew the Indian P.O.'s and were generally satisfied that the service was as good as before or that services in their area had improved. At the time of the final evaluation, police in three detachments indicated very little contact with the Indian P.O.'s. At the time of the initial evaluation half of the police personnel interviewed claimed to have never heard of the project or had almost no contact with the Indian P.O.'s. Although half of the police interviewed during the initial evaluation expressed either neutral or negative views about the project, at the time of the final evaluation there was unanimous support for and acceptance of the special service for Indians. Even in those areas where police had little contact with the project, the police expressed support and a desire to work much more closely with the Indian P.O.'s.

4. Probationers interviewed generally had a good relationship with their P.O. and 85 percent expressed satisfaction with the help they received from the P.O.'s. However, only 40 percent were of the view that they had been treated any differently under the probation project than they had been when they had previous contact with the courts or P.O.'s. In addition, only 16 percent believed they had been treated differently by the courts and only 23 percent believed they had been treated differently by the police during the project than during previous contacts.

5. During the initial evaluation, community leaders and other community people had only limited knowledge about the project or the work the P.O.'s were doing. Therefore, they were not in a position to express a view on the services being provided. They, however, were generally enthusiastic and positive about the idea of such a project serving their community. During the final evaluation, 79 percent of the community people interviewed knew the P.O. who served their area. Sixty-nine percent of the people believed that crime problems in their community had changed for the

better, and 86 percent of the people believed the Indian P.O.'s were more effective in their work with Indian people than were non-Indian P.O.'s.

C) P.O. Staff Relationships with D.S.S. Staff

It has already been mentioned that these relationships have, for the most part, been good. During the initial evaluation some P.O.'s expressed some concern that the management conflict between the D.S.S. and the F.S.I. had set them apart from other D.S.S. staff. This, however, seems to have been mostly an attitudinal and morale problem as there is no evidence that the Indian P.O.'s have been treated differently than other D.S.S. staff. The evaluators observations would tend to suggest that supervisors and regional directors took steps to try to ensure that they were not dealt with as a separate staff group. During the final evaluation there was agreement that no relationship problems existed between the Indian P.O.'s and the regular probation staff.

D) Administrative Problems

During the initial evaluation, problems mentioned by D.S.S. personnel related to different practices regarding vacation leave, holidays observed and attendance by P.O. staff at non-departmental meetings and training sessions. During the final evaluation it was agreed that these concerns were no longer problem areas in terms of the relationship of the Indian P.O.'s to the regional office staff. However, some concern was expressed that the requirement that Indian P.O.'s attend certain district and regional band or F.S.I. meetings, plus their attendance at special training sessions, did create some problems. First, it reduced the amount of time that the P.O.'s had to concentrate on providing services. Second, it resulted in periods when there were no Indian P.O. services available. If emergencies arose or if special requests came from the courts, the supervisors either had to try to cover them by themselves or assign other staff if they were available.

Areas which the supervisors did view as presenting problems included the following:

a) substantial salaries differentials between Indian and non-Indian P.O.'s with similar qualifications providing similar probation service with added community duties;

b) the lack of job security for Indian P.O.'s;

c) the fact that Indian P.O.'s did not have the same access to other job opportunities within the department as D.S.S. staff and therefore had limited opportunities to advance their careers;

d) the fact that Indian P.O.'s had to use their own vehicles and did not have access to agency or government vehicles;

e) expense claims for pay cheques and travel reimbursements of Indian P.O.'s were periodically late. This was said to result from administrative delays and overall financial problems experienced by the F.S.I..

III The Staff Training Program

A) The Orientation Program

The orientation period for project staff, particularly the first group of P.O.'s who began work in September, 1975, was much more extensive than normal orientation periods for other new probation staff employed by D.S.S. It began with a three-day communications workshop at Lebret. The management staff of the project then spent a period of several days with the new staff orienting them to the F.S.I., their duties and responsibilities as project field staff, and to the administrative procedures and policies under which they would work.

This was followed up by a fairly extensive orientation period in the D.S.S. regional offices. During this period arrangements were also worked out for the transfer of some of the Indian probationers living on reserves to the Indian P.O.'s. In some cases P.O.'s also took advantage of the orientation period to visit

reserves and to become acquainted with community leaders. (For complete details of the orientation program, see Appendix H-1.)

There is unanimous agreement that the extensive orientation period for the new P.O.'s at the beginning of the project helped get the work at the field level off to a good start. There, however, has not been any on-going arrangement for Indian P.O.'s employed replacing those leaving, to go through a similar extensive orientation program. Because there already is a developed workload, the pressures are to get a new person on the job as quickly as possible, and therefore the extensive initial orientation period has been sacrificed to respond to the work demands. This will be commented on in more detail under the sections of this report dealing with conclusions and recommendations.

B) The D.S.S. Training

The orientation program was followed by a two-week corrections staff training session which began September 29, 1975. This training workshop introduced the Indian P.O.'s to the total corrections and criminal justice system. It also dealt briefly with Indian culture and the problems experienced by Indians in using traditional social services. In addition, it examined problem behavior and briefly dealt with problems such as drugs and drug abuse, and alcoholism and the alcoholic. (For details, see Appendix H-3.)

This two-week training session was followed by a four-day annual probation officers conference (October 14-17). As mentioned in Chapter III, the theme of the conference was "The Work We Do". The conference concentrated on planning, assessments, short term intervention, referrals, and the use of resources. (For details, see Appendix H-4.)

There is general agreement that this aspect of the training program was very useful and beneficial in introducing the Indian P.O.'s to much of the information they need to do their job

as probation officers. Both supervisors and P.O.'s expressed a need for more in-depth training in the areas of probation, community corrections and diversion programs.

Since the initial evaluation, there have been two main training sessions. A training workshop was conducted for all F.S.I. program staff, in the fall of 1976, to prepare them for doing work in communities. A general outline of this training program is contained in Appendix H-6.

It is the evaluator's understanding that the full training program was not completed. There was only limited reaction on the part of the P.O.'s as to the value of this training. The other major training program attended by Indian P.O.'s was the training on band government. The Indian P.O.'s were much more enthusiastic about this training program and about its value to them in assisting them in the contacts and work in reserve communities. (For details see H-7.) The Indian P.O.'s continued to participate in the annual probation conferences put on by the Corrections Branch. The concentration of these conferences has continued to be on the criminal justice system.

The question of the Indian Federated College developing a training program to meet the needs of the Indian P.O.'s has been discussed but to date no concrete actions have been taken on this proposal. Senior F.S.I. personnel were of the view that by making use of existing classes on Indian Law, classes in the Human Justice program and classes in the Social Service program, it would be possible to put together a suitable academic training program for present and prospective Indian P.O.'s.

C) The Staff Meetings

In the early stages of the project, staff meetings of 1-1/2 days duration were held on a regular monthly basis. As mentioned previously, the purpose of these meetings was to share

with the staff the developing policies and philosophy of the probation project and to deal with a variety of administrative matters. These meetings were also to provide an opportunity for probation officers and supervisors to share their experiences, and problems, discuss their concerns, and to have an input into policy and program development. In general these meetings were seen as being helpful, except that P.O.'s are almost unanimous in their view that these meetings had not helped to clarify what the focus of the project was to be or their job duties.

These staff meetings were continued throughout the project but their frequency was reduced because it was no longer felt there was a need for monthly meetings. The supervisors were only occasionally involved in these meetings. They concentrated on program and administrative developments.

D) Cultural College Workshops

The responsibility for training rests with the F.S.I. as a whole with the Federated Indian College responsible to develop suitable training packages. At the request of the management staff, the College developed plans for three workshops to be held during the period from January to April, 1976. The final details regarding the content of the workshops was worked out in consultation with the management staff and the Federated College was responsible for organizing the training, arranging for the resource people, and implementing the agreed training program.

At the time of the initial evaluation, two workshops had been held. The first of these workshops was held in February, 1976. It was of one week duration and was mainly informational in content. It dealt in detail with the F.S.I., its philosophy, development approach, and program services. It also dealt in some detail with the history of Indian Affairs and Indian Affairs programming. (For details of the training workshops, see Appendix H-5 - Week I.) The second training session was held in

April, 1976 and concentrated on historical and cultural background of the treaties, a study of Saskatchewan treaties, the Indian Act, and Indian life styles. (See Appendix H-5 - Week II.) The third week of the planned training was not held and there has been no involvement of the Federated College in training programs for the Indian P.O.'s since that time.

The P.O.'s were of the view that this training, although useful, concentrated too much time on matters the P.O.'s were already familiar with and spent no time on training them how to do their jobs. They would have liked to see more time spent on the following areas in training sessions:

- how to gather and use information in writing P.S.R.'s;
- helping skills needed to function as probation officers;
- public relations role and skills;
- organizing work and management skills;
- community role and community organization skills.

E) On The Job Training

Most staff persons interviewed were of the view that much of the knowledge and the skills needed by P.O.'s to do their job was acquired on the job. There also seemed to be general agreement that much of the basic training to perform routine functions was provided in this way. However, both the management staff and the supervisors agreed that no one had attempted to develop any coherent or organized approach to on the job training. Such training it was agreed was of an ad hoc nature and varied greatly from one regional office to another. This situation continued to exist even though recommendations were made in the interim evaluation that a more organized approach to training on the job be developed.

IV The Impact of the Project

A) On The Communities

The impact of the project on Indian communities appeared to have been limited at the time of the initial evaluation. The number of Indian probationers living on the 50 Indian reserves being serviced had increased moderately from approximately 200 on June 30, 1975 to 253 on March 31, 1976. The numbers of probationers in these communities remained rather static for a time following the evaluation but began to increase again in late 1977 and reached a high of 294 on January 1, 1978. In addition, the Indian P.O.'s were supervising 13 probationers living off reserves, bringing the total caseload on January 1, 1978 to 307. Since that time caseloads have leveled off and decreased slightly to 285 at May 1, 1978.

During the initial evaluation, community people knew little about the project. This included both leaders, staff and Band members. Some Band Chiefs recalled having heard about the project at the All Chiefs Conference or at district Chiefs meetings. However, most indicated they had had limited contact with the P.O.'s or that they didn't know the P.O.'s were connected with the project.

There were only several Indian communities where the people had any knowledge of the P.O.'s doing work in the community. This information coincided with information obtained from other sources regarding the community work being done. As indicated previously, community people however reacted favourably to the idea of the project. They expressed a desire for the P.O.'s to play a more visible role in their communities. Band leaders indicated that they would like to see P.O.'s attend Band meetings more regularly and to consult with them on a more regular basis on corrections problems, about probationers in their community, etc..

By the time the final evaluation was done, the knowledge of community people about the project had changed rather dramatically.

As reported earlier, at the time of the final evaluation 82 percent of the community people interviewed knew about the Indian probation project and 79 percent said they knew the probation officer who served the community. Other information which indicated that the project had a positive impact on the community included the following:

- 57 percent believed the work of the P.O. had helped improve the corrections services in the community;

- 56 percent believed courts were now dealing with Indian offenders more positively;

- 80 percent believed relationships between Indians and police had improved;

- 71 percent were of the view that probation services to offenders had improved.

In other areas such as whether the nature of offenses, the nature of offenders and crime rates had changed for the better, a small majority, just over 50 percent in each case, indicated they did not believe the project had had an effect. Also a majority of community people didn't believe the project had given them any input into the development of policies for the probation program (80 percent) and did not aid in developing preventive community programs (53 percent).

B) On Community Attitudes

Part of the interviewing done at the community level included a survey of the attitudes of community people. (See Appendix C - I.P.P. 9) The same attitudinal survey was conducted during both the initial and final evaluation of the project and comparisons are made between the two sets of responses from 1976 and 1978 to see if any significant changes have occurred.

The attitudinal survey included approximately 200 people from the 50 communities surveyed for 1976 and approximately 300 people for the same communities during the 1978 evaluation.

The sample was fairly evenly distributed between leaders, staff and band members in 1976 but included a significantly larger portion of band members in 1978. See Figure V-1, page 96. The attitudes of community people to law and order are shown in Figure V-2, page 96. On both occasions approximately 60 percent of the people agreed that there was a lot of crime in their community, while approximately 52 and 55 percent believed crime in the community was a serious problem. 85 and 81 percent of the respondents felt that most people in their community were law abiding. Approximately 42 percent agreed that people in their community complained about crime, and approximately one-third believed that police are called to the community often to deal with crime problems. Attitudes in this area showed no noticeable change in the two-year period between the evaluations.

The second part of the questionnaire dealt with the attitude of community people toward offenders. The results generally indicate fairly positive attitudes toward criminal offenders and an acceptance of criminal offenders back into the community. In response to the specific questions, 40 percent and 28 percent thought returning offenders to be a serious problem and approximately 30 percent indicated people were afraid of offenders. Approximately 30 percent and 36 percent thought community people feared for the safety of their children. Approximately 80 percent and 77 percent believe community people accept offenders back to the community. A similar percentage believed offenders are encouraged to participate in community activities. Only 18 percent and 28 percent believed the community actively attempted to exclude offenders from participation in community activities. (See Figure V-3, page 98). Some changes in attitude are noted in this area but they show no consistent pattern. Fewer people saw offenders as a serious problem in the community, slightly more felt people saw them as a threat to the community children and there was a significant increase in those who believed community people tried to exclude offenders from community activities.

DISTRIBUTION OF SAMPLE OF COMMUNITY PEOPLE INTERVIEWED

Percentage

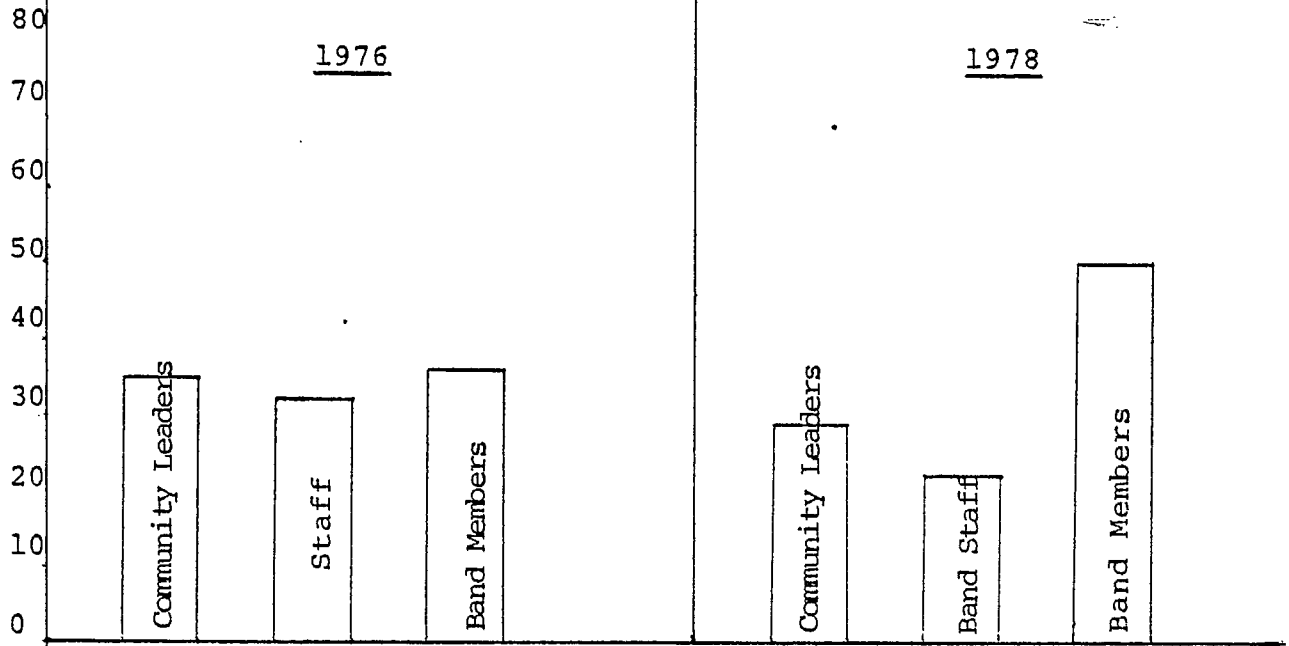
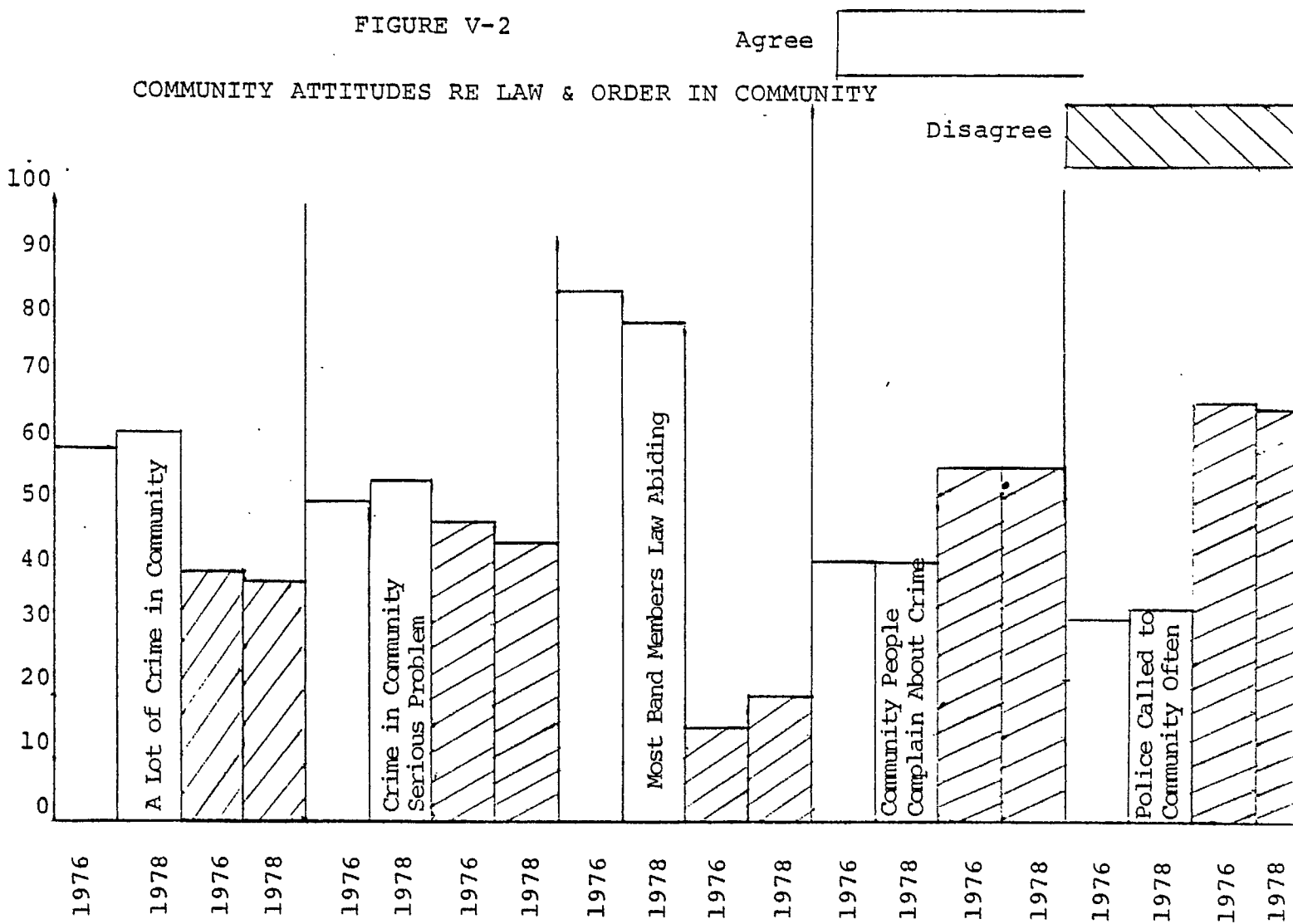


FIGURE V-2

COMMUNITY ATTITUDES RE LAW & ORDER IN COMMUNITY



On the question of community responsibility for offenders, the responses were consistently highly positive. The response on each question indicated that 80 percent or more of the people gave a positive response to each question in this section of the questionnaire, except in the case of whether people thought offenders should be encouraged to settle elsewhere, where the disagreement with the statement was 69 percent and 57 percent. For details, see Figure V-4, page 99. The only noticeable variation is in regard to whether offenders should be encouraged to settle elsewhere, with the proportion agreeing with the statement increasing significantly.

On the question of how offenders should be treated (i.e. punished), responses were mixed. 40 percent and 20 percent favoured longer sentences and 75 percent and 93 percent favoured more use of community corrections programs. In the case of violent offenders and murderers, etc., people favoured long sentences with punishment (88%) and (83%) and capital punishment (73%) and (66%). Just over 40 percent agreed that Indian people committed offenses because of poverty and discrimination. People were fairly evenly divided on whether Band leaders should be able to exclude people who commit serious offences from reserves. For details see Figure V-5, page 100. Attitudes on the treatment and sentencing of offenders show a consistent change to more positive or what might be described as more liberal approaches.

On the section dealing with attitudes toward the police, results tend to be somewhat contradictory. Whereas almost 60 percent and 65 percent of the people indicate they are satisfied with the police service, just over 60 percent and 40 percent believed that the police practice violence and brutality toward Indian people. Two-thirds of the people believe police treat white offenders better than Indian offenders, and 66 percent and 70 percent believe that police don't inform Indian people of their rights and lay more serious charges against them. 70 percent of the

FIGURE V-3 - COMMUNITY ATTITUDES TOWARD OFFENDERS

Percentage

100
90
80
70
60
50
40
30
20
10
0

Agree

Disagree

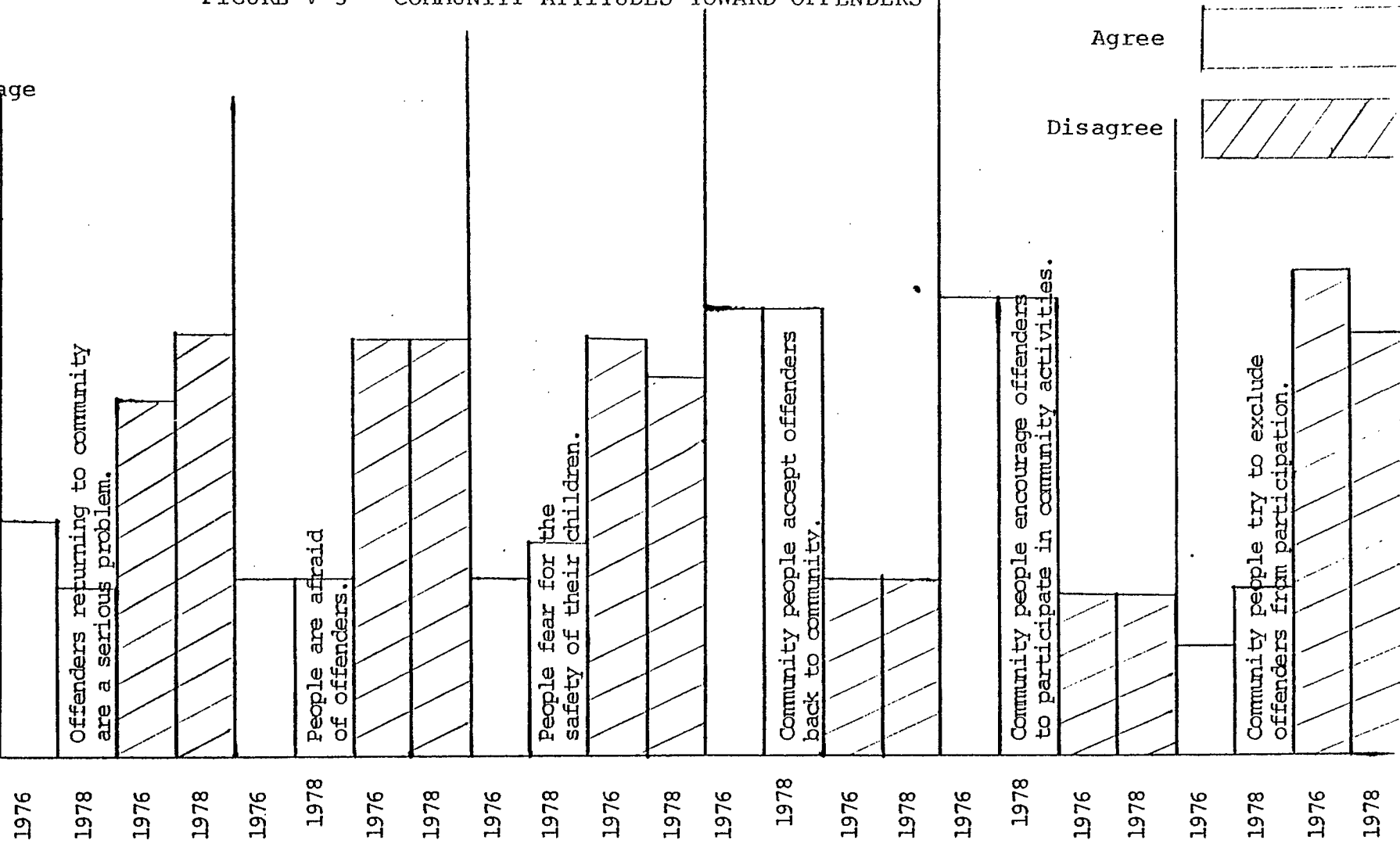


FIGURE V-4 - RESPONSIBILITY OF COMMUNITY AND LEADERS TO OFFENDERS Agree

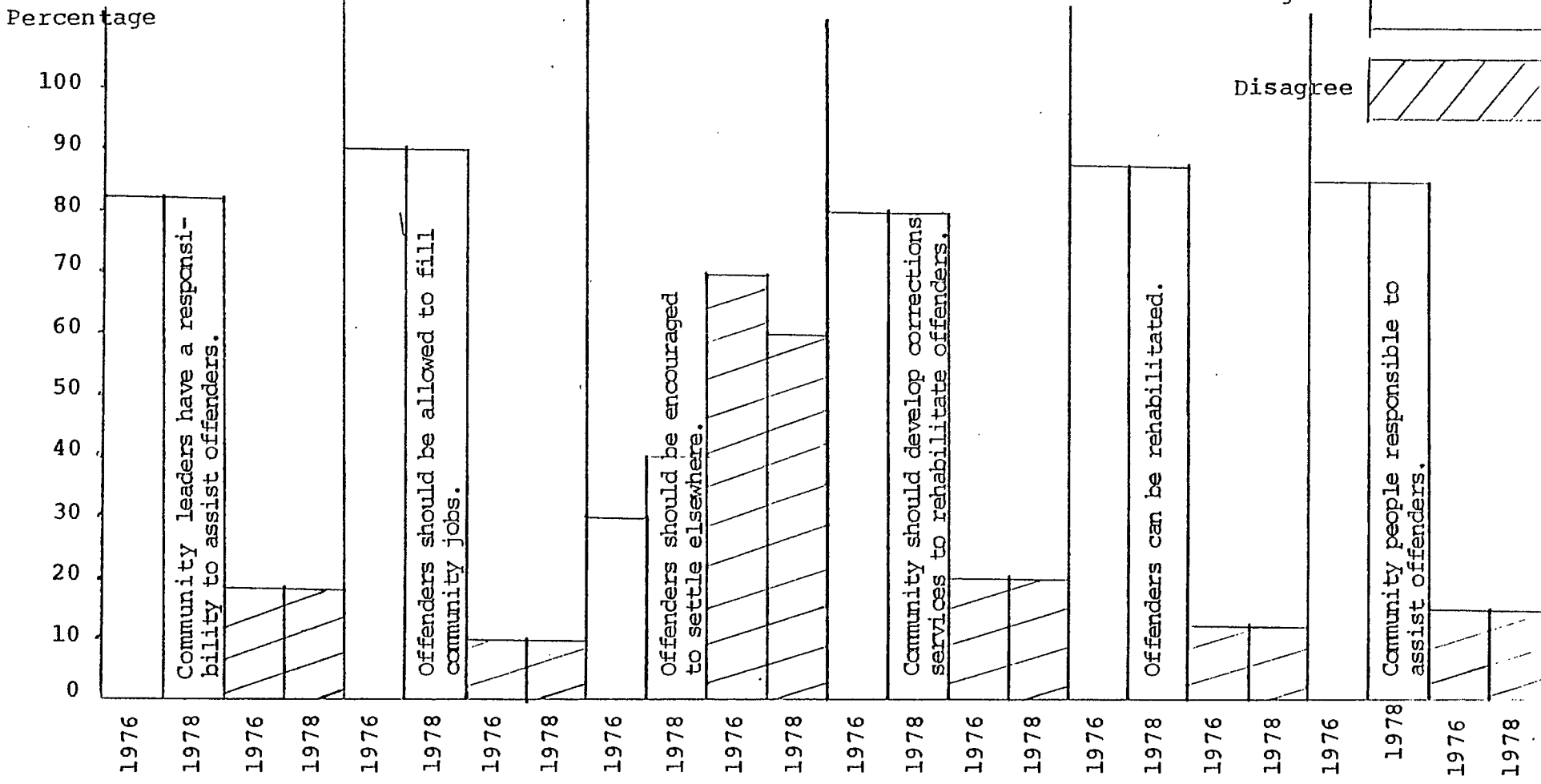
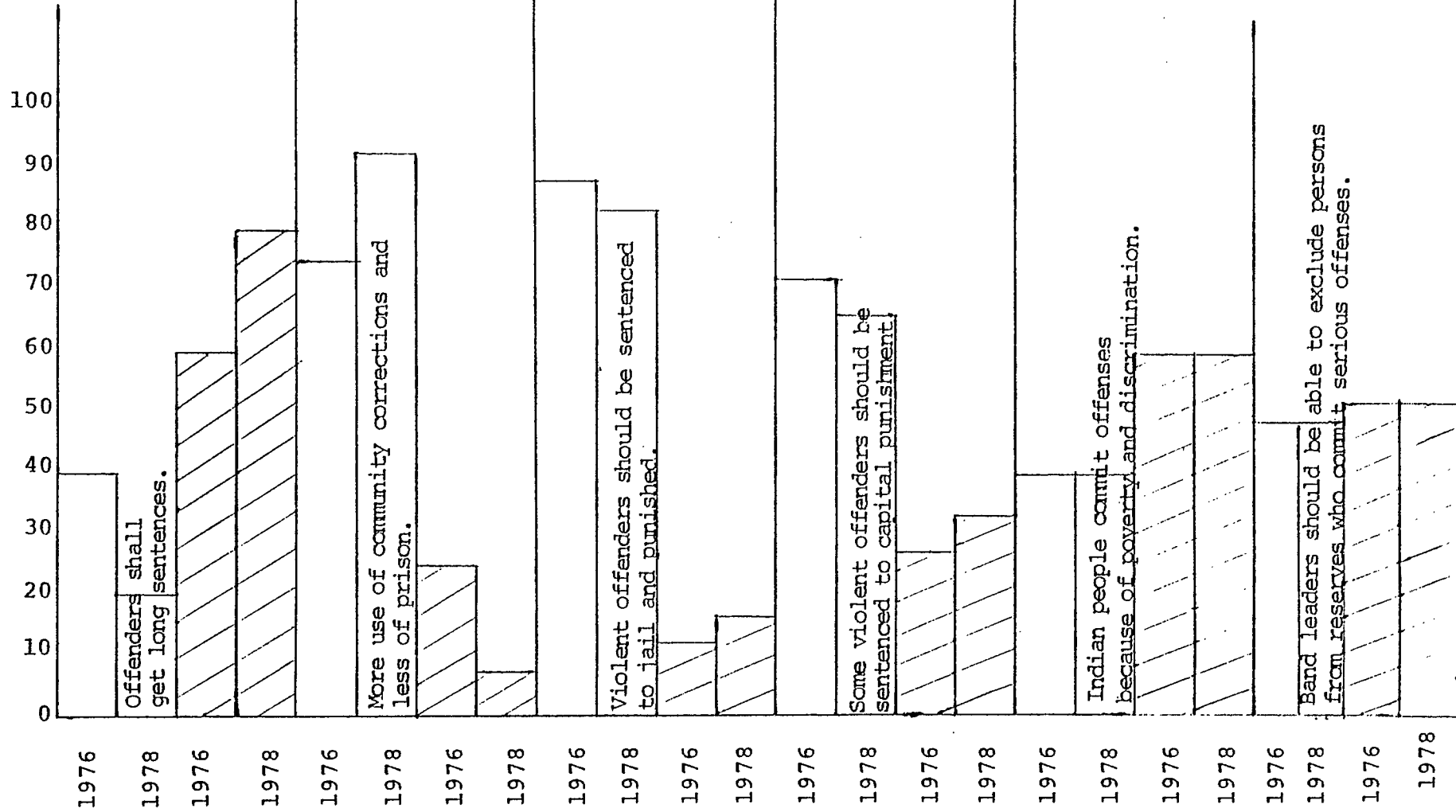


FIGURE V-5 - HOW SHOULD OFFENDERS BE TREATED

Percentage



community people believe Indian communities should be allowed to do their own policing, and 85 percent believe that Indian people relate better to Indian constables, particularly if employed by the community. See Figure V-6, page 102. Although slightly more people indicated they are satisfied with police service in 1978 as compared to 1976, the attitudes toward police have not changed in other respects, except in the case of police practising violence against native people. During the final evaluation only 40 percent believed this to be the case compared with 60 percent during the initial evaluation. In regard to community policing and Indian police constables, the attitudes have remained constant.

The last section of the questionnaire dealt with the attitude of the communities toward the judicial system. 80 percent and 85 percent of those interviewed believed that Indian people are not treated justly by courts because they cannot afford good lawyers; while at the same time 65 percent and 46 percent believed the services of legal aid clinics were not available and helpful to Indian people. During the initial evaluation people were evenly divided on whether judges were biased against Indian people as compared to 45 percent during the final evaluation. 40 percent and 49 percent felt judges handed out longer sentences to Indians. 60 percent and 75 percent believe courts view the murder of an Indian as less serious than the murder of a white. A surprisingly large percentage (80%) and (85%) believe that judicial investigations whitewash the abuses of Indian people by police and courts. See Figure V-7, page 103. Attitudes towards courts have not improved and show a trend to being more negative with the only exception being that significantly fewer people believe that judges are biased against Indian people.

C) On the Court System

Although several judges expressed reservations about the project during the initial evaluation, the final evaluation indicates that the impact of the project on judges and courts has

FIGURE V-6 - COMMUNITY ATTITUDES TOWARD POLICE

Agree

Disagree

Percentage

100
90
80
70
60
50
40
30
20
10
0

1976 1978 1976 1978 1976 1978 1976 1978 1976 1978 1976 1978 1976 1978 1976 1978 1976 1978 1976 1978 1976 1978 1976 1978

Community people are satisfied with police service.

We should be allowed to police our own reserves.

Indian people relate better to Indian constables.

R.C.M.P. practice violence and brutality toward Indian people.

Police treat white offenders better than Indian offenders.

Police don't inform Indian people of their rights and lay more serious charges against Indians.

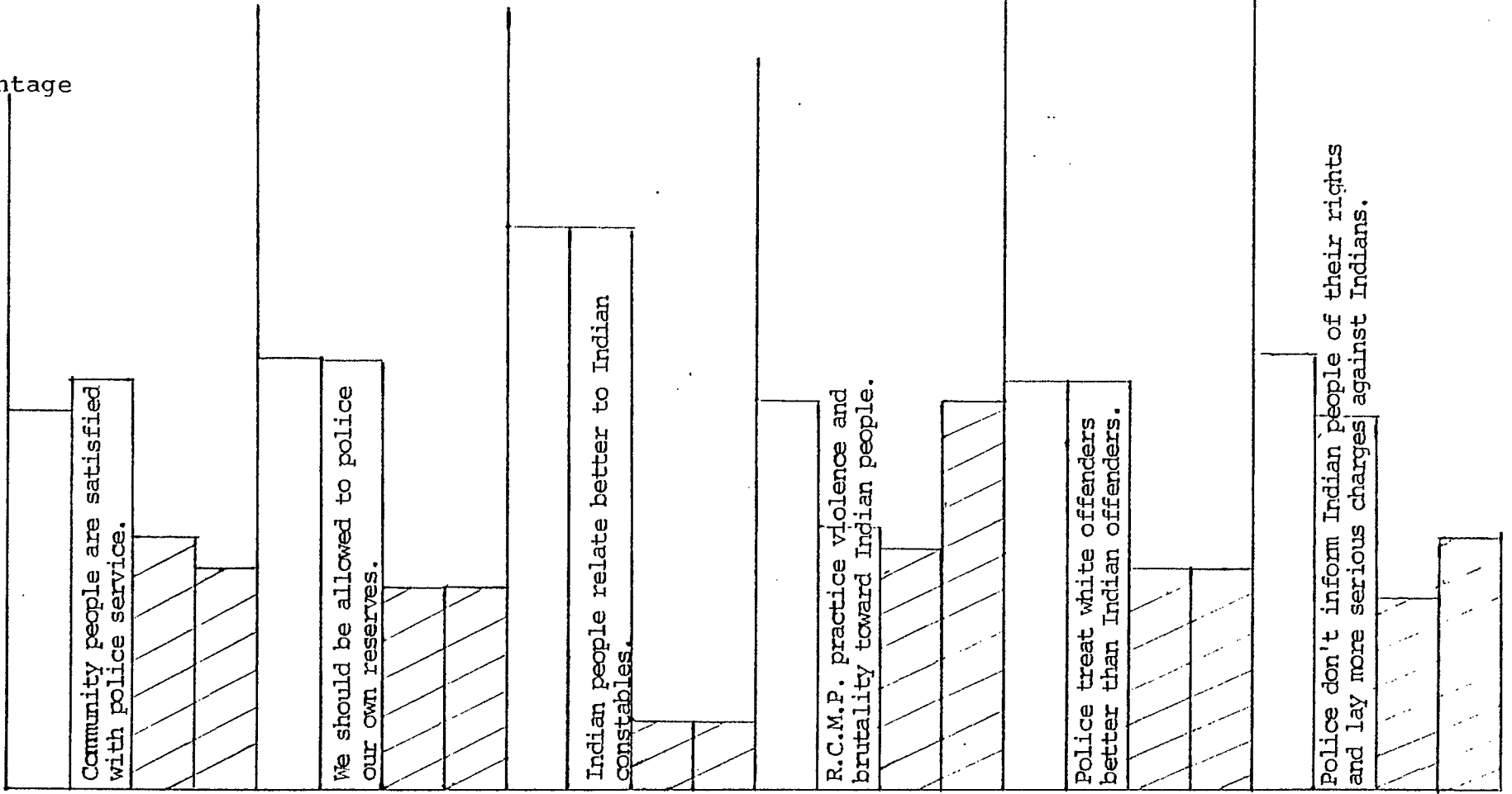
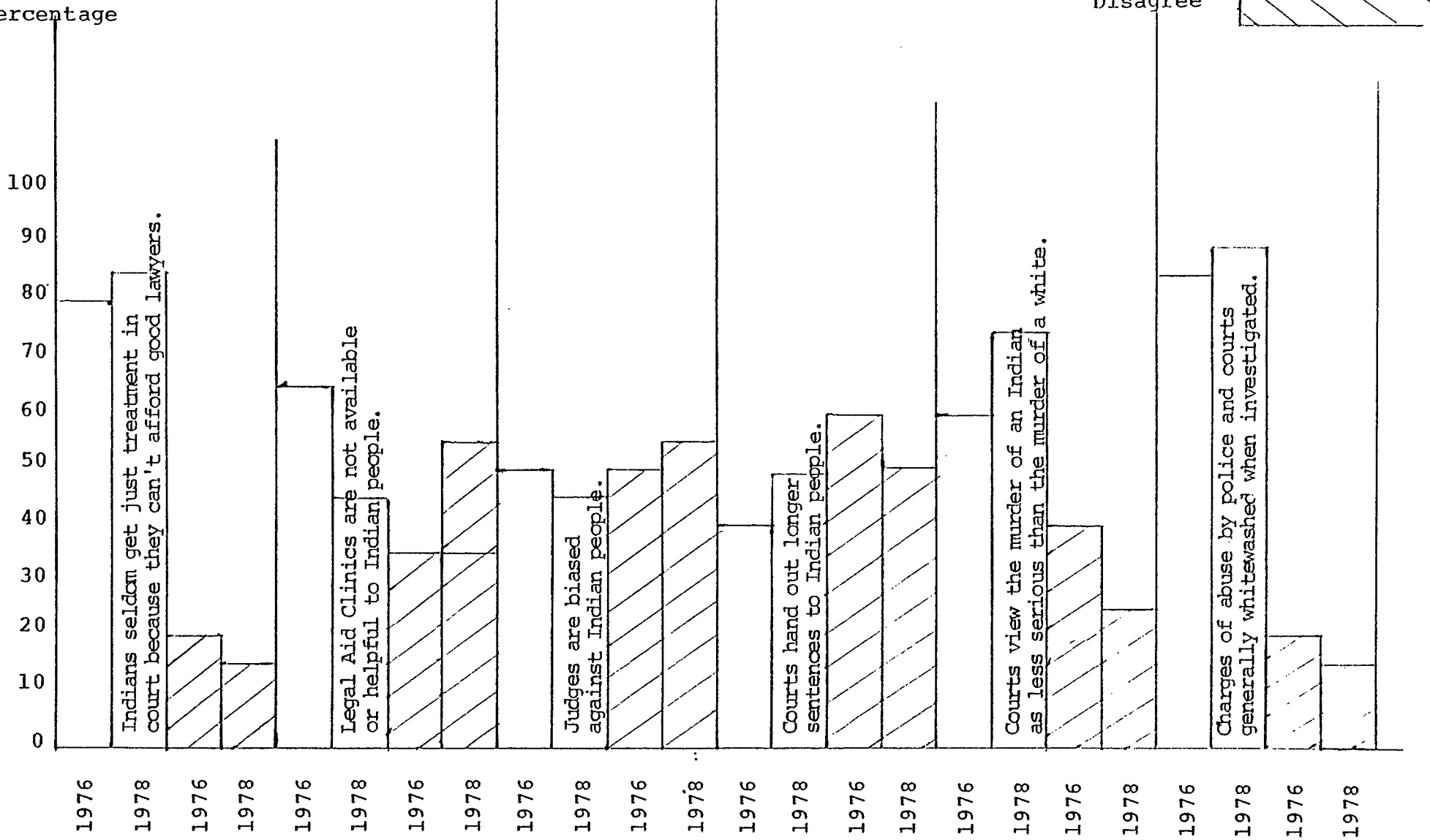


FIGURE V-7 - COMMUNITY ATTITUDES TOWARD JUDICIAL SYSTEM

Percentage

Agree

Disagree



been consistently positive. As indicated previously, courts are satisfied with the quality of service and generally agree that the Indian P.O.'s have improved the quality of service available to probationers. A few judges felt they were making more use of the services of the P.O.'s than previously, but the majority indicated the project had not affected their use of P.S.R.'s or probation services. The judges also were in agreement on the need for a separate probation service for Indian offenders. The view tended to be that there should in general be more probation staff and that good Indian P.O.'s with the required training should be employed by D.S.S. as a matter of policy and be made available to serve Indian communities on a routine basis.

Judges viewed one of the important advantages of the project to be the addition of much needed staff to provide the level of services needed. Some judges also indicated that they would appreciate it if P.O.'s could attend court more regularly as they could then use their services more frequently and more effectively. All judges indicated their general support for the project and indicated their willingness to co-operate to make the project a success.

D) On the Police

The initial evaluation indicated that the impact of the project on the police had generally been limited, with a few exceptions. This probably related to the fact that a number of the police personnel interviewed had never heard of the project and only half of them knew the Indian P.O. in their area. This may in part have been related to the fact that some of the personnel interviewed would not normally be in contact with the P.O.'s. However, police were in all cases co-operative, expressed an interest in the project, and indicated their willingness to co-operate with the Indian P.O.'s. Even where Indian P.O.'s were known, police indicated that P.O.'s seldom approached the police for information

and did not maintain any regular liaison with them to find out what information police had about probationers or to share information about probationers with the police.

There were several areas where there was a good working relationship between the Staff Sargeant in Charge of the Detachment and the Indian P.O.. These were generally the same areas where workers were active in doing community work and in using and relating to a broad range of resources and services in their day-to-day work. In several communities, officers were calling on the P.O.'s to assist them in dealing with specific problems they encountered.

As indicated previously, the police response to the project was consistently positive during the final evaluation. Indian P.O.'s were now much better known to police, there was generally a closer working relationship in areas of gathering and sharing information and in exchanging views about probationers, on offenders on whom P.S.R.'s were being done, etc.. Two detachments indicated that in the past six months to a year, there had been limited contact with the P.O. but that the contacts had been quite frequent and of a satisfactory nature prior to that. This was related to a change of staff in those areas and the new staff either had different priorities or there had not yet been sufficient time for a good relationship to develop. One detachment had indicated limited contact with the Indian P.O. throughout the project. This can largely be explained by the fact that the area in which this detachment is located has had four different P.O.'s during the project.

E) On the Native Criminal Justice System

As mentioned previously, in addition to the Indian P.O.'s, there are Native Court Workers, Indian J.P.'s, and Special Indian Constables. The representative from the Attorney General's

Department named to the management committee was of the view that one of the roles of the Indian P.O.'s should be to co-ordinate the activities of these different personnel who were all serving Indian offenders. This, however, was not included as part of the job description of the P.O.'s and there has been no direction from project management staff to the P.O.'s urging them to act in this capacity.

Feedback from judges and police indicated that court workers visited many of the same courts served by the Indian P.O.'s. However, the amount of contacts between P.O.'s and court workers has been limited except in Prince Albert and Meadow Lake, where a close working relationship was established. In the case of Indian J.P.'s, this program has not proceeded with any degree of success. There are no J.P.'s in many areas and where they do function their role has been limited. There has been only minimal contact between the Indian J.P.'s and the Indian P.O.'s except when both attended the workshops on Indian government.

An increasing number of areas have a Special Indian Constable. However, the extent to which they work on reserves varies from one R.C.M.P. detachment to another. The same is true of their working relationships with the Indian P.O.'s. In some cases a close working relationship has developed with a co-ordination of their efforts at the community level. In other situations there is very limited or no contact between the constables and the Indian P.O.'s.

F) Legal Aid Services

As mentioned previously, no legal aid staff were interviewed during the initial evaluation because most legal aid services were just getting into operation. During the final evaluation, legal aid staff were interviewed in all but one centre from which P.O.'s work. In all cases they indicated a major portion of their caseload was Indian people. All clinics had a close

working relationship with the project and were supportive of the idea of the special service for Indian people. In only one case did the legal aid personnel express dissatisfaction with the services being provided by the Indian P.O. All were anxious to see the service continued. They were of the view that the present arrangement was a good one since it provided both Indian input and control and the experience, expertise, and service support of D.S.S.. None of the clinic personnel indicated any problems in their working relationships with Indian people which would account for the rather negative view Indian people have of the clinic services.

G) On the F.S.I.

Part of the project plan had been to co-ordinate the community work carried out by the P.O.'s with the development service being provided by other F.S.I. development staff. During the initial evaluation the director of the band development program indicated that this had been discussed at one point. There were suggestions for joint training workshops, joint staff meetings, etc.. However, none of these plans materialized during the course of the project. The P.O.'s and development field staff had contact at regional band meetings, at F.S.I. conferences, and at F.S.I. training sessions. On a day to day basis, however, there has been only limited contact. The information available to the evaluator indicated little effort had been made to develop a working relationship between development field staff and Indian P.O.'s.

The Indian P.O.'s themselves indicated they had only limited contact with F.S.I. development staff, and with other F.S.I. program staff. They were not aware of any efforts to co-ordinate activities of different staff persons. The main impact of the project on the F.S.I. would appear to have been with senior staff and consultants, with the executive committee and directly with the bands themselves.

H) Comments on the Public Relations Program

A decision was made early in the project to maintain a low P.R. profile. Only limited interpretation of the project was carried out with Indian Chiefs. The P.R. package which was to have been developed by the management staff for the purpose of publicising the project was never developed. Feedback from community leaders during the initial evaluation indicated that information about the project generally did not pass from Chiefs to other Band Council members. The responsibility for additional interpretation of the project at this level was left to the P.O.'s who had done limited work in P.R. at that time. However, the final evaluation shows a dramatically different picture of community knowledge about the project at the time of the final evaluation when 82 percent said they were familiar with the project and 79 percent with the P.O.'s. This compares to about 20 percent who had such knowledge of the project and P.O. at the time of the initial evaluation. This change takes on even more significance because the sample of community people interviewed during the final evaluation was about 100 larger than during the initial evaluation. This additional one hundred people were almost all ordinary band members, who are the community people who normally would have the least knowledge about a program such as the probation project.

Interpretation of the project to judges was left to P.O.'s and their supervisors and this interpretation has been done on a fairly consistent basis according to judges. The interpretation to local police detachments was also to be done by the Indian P.O.'s. Based on feedback from police, this aspect of the P.R. job has been carried out much more effectively during the latter part of the project than it was during the early part of the project.

CHAPTER VI - OBSERVATIONS AND CONCLUSIONS

I The Information Base for the Evaluation

Information was obtained from most of the sources which the evaluator planned to tap for the project evaluation. The exceptions were feedback from Indian J.P.'s where there was no contact. In addition there was only limited feedback from Indian constables and from native court workers. However, since there was almost no contact between the Indian P.O.'s and the Indian J.P.'s, it was decided there would be no point in holding a workshop with them. Several Indian police constables were present when interviews were held with other detachment personnel. These constables were new on the job and unfamiliar with the Indian P.O.'s and the project. Because of the uncertain status of the court workers program, court workers were interviewed in only those two areas where that program appears to be functioning adequately.

The other problem area with data was the monthly statistics which were to be maintained by the Indian P.O.'s. Although the need for this data and the methods for gathering it were reviewed with the P.O.'s and supervisors on at least three separate occasions during the project, it would appear that only a few P.O.'s have taken the need for accurate evaluation information seriously enough to put out the effort required to submit statistics on a regular basis. In addition, those who have submitted statistics seem not to have checked them for accuracy. For example, in a number of cases, the caseload carried forward at the end of one month does not coincide with the caseload carried forward at the beginning of the next month. It may be that the Indian P.O.'s did not understand the statistical forms used by D.S.S.. In retrospect the project co-ordinator and the evaluator should probably have conducted a training session on how to gather and record accurate statistics.

The management staff also did not have a system developed to ensure that statistics were sent to them automatically when being submitted to D.S.S. by the P.O.'s. In addition, neither the project

nor D.S.S. appear to have a system by which they can monitor whether statistics are being submitted by all workers. The result is that some staff didn't submit statistics and in other cases they were submitted but the originals were destroyed and the copies were lost in the D.S.S. bureaucracy. This situation needs to be rectified to ensure that data is complete to help facilitate future planning for the project.

II Project Implementation

There were initially some delays in project implementation resulting from delays in government decision making processes. There have also been implementation problems resulting from the reporting procedures used and a lack of funds to pay all bills because of the way in which the F.S.I. handles overall financial administration. In spite of such administrative problems, there have been no major delays in project implementation. In general, the project proceeded according to the project time table. The initial 18 months were devoted to preparation, initiation, experimentation and evaluation. The final two years were more of a consolidation phase. The deadline for completion of the evaluation was moved from June 15, 1978 to October 31, 1978 to provide a longer period of service implementation on which to base the evaluation. The D.S.S. arranged to extend financing for the service beyond the August 31, 1978 completion date to December 31, 1978 to accommodate this change in the evaluation schedule.

III Pre-Project Assumptions

It is clear that the assumption that probation services were not available to Indian communities on a consistent and continuous basis was valid when viewing the total area served. However, there were Indian communities where such services were as available and accessible prior to the project as they have been under the project. It is also evident that the project has brought about a significant improvement in the availability and accessibility of service when viewing the total area served. It should be noted

though that there are still several reserves receiving no service. In addition, no special services are available to Indian people on reserves in Northern Saskatchewan or to Indians in isolated areas living off reserves.

In regard to the assumption that communications problems interfered with the delivery of probation services to reserves, this assumption is also supported by the findings. However, there were exceptions where communications between D.S.S. probation officers and Indian communities were good prior to the project. Even in these communities, the evidence indicates that the residents are more comfortable with and communicate more effectively with the Indian P.O.'s. Where there are still communications problems, these problems can be identified as staff problems which can be rectified and do not invalidate the general assumption.

In regard to the assumption that the standard of probation service available to Indian offenders was inferior to that available to non Indians, there is again considerable evidence to support this assumption. There were some exceptions, but these occurred close to urban centers and where the process of acculturation has advanced quite far. There is also evidence that standards of service have improved significantly during the project. P.O.'s are getting into reserves more frequently; they see a significant number of probationers on a more regular basis; probation conditions are more likely to be enforced; breaches are more often laid; and much more work is done on helping individual probationers to develop and follow through on rehabilitation plans. This includes help in job finding, referrals for alcoholism treatment, referrals to training programs, and referrals for help with family problems.

The assumption that if Indian P.O.'s were available and if above problems were overcome, there would be a significant increase in the use of probation services on reserves is again supported by the statistics. Although the number of treaty Indians on probation

in the whole Province had more than doubled in the two years before the project began and it could therefore be argued that any increase observed during the project was part of a trend established before the project began, this does not negate the fact that the total caseload in the area served increased from 197 on June 30, 1975 to a high of 294 on January 1, 1978. This is an increase of 97, or 49 percent. The total number of probationers for 1975-76 in the Province was approximately 3,200. For 1977-78, this figure increased to 4,200. This is an increase of 31 percent and indicates that the number of reserve Indians receiving probation is increasing more rapidly than the general probation caseload. This might be explained by a larger increase in crime rates on reserves than in non reserve communities. However, there is no data available to confirm such a conclusion. The data available indicates that the total Indian probation caseload increased by 33 percent from fiscal period 1975-76 to 1977-78 or almost the same as the general caseload. This data would also tend to validate the above conclusion.

Although judges did not believe they had changed their practices as far as granting probation to reserve Indians was concerned, the evidence does suggest that they did use the service more frequently when it is more readily available and when they have more confidence in the service. Courts deal with a number of cases where an immediate decision is desirable or even necessary. If there is no one available to gather relevant information and to present it to the court, judges tend to choose some disposition other than probation. Although a number of judges expressed a desire to have probation officers in court on a much more regular basis than is the case at the present time, this is probably not a realistic expectation since the limited staff time available can be spent more productively on P.S.R.'s, probation supervision and on working with communities.

IV The Project Objectives

The objectives had only been stated in a general way until the proposal for the evaluation design was developed and accepted by the committee. The four objectives were put into operational terms based on the evaluator's understanding of what the committee wanted to accomplish through the project. After completing the initial evaluation, the evaluator concluded that the detailed outline of objectives provided was in some instances too ambitious and that the objectives should be revised to put more priority on providing a good quality probation service. The following are conclusions regarding progress made in achieving the revised objectives.

A) To Develop Probation Services on Reserves

This was to be done through the employment of Indian P.O.'s and has been done in this way. Band Councils and other community members were to be involved in the probation program. Workers have done this much more effectively during the latter part of the project than they did initially. Feedback from community people at the time of the initial evaluation indicated that only limited attempts had been made to involve community people.

The aim was to provide a consistent, continuous and a high quality of probation service. This has generally been accomplished, and where it has not been accomplished, it has been related to staffing problems which have been or can be rectified. The objective of improving understanding between various people involved in the corrections and judicial system and Indian people and Indian offenders was a program service which was concentrated on more during the final phase of the project through community workshops on the criminal justice system and through in-person contacts of P.O.'s with community leaders and community members. This is reflected primarily in the knowledge of people about the project and their familiarity with the Indian P.O.'s. It does not appear to have significantly affected the attitudes of Indian people toward the criminal justice system.

The promotion of probation as an alternate to incarceration has been more evident during the final phase of the project. However, there is no information to indicate that probation is being provided in ways which could be considered non-traditional or innovative. Techniques used are those which have been tried and proven over the years.

B) To Develop Community Corrections Programs

This is an objective that cannot generally be implemented effectively in one community only. Programs such as community corrections centers and halfway houses for discharged offenders in most areas of the Province could only be established if they were to serve a number of reserve communities in the same area. The population base plus the potential use of such facilities could not be justified in most reserve communities in the area served. This is likely one reason why no such facilities have developed during the project. A second reason for lack of such development is related to the fact that the priority of the staff was on delivering a good probation service and not on community corrections programs.

The fine option program has been developed and is used on most reserves. However, this program as operated on the reserves was viewed negatively among both the judges and the police. It was maintained by the P.O.'s that this reputation is not justified but merely reflects the fact that the police and the judiciary are not knowledgeable about the program as it operates on reserves. This may in part be so but it is acknowledged by P.O.'s and others connected with the system that police spend more time on reserves than P.O.'s and therefore have more extensive day to day information on what is happening in the case of specific offenders. Nevertheless, the fine option program has considerable potential for reserve communities and is an area where Indian P.O.'s could work closely with the fine option supervisor and with Band Councils to improve the implementation of this service. They could also help to

interpret the value of the service as applied in Indian reserves to the judiciary and the police.

There is no evidence that the application of group counselling techniques or social control techniques as community corrections techniques have been attempted anywhere. This may be just as well since staff would need comprehensive training in these techniques to use them effectively. It is also doubtful that the P.O.'s have the time to concentrate on the use of such techniques.

Most P.O.'s have done some community investigations for the parole service and are supervising some parolees. However, there is no indication that any special effort has been put into promoting or developing this aspect of community corrections. There has been no apparent change in the volume of parolees supervised by Indian P.O.'s. The number of parolees supervised is very small not accounting for more than three parolees on any P.O.'s caseload at any time.

C) To Develop New Diversion and Preventive Programs

Very little use is being made by courts of techniques such as restitution, compensation or mediation as alternates to the more traditional disposition of cases. Whether this is so for all offenders in the Province is not known. However, these are areas which offer considerable leeway for development and which could be actively promoted by the Indian P.O.'s. There is no evidence that this was done. Also, if mediation procedures are to be used by P.O.'s, they should receive some training in their use.

Regarding referral for treatment and counselling services, the main resource being used is alcoholism treatment facilities and education and training programs. There needs to be a broader inventory of the services and resources available to offenders in each area and a more deliberate effort to encourage the use of these where appropriate.

The development of community programs of a preventive nature were promoted by some of the P.O.'s, but not by the majority. This relates to caseload sizes, project priorities, the interest of communities, etc.. It has probably been a wise decision by P.O.'s not to become too heavily involved in such activities in communities since this would have detracted from the P.O.'s primary responsibility to provide probation and related services to the courts. The most effective role that the P.O. could perform in this area would be to interpret to communities the value of preventive programs and to encourage and support communities to develop these on their own.

D) To Strengthen the Family and the Community

This was to form part of the community focus of the project. It has not been pursued with any vigor for the same reasons identified above. In addition, the objectives were modified to de-emphasize the project role in this area of service. Some support is provided to members of offenders' families through practical counselling and guidance. There is also some contact with community leaders and some evidence that community leaders were supported and encouraged to take action which will enable the community to accept more responsibility for community crime problems. The most effective technique used to accomplish this objective has been the criminal justice workshops held in the communities. These should be continued where used and introduced in other communities where they have not been used.

E) General Observations on Project Objectives

Several questions arise in the evaluation of the extent to which project objectives have been realized. One question which must be asked is whether the provision of traditional probation services can take place in conjunction with a community focused service. There seems to be agreement that the two can be part of the same workload. The evaluator would agree with that view, but would suggest that one aspect of the focus will override the other

unless the supervisor and the P.O. deliberately sit down and plan how the P.O. will use his time and set out some specific work schedule and specific work objectives.

A second question which must be asked is whether it is not necessary to establish probation caseload limits if both the probation and community focus are to be pursued. The evaluator would suggest that if caseloads are not limited to a maximum of approximately 25 probationers, community work will likely not be possible.

A final question which must be asked is whether a worker can carry a probation caseload and at the same time do community work in four or five reserve communities. It is the view of the evaluator that this proved possible when the objectives were revised and the community role was limited. However, it would still be important for P.O.'s to set priorities as to the communities in which they should concentrate their efforts.

V Assumptions on Project Impact

A number of assumptions were made regarding what the impact would be if a good probation service with a community focus was implemented. It was assumed that there would be a reduction in crime, that there would be less Indian offenders incarcerated in correctional institutions, that recidivism rates would be reduced, and that there would be a change in the general characteristics of those persons committing offences.

No conclusions were drawn regarding these assumptions at the time of the first evaluation. The evaluator is of the view that it is not realistic to expect a short term project to affect these factors. There are too many other variables affecting crime and its nature. Data collected indicated that the volume of crime among Indians continues to increase. Factors which affect this include shifts in the age of the Indian population, increased cultural

breakdown, increased mobility, changes in the economic climate, increased policing plus other similar factors. To note that the volume of crimes has increased is not to in any way suggest that the project has failed. In reality the project was designed to deliver a probation service, not to arrest crime rates. It is doubtful if society knows how to do the latter. The data again indicates that the numbers of Indian offenders incarcerated has increased. Some of the reasons for this were explored in Chapter IV of the report. Again the fact that this has happened does not in the view of the evaluator, reflect negatively on the project. We were not able to gather data on recidivism rates, however, it is noted from Statistics Canada data that they are high among all offenders. Again a probation service is not likely to have any effect on these rates.

However, it is important to note that data gathered for 1974 and 1977 respectively on Indian offenders showed 58 percent and 55 percent of the convictions were under the Criminal Code. The proportion of more serious offences has actually increased. The number of Liquor Act violations increased slightly and all other dispositions remained about the same. The evaluator would be of the opinion that the project had no effect on the nature of crimes. There are many other factors which are at work in society generally and among Indian people in particular which have been noted above, which affect the nature of crime.

There has been a change in the disposition of charges with institutional sentences being used more frequently in 1977 at 62 percent compared to 36 percent in 1974 and fines less frequently at 23 percent and 40 percent. However, again these changes quite likely are related to factors mentioned previously in the report and are not related to the project. In 1974 and 1977 respectively, the age of Indian offenders was over 21 in 76 percent and 66 percent of the cases, and 55 percent and 60 percent of the offenders were single. There are again significant changes but related to demographic trends and not to the project. In 91 percent and

86 percent of the cases, offenders had few or marginal work skills. Only 19.5 percent and 21 percent of the offenders had regular employment histories. The change in work skills and employment history are only marginal and again quite unrelated to the project.

As indicated previously, statistical information was gathered for the same judicial districts for 1977 (with one exception) as in 1974. Comparisons are made between the two sets of figures. This approach indicates generally the impact of the project if any and other changes in offences and characteristics of offenders, if any, in the reserve communities in those districts. Although not all convictions of offenders from a given reserve will occur in the same judicial district in which the community is located, based on the statistics gathered, the number occurring outside the area was small during the initial evaluation but had increased at the time of the final evaluation. This may affect the validity of statistical comparisons. However, results tend to be very similar or can be explained on the basis of other factors and therefore the evaluator is confident in making such comparisons. This latter change, however, suggests that Indian offenders have become more mobile and are committing offences more frequently away from their reserve communities.

The other assumption made was that the emphasis on community involvement and the work done at the community level with community people would have some impact on the attitudes of community people over a period of several years. The results of the attitudinal questionnaire are shown in Chapter V. In 1977 the proportion of ordinary band members as compared to band leaders and band staff was substantially larger. Based on similar surveys conducted by reputable public opinion pollsters, the attitudes of staff and leadership generally tend to be more progressive than those of the public at large. However, since bands are rather close knit community groups, this may not hold true to the same extent when surveying an Indian population. The results on community attitudes

toward law and order indicate very little change from 1976 to 1978. What changes have occurred tend to show a slightly more negative attitude on the part of community people. However, the changes are not statistically significant and could be accounted for entirely by the change in the composition of the survey sample. The results also indicate that the attitudes of community people to offenders, their willingness to accept them back into the community, their belief in rehabilitation and in the responsibility of the community to help offenders, was quite positive in both 1976 and 1978. Some slight variations are shown on several items but these are not statistically significant. Although, again, we have no comparable non Indian sample against which to make comparisons, based on recent research studies and public opinion polls, Indians would seem to have a more positive and healthier attitude to offenders than non Indians. Their attitudes toward violent offenders and toward the use of capital punishment, are negative and similar to those recently reported for the general population. For example, recent surveys show 81 percent of the population favour capital punishment. The Indian population used in this sample indicated their preference for capital punishment in 67 percent of the responses. This is significantly less than for the non Indian population but still constitutes a consensus on the issue in political terms. In regard to the responsibility of the community for assisting offenders, there is again a high degree of acceptance of community responsibility and no noticeable change in attitudes between the two periods.

In regard to Indian attitudes toward the police and the judicial system, their attitudes are generally more negative than those of the general public, even though 58 percent in 1976 and 65 percent in 1978 indicated they are satisfied with the policing. Nevertheless, Indian people continue to believe that police treat non Indian offenders better and that they practice brutality toward Indian offenders. In the case of brutality, approximately 42 percent agreed with this statement in 1978 as compared to 62 percent in 1976. This is a significant change and may be accounted for by the fact

that in 1976 investigations were under way in three well publicized cases of police violence against Indian people. These cases have now been disposed of and since no similar allegations have arisen in the past several years, emotions have calmed. It may also be that police have modified their methods of dealing with Indian offenders as a result of the negative publicity in 1976.

Surprisingly, almost 70 percent of those interviewed believe that reserves should be allowed to do their own policing, and 85 percent believe Indian people relate better to Indian constables, particularly if they are employed by the local band. This would suggest that most Indian people are prepared to take more responsibility for the criminal justice needs and services of their communities. There also is a belief that Indian people are not dealt with justly in courts because of inadequate legal help. However, this apparently is not because of lack of access to legal aid. The dissatisfaction with available legal services and their accessibility has increased significantly from 1976 to 1978. Even though Indian people are split on whether judges are biased against them, there is nevertheless a prevailing attitude among Indians of distrust of the courts and the police and a belief that they are not dealt with fairly by the judicial system.

The results of the attitudinal questionnaire indicate that some of the efforts of the project could be concentrated toward helping improve the relationships between the judiciary on the one hand and the Indian people on the other, and on helping build more positive attitudes towards these institutions among Indian people. In regard to policing, there is strong evidence that community people are generally prepared to have the community take over this function from the existing Federal police.

VI Project Management

The evaluator, when he first became acquainted with the management arrangements, was of the view that they were awkward and

cumbersome. There were many potential areas for the development of conflict, plus other areas where the lines of authority were so fuzzy as to present barriers to implementing the services of the project. In addition, the management arrangements seem to mitigate against any significant innovation or experimentation. The reasons for this are related to the fact that the D.S.S. is responsible for the implementation of the traditional court and probation services and the F.S.I. is responsible for the administration of the project. Originally the management committee was to have been responsible for these other aspects of the project but was not able, for reasons described in the report, to function in this role. When the committee became an advisory committee, it seems to have only responded to matters brought to it and not have introduced innovation or encouraged experimentation. One might assume that the management staff would have taken on this responsibility, however, they had no effective way of exercising their authority over staff in the area of program implementation. The evaluator does not see this as a serious flaw with the project. The important goal was to establish a good quality of probation service and demonstrate that it could be delivered by Indian people. The second goal was to make people more aware of the criminal justice system and involve them in the probation program. These goals were accomplished. Innovation and experimentation are more appropriate once the service has become well established and proved itself.

Although the project management is somewhat awkward, it has in general worked well in accomplishing the goals of the project. The administrative problems and authority questions could be cleared up. In terms of administration for example, there is no justifiable reason why Indian P.O.'s with similar qualifications and experience should be paid less than P.O.'s employed by D.S.S. It should also be possible to work out a better system for providing transportation since present arrangements work a hardship on staff. Differences in personnel policies have not created a problem and need not in the future. Those additional benefits such as holiday leave enjoyed

by the Indian P.O.'s are offset by the greater job security and such benefits as group insurance, etc. enjoyed by D.S.S..

The persons farthest removed from the service, such as senior D.S.S. staff, were most concerned about the management arrangements. At the level at which services were delivered, there was the least concern. Other agencies such as the police, courts, legal aid clinics, etc. had little awareness of the management arrangements and did not view them as presenting problems from their perspective. The general view was that the management arrangements, in spite of any problems which may have been encountered, were quite effective in delivering the required services. It is the view of the evaluator that the management arrangements have worked well and any disadvantages are outweighed by the definite advantages cited earlier in the report.

VII Staffing and Training

With several exceptions the decisions regarding the selection of the staff for the project were good. The evaluator was originally of the view that the group selection process for selection used in the early stages of the project would, in the long run, produce better results than selection procedures involving only management and supervisory staff. However, this assumption has not been born out in practice as selections made by the management staff have produced a quality of staff as good as those produced by the original selection procedures.

The evaluator, however, is still of the view that there would be merit in establishing a selection committee which would combine the F.S.I. knowledge of and experience with Indian people and their needs, with the D.S.S. knowledge of probation and the corrections system, in the selection process. There would also be merit in allowing the person who will be supervising the staff being selected, to be part of this group process.

The training, in the evaluator's view, has been adequate in most knowledge areas but has been lacking in skill development areas. Now that job responsibilities have been defined more clearly, it would be desirable to do an in-depth analysis of the job responsibilities of the Indian P.O. to determine what skills are required and to enable the P.O.'s to effectively discharge their duties. The training needs should then be identified and an integrated training program planned, built upon these needs. For example, the F.S.I. involved P.O. staff in a community development training program which was planned for all F.S.I. staff. The evaluator did not attempt to examine this program in detail or to assess it. The program in itself may be excellent and beneficial to everyone who participated in the training. However, what is not clear is how the program related to the skill needs of P.O.'s in relation to their role in the community, or whether it will provide the knowledge and skill base they need in this area. The on-the-job training program should also be developed. There need to be guidelines, objectives, general program content, implementation schedules, etc.. As well, the Indian Federated College needs to become involved in identifying the overall training needs of Indian P.O.'s and putting together a training curriculum from existing available courses or by developing new courses which will meet overall training needs of the P.O.'s and which will at the same time lead to other career possibilities for P.O.'s.

VIII The Community Focus of the Project

As indicated in the first report, there had been no consistent community focus to the project during the initial phase. Although some community work was being done in a few areas, this tended to be related to the initiative and interest of the particular individuals involved rather than to any plan to develop that aspect of the project. As a result of drawing this matter to the attention of project staff, there has been some clarification of the community role and a better understanding of expectations by the Indian P.O.'s.

They have also become more active in working with communities. The emphasis on involving community people in probation services and informing them about the criminal justice system through direct contacts, workshops and input into the schools has certainly been effective in making people at the community level knowledgeable about and interested in the project. It has also supported the growing trend in Indian communities to work to take more control over their communities and over the programs and policies which affect them.

It is the view of the evaluator that the facilitator and liaison role, where workers provide information about services and resources to support local band development and assist them to gain access to these resources, is the most effective and appropriate role for the Indian P.O. along with the role of informing and encouraging direct involvement of Indian people with the offenders from their community.

The evaluator is also of the view that workers must be allowed a good deal of flexibility in their approach to community work. In making decisions about their role in communities, P.O.'s must also take into account current and possible future caseloads. Questions which must be dealt with are how many probation cases can a particular P.O. carry, and how much court work can he do and still concentrate some attention on community work? In how many communities can he work effectively at one time? What are the community's priorities and how should his/her priorities be related to the community's needs? How will this community work be integrated and co-ordinated with other F.S.I. initiatives, D.I.A.N.D. programs, and local band programs? These questions must be examined objectively by each worker and a conscious work plan should be developed if there is to be a desirable balance between probation services and community work and if the worker is to be effective in his work in both areas.

IX Impact of the Project on the Service System

There has been limited co-ordination of the probation project with other F.S.I. programs. At the field level there are obstacles because the Indian P.O.'s work from different offices than other F.S.I. staff and have limited contact with them in most areas. However, some of the management level staff work out of the same offices (P.O. project and development program) and it should have been possible to do some joint planning and to develop some strategy to ensure a greater degree of co-ordination of activities between these programs. The initiative and the leadership must come from the management level if there is going to be a more co-ordinated approach to supporting and encouraging the development initiatives of local communities.

There is only limited information available regarding the impact of the project on other agencies. According to the probation supervisors, the project has helped other D.S.S. staff develop a better understanding and appreciation of the problems of Indian people and of their service needs. There is some evidence based on the personal observations of the evaluator to support this claim. The project does appear to have had an impact on the practice of judges. Their use of probation for Indian people has increased and judges express a greater awareness of and sensitivity to the problems of Indian people. Judges are co-operative and are pleased with the service. Some have changed their way of dealing with probation with Indian people and their ideas about Indian people because of the project. The evaluator would have to conclude that their general approach to Indian people is now more positive than it was so before the project.

The project has had a considerable impact on the attitudes of police toward probation and Indian people. The evaluator experienced a much more positive response to the project, and to Indian people during the final evaluation than during the initial

evaluation. There is unanimous support for the project among police and a desire to work to improve relationships with Indian people. This is a considerable change from the initial evaluation when a substantial proportion of the police were negative about the Indian probation service and about Indian people.

The impact of the project on communities at the time of the initial evaluation had been minimal. This situation again changed substantially when more regular contacts were established with the Band Councils, and as the P.O.'s and the Band Council together began to explore how they could work on community corrections problems and resolve community corrections needs.

X Other Considerations

There are a number of other questions which arose during the evaluation. One was where should the service be located? Should it be absorbed as part of the provincial probation service? Should it become an F.S.I. program? Should it be part of an Indian criminal justice system operated at the community level or should it remain as it is? There is a desire on the part of Indian bands and the F.S.I. to move to an Indian criminal justice system. However, although the evaluator sees such a goal as a desirable long term development, there are other parts of the system which need to be developed before this becomes a reality. In the interim it would be wise to continue the service as presently organized with some modifications. One of these would be to appoint Indian people to do the supervision in North Battleford and Prince Albert region as well as Regina. This would provide an opportunity to develop a core of experienced Indian management and supervisory staff who would be available to ensure an acceptable quality of management and supervision if the program were taken over by the F.S.I. or bands as part of a criminal justice system at some future date.

An area which needs further development is the co-ordination of various facets of the Indian criminal justice system with the project. If policing, courts, corrections services, etc. are to

become part of an integrated Indian criminal justice system, it would be desirable to work toward this goal gradually by beginning to develop liaison, co-ordination and more definite working relationships between the personnel who make up the various parts of the service.

A final area which could receive more attention is interpretation of the program to the general public. In particular, if an Indian criminal justice system is to develop, there must be support for this at the level of the general public, in social institutions and at the political level. There must be a more active plan to interpret this goal to Indian leaders and Indian people at the community level as well as to the judiciary, and to the police if the goal is to be realized. It would be desirable for such public interpretation to be part of a planned program.

CHAPTER VII -- EVALUATOR'S RECOMMENDATIONS

Based on the results of the research data and on an analysis of that data, the following recommendations are put forward to assist the parties to the agreement in making plans for the future of the Indian probation service.

I There has been sufficient success in achieving project objectives to validate the basic assumptions which led to the conclusion that such a special service was needed. Ways must be found to continue the existing services developed by the project and to expand this service to additional areas not now served. The future of the service should not be jeopardized by disagreements over funding. The evaluator has been informed that F.S.I. has asked for Indian Affairs to share in the funding of the Indian probation service and that provincial participation in funding the service is contingent upon Federal government participation. Until this question of future funding can be satisfactorily resolved by the two levels of government and the F.S.I., it is suggested the Province commit additional interim funding at least until the end of the current fiscal year to ensure the continuation of the service.

II Since the present arrangements for the management of the project and the delivery of the service have produced satisfactory results, the evaluator would recommend that these arrangements be continued with some modifications until such time as the Indian bands and the F.S.I. are able to proceed with the development of a more comprehensive community based corrections criminal justice system. There are other variations of these alternates which could be used.

III It is recommended that Indian P.O.'s continue to work out of the same office as D.S.S. probation staff to provide an opportunity for the exchange of ideas and experiences, to provide access to other D.S.S. services and to simplify the legal questions of the authority of P.O.'s as provided for under the Saskatchewan Corrections Act. In the interim the possibility of making changes to the Corrections Act to allow for a separate Indian probation service should be studied and necessary legislative changes enacted if possible.

IV It is recommended that the F.S.I. assume supervisory responsibility for the Indian P.O.'s. This could be done by appointing a senior worker as supervisor and by reducing his/her caseload accordingly. Staff had misgivings about this arrangement since they felt it would complicate relationships in the Prince Albert and North Battleford regional offices between existing staff if this were done. One solution would be to move two senior staff people between Prince Albert and North Battleford who would take on these supervisory responsibilities. The Indian P.O.'s in Melfort and Kamsack would continue to be supervised by D.S.S. supervisors. An alternate approach would be to appoint two supervisory assistants to the project director. One could work out of the F.S.I. offices in Regina and supervise the four workers in Regina and Yorkton. This person could assume additional responsibility of a management nature. The second person could work out of F.S.I. offices in Prince Albert and could supervise the existing seven workers in the Prince Albert, North Battleford and Melfort regions plus any additional workers added to provide services in Northern Saskatchewan. This might be the more desirable approach since it would allow existing staff to concentrate on probation services and community work.

V Probation service should be extended to the reserve and court in the Maple Creek area. This could probably be done from the Regina office. In addition, service should be extended to the Fishing Lake reserve. There are 15 probationers on that reserve presently being served by D.S.S.. The evaluator would recommend the addition of a worker to the Melfort Probation Unit, who would live in Wadena and serve Nut Lake and Fishing Lake reserves. The caseload for these two reserves is between 25 and 30. There are also serious social problems in these communities and much more effort should be put into community work. This would still leave four reserves to be serviced by the existing worker in Melfort.

VI It is recommended that services be extended into Northern Saskatchewan in the new fiscal year for reasons identified in the report. The number of Indian probationers dealt with by D.N.S. in 1977-78 was 458, or 29 percent of all Indian persons dealt with by all probation officers in the Province. Approximately one-third of these would be status Indians. On this basis, a minimum of four additional probation officers would be required for the North. One could be stationed in Buffalo Narrows, one at La Ronge, one in Black Lake or that general area, and one at Creighton.

VII It is further recommended that some method be developed to involve F.S.I., D.S.S. and D.I.A.N.D. in a study of and to develop recommendations on the service needs of status Indians living off reserves and particularly in the urban areas. It is necessary to determine

- a) how many status Indians fall in this category;
- b) where they are located;
- c) what additional staffing would be required;
- d) what additional financing would be required;
- e) work out any jurisdictional questions involved; and
- f) make recommendations as to how service to this group of status Indians can be phased in as part of the overall program.

If possible the study should be completed and recommendations formulated to be used by January 1, 1979 to allow for the service to be extended to these Indian people by the fiscal year 1980-81.

VIII Simplified procedures for making funds available to the F.S.I. should be arranged to ensure that the funds to pay salaries, travel and other expenses are available at all times. The project has demonstrated both the ability of the F.S.I. to provide administrative support services and to deliver a successful probation service. It should no longer be necessary for the organization to submit quarterly financial statements and program reports to justify the continued payment of funds to the organization. Annual reports should be adequate and a suitable automatic advance system for payments should be developed if the present system is not adequate.

IX The agreement for funding the service should provide for the Indian P.O.'s and other supervisory and management staff to be paid salaries equivalent to those paid to D.S.S. staff with similar qualifications and experience. The present arrangement where most Indian P.O.'s are paid less than their counterparts in D.S.S. constitutes a form of discrimination and exploitation of Indian staff and is likely a violation of the provisions of Saskatchewan Human Rights legislation.

X Some arrangement should be worked out to provide agency cars for use by staff. The requirement that new staff purchase their own vehicles works a hardship on them. Also the fact that staff are serving rural areas where they often have to travel on poor roads results in abnormal wear and tear on their vehicles for which they are not adequately compensated by current mileage rates.

XI. It is recommended that the duties of the Indian P.O.'s be analyzed to determine what specific knowledge and skills are required by them in the performance of their duties. When this has been completed, future training workshops should be designed to ensure that they provide P.O.'s with opportunities to develop the necessary knowledge and skills needed to perform their duties. It also is again suggested that the management and supervisory staff develop guidelines for on-the-job training. These guidelines should identify training objectives, knowledge and skill content, and set out the methods by which the on-the-job training will take place. If possible an extensive orientation period for new staff should be again instituted (two to three weeks) before they are actually assigned a workload.

XII It is also recommended that discussion be started immediately with the Federated Indian College with a view to developing an academic training curriculum which will enhance training and career opportunities for Indian P.O.'s and which will help train the future staff required for the service.

XIII Some effort needs to be devoted to co-ordinating the services provided by the probation project with other F.S.I. and band programs. In particular the probation services need to be co-ordinated with other services which would form part of an Indian criminal justice system such as court workers services, Indian J.P.'s, Indian constables, etc.. Such co-ordination may be enhanced by the employment of probation supervisors working out of F.S.I. offices.

XIV To further assist in this co-ordination periodic workshops, possibly once every six months, involving P.O. staff, court workers, Indian J.P.'s and special constables, could be organized to share information, exchange experience and ideas and to plan a more co-ordinated approach to work with and support local communities.

XV The management staff of the Indian probation service should also request the Chief Supervising Judge to provide time for them on the agenda of judges conferences. This would enable a more in-depth interpretation of the Indian probation service and its objectives to the judges and discussions on how probation staff and judges could work together to improve the quality and use of the service.

XVI The Indian P.O.'s in each region could also explore the possibility of holding an annual workshop with police personnel in their area to do a similar interpretation of the service and its objectives and to explore how to improve working relationships.

XVII The community level workshops that have been held in some areas should be continued and if possible initiated in other communities where they have not been held to date.

XVIII A training session on recordkeeping and in particular on the recording and submission of regular monthly probation statistics should be held. It is important that the F.S.I. have access to

accurate statistics to enable it to plan for staff and financial needs, to make the necessary workload adjustments and to give a picture of court practices and trends in both individual areas and in the Province at large.

XIX The attitude of Indian people to the police and judiciary is still quite negative. This fact should be brought to the attention of the Attorney General under whose jurisdiction these personnel work. It would be desirable for the Attorney General to consider measures to improve the image of police and courts among Indian people. The gradual move to an Indian criminal justice system may be the only meaningful solution to this problem.

XX If the Indian probation services are to be effective in assisting offenders, the Indian P.O.'s must have access to more and better services and resources with which to assist Indian offenders. This includes more community based jobs, training facilities, family support services and facilities to deal with alcohol related problems. Therefore, probation services must be seen as only a part of overall development which must take place at the community level.

XXI In closing, the evaluator would draw the attention of the project sponsors to the fact that there are a number of other conclusions and implied recommendations contained in Chapter VI of the report which should be studied with care. Where possible, action should be taken to implement them as part of the on-going program and procedures of the Indian probation service.

APPENDIX A

INDIAN PROBATION PROJECT PROGRESS REPORT #1

July 21, 1975

1. Preamble

The Indian Probation Project, a three year demonstration project to offer probation services to selected Indian Reserves in Saskatchewan, officially began operation May 16, 1975 with the hiring of Fred Starr as Project Co-ordinator. The format for the project proposal was jointly developed by the Federation of Saskatchewan Indians and the Saskatchewan Department of Social Services during the last three years. The project has a total budget of \$721,168.00 and will be funded with grants of \$368,179.00 from the Solicitor General's Department of the Government of Canada and \$352,989.00 from the Social Services Department of the Government of Saskatchewan. Warren Williams, an employee from Corrections Division of the Saskatchewan Department of Social Services has been seconded to the project and began work as a Consultant to the project on June 2, 1975. The funding for the project took into account a three month phase-in period; hence the project will officially operate from June 1, 1975 to September 30, 1978. The Project Co-ordinator and Consultant will be directly responsible to a management committee who will provide for the overall direction of the project. This committee consists of two voting members from each of the Federation of Saskatchewan Indians and the Department of Social Services. They are John Ursan and Cliff Starr from Federation of Saskatchewan Indians and Len Soiseth and Lem Boyd from the Department of Social Services. The committee may appoint non-voting members at its discretion and to date have appointed Chad Musk from the Attorney General's Department in that capacity. The Federation of Saskatchewan Indians will be responsible for administering the funds for the project, the Department of Social Services will have the project Probation Officers located in their regional offices where supervision with respect to quality of work will be provided by regional Probation Supervisors.

2. Data Collection

In order to select the Saskatchewan reserves which had the greatest need for the services of the project we decided to explore two reservoirs of information, the Department of Social Services staff and all of the Saskatchewan Indian Bands. We asked all Social Services Regions and Provincial Correctional Centres in the province to identify the number of Treaty Indians they were providing services to as probationers or inmates, the numbers of those identified who live predominantly on Indian Reserves, and the number of the latter with a breakdown by individual reserve. We also asked the Regions to provide an assessment of the extent of problems with juveniles on individual reserves and further requested information about any innovative community corrections programs that had been attempted, or were ongoing on any Indian Reserves. Although we had excellent response to our requests for information many gaps were evident in what was available to assist us in assessing need. No central data bank exists in the Department of Social Services that relates specifically to Treaty Indian clientele hence no easy access to information about potential clients living on Indian Reserves. No system has been developed to assess the numbers of individuals who may have been in criminal difficulty but received suspended sentences,

fine options, peace bonds with no probation reporting clauses. This area of need for service cannot be accurately assessed in relation to each individual reserve. Our second reservoir of information in the person of the Chiefs of all Saskatchewan Indian Bands will be tapped through our attendance during July and August at District Chiefs Meetings in all six districts.

3. Staffing

A comprehensive ad for Probation Officers was developed and released to the public between June 25th and July 16th. It appeared in one issue each of the Saskatchewan Indian, Regina Leader Post, Prince Albert Daily Herald and the Saskatoon Star-Phoenix. Copies of the ad and application forms were sent to twenty individuals who had previously shown interest in the project, and to all Saskatchewan offices of the Department of Social Services, Federal Department of Indian Affairs, Federation of Saskatchewan Indians, Metis Society of Saskatchewan, Indian and Metis Friendship centres and to the Band offices on all Saskatchewan Indian Reserves. To date twenty applications have been received for the twelve Probation Officer positions. It appears that the hoped for thirty applications may be received. All will be initially screened at a management committee meeting July 22nd. Those selected at that time will be interviewed with offers of employment to be issued by August 1st as we wish to have the Probation Officers begin work on September 2, 1975.

With regards to the four clerical staff budgeted for, two suggestions have been made; one has been to advertise and select prior to September 15, 1975, with starting date October 14, 1975. The second suggestion involves hiring and relocating any staff that might be available from the Federation of Saskatchewan Indians Community Development program District offices. By using the latter process, clerical staff could probably start earlier than October 14th.

4. Staff Training

In discussing the area of training for project Probation Officers we felt that extensive training was necessary but that such training should be varied with equal emphasis placed on training in the Regional offices, workshops dealing with Indian Culture, and regular meetings of project staff with the Co-ordinator and Consultant. In view of this, projected plans for the first six months of the project, September 2, 1975 to February 1, 1976 include the following:

- a) Training on the job, such training to be arranged in consultation with Regional probation staff
- b) Project staff meetings for one day every second month beginning in September in conjunction with proposed Probation Officers meeting
- c) Project staff attendance at the two weeks of corrections training workshops in Prince Albert, September 26th to October 10th
- d) Project staff attendance at a one-week workshop at the Indian Cultural College in January, 1976
- e) Co-ordinator and Consultant attendance at Quarterly Corrections Management meetings and at a nine-day training seminar for supervisors during September, October and November, 1975.

It is our desire that ongoing training for Probation Officers include as much orientation to potential client resources as possible re alcohol rehabilitation centres, correctional institutions, and community correctional resources.

5. Evaluation

The question of evaluation has been debated frequently without resolution as to the exact format it should take. Comprehensive project reports are required after one year of project development and in the final year. In an effort to determine evaluative procedures and format prior to the onset of the project we have asked two Research Consultants - Larry Heinemann and George Maslany to contribute their expertise at a discussion on evaluation to be held at our next Management Committee Meeting. We are proposing an evaluation format that would relate to the aims and objectives for the project and would fit in with the types of research they have previously done and the requirements for the two comprehensive reports.

6. Community Contact

In order to obtain maximum community input to our plans for the development and onset of the project we felt it would be necessary to make extensive contacts with all Indian Band Chiefs in the province, all Social Services Regional office corrections staff in the province and selected offices of the Royal Canadian Mounted Police and Provincial Magistrates. We also felt that information about the program should be disseminated in ongoing contact with correctional institutions, staff of other Indian programs, such as Justice of the Peace, Court Worker and Special Constable programs. In view of this we are tentatively planning to attend District Chiefs meetings in July and August in all six Federation of Saskatchewan Indian districts, we are also planning on visiting the six Regional offices of Social Services where Probation Officers are likely to be located. These visits will also be made in July and August and will be co-ordinated with informal discussions about the project with other resource people in the Regions, (i.e.) police, Judiciary, Court Workers, Community-Training staff, special Indian Constables, and Indian Justices of the Peace.

W.P.
this item.

7. Philosophy Statement of Indian Probation Project

In view of changes that have taken place since the original plans for the Indian Probation Project were developed we have experienced some growing pains in relation to budgets and office accommodation. As much as possible we desire that the project should develop its own identity borrowing on the most positive aspects of the policies and procedures governing the operations of the parent bodies namely the Federation of Saskatchewan Indians and the Department of Social Services. With this in mind and subject to budgetary and administrative constraints, we have suggested such things as a separate project office, project stationary and identifying emblem, and a public education package for the project. We believe that these and possible future considerations in this respect will be important to the success and future development of the project and we are endeavoring to develop the Indian Probation Project along these lines.

AGREEMENT between

The Government of Saskatchewan,
Department of Social Services,
referred to in this Agreement
as the "Province"

- and -

The Federation of Saskatchewan
Indians, referred to in this
Agreement as the "Federation".

Concerning the management and funding of a three year Indian
Community Corrections Worker Project (Indian Probation Officers Project).

Title: "Indian Community Corrections Worker Project
(Indian Probation Officers Project)"

Cost: \$721,163

Duration: Three years and three months commencing
June 1, 1975 and terminating August 30,
1978.

Objective of the Project:

To reduce the number of incarcerations among
Indian people by offering Probation and
other Community Corrections services to
Indian people living on specified Reserves
in Saskatchewan.

Management of the Project:

1. The Province and the Federation agree that this Project will be under the authority and control of a Management Committee.
2. The Management Committee will be composed of two voting members from the Province and two voting members from the Federation with each member having an equal vote.
3. The Management Committee can appoint other non-voting members at their discretion.
4. The Management Committee will have responsibility for ensuring that such financial reports and progress reports are completed, as may be required under this Agreement.
5. The Management Committee have responsibility for the administration of the Project in accordance with the overall objective.
6. The Management Committee makes all final decisions regarding expenditure of funds.
7. The Project Coordinator is under the authority and direction of the Management Committee.
8. The Indian Probation Officers and clerical staff are responsible to the Project Coordinator and ultimately to the Management Committee.

9. The Province and the Federation agree that the Project Coordinator and Consultant will have their offices located in offices of the Department of Social Services and/or the Federation of Saskatchewan Indians.
10. The Province and Federation agree that the Indian Probation Officers and clerical staff will have their offices located in selected offices of the Department of Social Services, where supervision with respect to the quality of service will be provided by the Province.
11. The Province agrees to provide a Consultant from the Corrections Division for the duration of the Project.
12. (1) The Province and the Federation agree that progressive evaluations of the Project must be carried out, and that the Management Committee has responsibility for ensuring that this is done.
(2) The Project shall be evaluated on the basis of the following indicators and such others that may arise as experience indicates:
 - (a) the incarceration rate of participating Reserves.
 - (b) a monthly accounting and assessment of concrete services provided
 - (c) the number of Indian people from the Reserves affected who become involved in providing corrections services
 - (d) the observations of people who have received service from Project staff
 - (e) the observations of collateral agencies and individuals
 - (f) services provided by Project staff that are not provided by other organizations
 - (g) financial statements.
(3) Appropriate evaluation techniques, mechanisms and procedures are to be developed by September 1, 1975.
(4) An initial comprehensive evaluation of the Project shall be completed by October 15, 1976 and a final comprehensive evaluation shall be completed by May 30, 1978.

Funding:

1. The Federation agrees to be responsible for administering the funds, under the direction of the Management Committee.
2. The Province agrees to provide a total grant of \$721,168 to the Federation for the purpose of funding the Project.
3. The Federation agrees to maintain a special account to control the receipt and expenditure of the funds contributed by the Province and that the account may be audited, at any time by the Province, prior to the termination of the Project.

4. The Federation and the Province agree that the monies contributed by the Province shall be used only for the purposes set forth in Appendix "A", which is attached hereto and forms an integral part of this Agreement.

5. The Federation and the Province agree that the Management Committee will provide progress and year-end reports in a form suitable for publication and accompanied by financial statements, to the Province and the Federation, as follows:

October 15, 1975	progress report
March 1, 1976	year-end report
October 15, 1976	initial comprehensive evaluation
March 1, 1977	year-end report
October 15, 1977	progress report
March 1, 1978	year-end report
May 30, 1978	final comprehensive evaluation (necessary for Federal Government)
September 15, 1978	final complete project report

6. The Federation and the Province agree that prior to any action being taken to publish the progress reports, year-end and/or final reports, the Director, Consultation Centre, Department of the Solicitor General, shall be given the opportunity to submit comments and observations thereon, in consultation with the Management Committee.

7. The Province agrees to provide funds to the Federation as follows:

For the period June 1, 1975 to May 31, 1976

\$100,000 on the counter-signing of this Agreement.

\$75,000 prior to November 15, 1975 subject to the receipt and acceptance of the October 15, 1975 progress report.

\$37,937 prior to April 1, 1976 subject to the receipt and acceptance of the March 15, 1976 year-end report.

not exceeding a total sum of \$212,937.

For the period June 1, 1976 to May 31, 1977

\$100,000 on or about June 1, 1976

\$100,000 prior to November 15, 1976 subject to the receipt and acceptance of the October 15, 1976 progress report.

\$38,130 prior to April 1, 1977 subject to the receipt and acceptance of the March 15, 1977 year-end report.

not exceeding a total sum of \$238,130.

APPENDIX "A"

Indian Community Corrections Worker Project
(Indian Probation Officers Project)

Estimated Budget

I FIRST YEAR COSTS

1. Salaries

Project Coordinator

\$1,191 x 12 months \$ 14,292
plus three months phase-in 3,573
\$ 17,865

12 Indian Probation Officers

\$664 x 12 x 12 months \$ 95,616

4 Clerical Staff

\$460 x 4 x 12 months \$ 22,080

\$135,561

TOTAL SALARIES

2. Fringe Benefits

5% for Employer's share \$ 6,778

3. Vehicles

Private Cars - 8,000 miles @ 16.5¢
4,000 miles @ 13.5¢
6,000 miles @ 11.5¢ \$ 33,150

3 months phase-in for Coordinator \$ 518

TOTAL VEHICLES \$ 33,668

4. Sustenance

i) Project Coordinator @ \$200/month
(plus three month phase-in) \$ 3,000

ii) 12 Indian Probation Officers
@ \$100/month \$ 14,400

iii) Special Conferences & Workshops

Project Coordinator \$ 500

12 Indian Probation
Officers @ \$150 \$ 1,800

\$ 19,700

5. Interview space on Reserves - Rental	<u>\$ 3,600</u>
6. Consultation	<u>\$ 2,500</u>
7. Evaluation (\$5,000 for 3 years - allow \$1,000 during first year)	<u>\$ 1,000</u>

First Year Costs -

1. Salaries	\$135,561
2. Fringe Benefits	6,778
3. Vehicles	33,668
4. Sustenance	19,700
5. Interview space rental	3,600
6. Consultation	2,500
7. Evaluation	<u>1,000</u>

TOTAL \$202,807

8. 5% Administration fee
to the Federation \$ 10,130

TOTAL CASH COSTS
FIRST YEAR \$212,937

II SECOND YEAR COSTS

1. Salaries - minus phase-in plus 15%	\$151,786
2. Fringe Benefits (5%)	7,589
3. Vehicles + 10%	37,035
4. Sustenance + 10%	21,670
5. Interview space rental + 10%	3,960
6. Consultation + 10%	2,750
7. Evaluation (\$1,000, 1st year - \$2,000, 2nd year)	<u>2,000</u>

TOTAL \$226,790

8. 5% Administration Fee \$ 11,340

TOTAL CASH COSTS
SECOND YEAR \$238,130

III . THIRD YEAR COSTS

1. Salaries + 15%	\$174,554
2. Fringe Benefits (5%)	8,728
3. Vehicles + 10%	40,739
4. Sustenance + 10%	23,837
5. Interview space rental + 10%	4,356
6. Consultation + 10%	3,025
7. Evaluation (\$2,000 - 3rd year)	<u>2,000</u>

TOTAL \$257,239

8. 5% Administration Fee	<u>\$ 12,862</u>
--------------------------	------------------

TOTAL CASH COSTS
THIRD YEAR \$270,101

TOTAL CASH GRANTS

1st Year	\$212,937
2nd Year	\$238,130
3rd Year	<u>\$270,101</u>

TOTAL \$721,168

For the period June 1, 1977 to May 31, 1978

\$100,000 on or about June 1, 1977

\$100,000 prior to November 15, 1977 subject to the receipt and acceptance of the October 15, 1977 progress report.

\$70,101 prior to April 1, 1978 subject to the receipt and acceptance of the March 15, 1978 year-end report.

not exceeding a total sum of \$270,101.

8. In addition to the monies, the Province agrees to provide the staff of the Project with office space, supplies and furniture, telephones, typewriters, dictaphones, and transcribers as may be necessary.
9. That either the Province or the Federation may, at their discretion, terminate this Agreement upon 60 days notice in writing delivered to the other party.
10. Upon termination, a statement of account will be agreed upon and financial adjustments made accordingly.

The above terms and conditions are understood and agreed upon:

Signed at _____ on
_____ day of _____,
1975.

Minister of Social Services
Province of Saskatchewan

Signed at _____ on
_____ day of _____,
1975.

Chief of the Federation
Federation of Saskatchewan Indians

PROBATION & PAROLE MONTHLY REPORT FORM

APPENDIX C

REGION NO. REGION/WORKER NAME _____ MONTH YEAR

	CASES AT START OF MONTH	CASES OPENED DURING MONTH				TOTAL CASES DEALT WITH DURING MONTH	CASES CLOSED DURING MONTH						CASES AT END OF MONTH	
		NEW	REGION	PROVINCE	TOTAL		TERM EXPIRED	ORDER ALTERED REVOKED	TERMINATED ON REQUEST	TRANSFERRED OUT TO OTHER		P.S.R., C.I. ONLY AND POST-SENTENCE REPORTS		TOTAL
PROBATION														
PAROLE														

SUMMARY OF OTHER CASE ACTIVITIES

PRE-SENTENCE REPORTS COMPLETED THIS MONTH		ABSOLUTE DISCHARGES FOLLOWING PSR (662.1) THIS MONTH		CASES BEING SUPERVISED BY VOLUNTEER AT MONTH END	
COMMUNITY INVESTIGATIONS COMPLETED THIS MONTH		CONDITIONAL DISCHARGES GRANTED THIS MONTH	WITH SUPERVISION	CASES BEING SUPERVISED BY OTHER AGENCY AT MONTH END	
POST-SENTENCE REPORTS COMPLETED THIS MONTH			WITHOUT SUPERVISION (PSR ONLY)	CASES BEING SUPERVISED BY OTHER PROVINCE AT MONTH END FOR OTHER PROVINCE AT MONTH END	
PRE-SENTENCE REPORT INFORMATION FOR OTHER PROVINCE/REGIONS THIS MONTH		BREACHES REPORTED THIS MONTH		CASES IN CTR AT MONTH END	
TEMPORARY ABSENCE REPORTS COMPLETED THIS MONTH-FEDERAL		BREACHES ACTED UPON THIS MONTH	TOTAL	CASES IN GROUP HOMES/PROBATION HOSTELS AT MONTH END	
TEMPORARY ABSENCE REPORTS COMPLETED THIS MONTH-PROVINCIAL		RESTITUTION OR COMPENSATION CASES OPENED THIS MONTH (NUMBER ONLY)	\$200 OR LESS	INTERMITTENT SENTENCE CASES WITH SUPERVISION AT MONTH END	
TEMPORARY ABSENCES SUPERVISED THIS MONTH			MORE THAN \$200	PSR, CI AND POST-SENTENCE REPORT CASES PENDING AT MONTH END	

COMMENTS:

SURVEY FORM

(To be completed by each probation officer annually)

1. Workers Name: _____ Regional Office _____
Supervisor: _____ Address _____
2. How many reserves do you serve? _____ List: _____

3. Do you have regular contact with your supervisor? Yes ___ No ___
If yes, how often? _____ If no, why not? _____
4. Do you meet regularly with the Band Chief or Council?
Yes ___ No ___ For what purposes? _____

5. Does the Band Council co-operate with you in carrying out your responsibilities?
(a) Yes ___ No ___
(b) If no, why not? _____

(c) If yes, how do they assist? _____

6. What developments are taking place on reserves you serve which have helped you in your job: (specify)
(a) Correction _____

(b) Economic Development _____

(c) Community Services _____

(d) Preventive Education and Job Training _____

(e) Cultural-Historical _____

(f) Social Services _____

(g) Recreation _____

(h) Alcoholism Programming _____

(i) Community Organizing _____

(j) Band organization _____

7. What is the nature of your contacts with the police?

(a) Good _____ Fair _____ Poor _____

(b) If poor, why? _____

8. What is the nature of your contacts with the Judge or Magistrate
in your area?

(a) Good _____ Fair _____ Poor _____

(b) If poor, why? _____

9. ✓ Do you have contacts with other special Indian justice, and corrections personnel?

(a) Indian Justice of the Peace? Yes _____ No _____

If no, why not? _____

If yes, describe nature of contact: _____

(b) Special Constables Program? Yes _____ No _____

If no, why not? _____

If yes, describe nature of contact: _____

(c) Native Court Workers Program? Yes _____ No _____

If no, why not? _____

If yes, describe nature of program: _____

(d) Other Native Organizations:

<u>Name of Organization</u>	<u>Describe Nature of Contact</u>
-----------------------------	-----------------------------------

_____	_____
_____	_____
_____	_____
_____	_____

10. What is the most serious problem or problems you encountered in working with:

Band leaders _____

Band members _____

Offenders _____

Police _____

Judges _____

Other Colleagues _____

Other Agencies _____

11. What community corrections programming on reserves or development programs in the socio-cultural-economic areas are needed to support the probation project?

Reserve

Program

12. Do you think Indian offenders are treated fairly by:

Yes

No

Why

Police

Judges

Employers

Reserve Leaders

Band Members

Gov't. Agencies

INDIAN PROBATION OFFICER PROJECT
 QUESTIONNAIRE FOR GATHERING INFORMATION ON OFFENDERS

1. Name: _____ Residence: _____ Reserve: _____ Client No. _____

2. Record:

Detachment	Court	Magistrate	Date of Conviction	Charge	Disposition								
					Not Guilty	Suspended Sentence w/o Prob.	Suspended Sentence w. Prob.	Conditional Release w. Prob.	Institutional Sentence	Restitution	Fine	Driving Prohibition	Other

3. Birth date: _____ Marital Status: _____ Dependents: _____

4. Educational Level: _____ Usual Occupation: _____ Work History: Regular Empl. _____

5. Other Relevant Information: _____ Seasonal Empl. _____

_____ Casual Empl. _____

_____ Short term & Unstable _____

_____ None _____

INDIAN PROBATION PROJECT

QUESTIONNAIRE TO INTERVIEW PROBATIONERS

A) Pre Project Corrections Contacts

1. Name: _____ Present Address: _____
2. Did you have court appearances or convictions prior to your present offense: Yes _____ No _____
3. How did the Judge dispose of your case? Fine _____ Probation _____
Incarceration _____ Other (specify) _____
4. How did the Police treat you at that time? Good _____ Fair _____
Poor _____ Explain: _____
5. How did the Judge treat you? Good _____ Fair _____ Poor _____
Explain: _____
6. If you received probation, how did your Probation Officer treat you?
 Didn't understand me _____
 Saw him infrequently _____
 Never came to visit me _____
 Provided no help _____
 Other (specify) _____

B) During Project, Corrections Contacts

1. Have you been treated differently under the Probation Project?

	<u>Yes</u>	<u>NO</u>	<u>Explain</u>
- Police	_____	_____	_____
- Judge	_____	_____	_____
- Probation Officer	_____	_____	_____

2. What help have you received from your Probation Officer?

Supervision _____

Employment _____

Education and Training _____

Information and Referral _____

Community Involvement _____

3. Are members of your community involved in helping you?

WHO

HOW

4. What is the most serious problem or problems you have had while on probation? List: _____

5. Did you get help in dealing with these? Yes _____ No _____

How: _____

6. Do you feel that the Probation Project helped you? Yes _____ No _____

How: _____

7. How could the project be improved? _____

8. Do you think probationers or former offenders would like to be involved in the project?

(a) Yes _____ No _____

(b) If yes, how? Service Role _____

Other _____

(c) If no, why not? _____

9. Do you have any other suggestions or comments about the project?

INDIAN PROBATION PROJECT

OPEN ENDED INTERVIEW SCHEDULE

1. Have you heard of the Indian Probation Project? Yes ___ No ___
2. If yes, how did you hear about it? P.O. ___ F.S.I. Worker ___
News media ___ Other _____
3. Do you know _____, the Indian Probation Officer
who serves this community? Yes ___ No ___
4. How did you get to meet him? He introduced himself ___ Casually ___
In court ___ Other _____
5. In your opinion, was there a serious problem of crime and
delinquency in your community prior to the year 1975? Yes ___ No ___
6. Do you believe the situation has changed since that time? Yes ___
No _____. How? Better ___ Worse ___
7. What do you believe are the main reasons for crime in your
community? List _____

8. In your opinion, has the work of the Probation Officer helped
improve the situations causing crime? Yes ___ No ___ How?

9. How much contact have you had with the Probation Officer?
Regular ___ Irregular ___ Frequent ___ Infrequent ___ None ___
10. Has the Probation Officer been helpful to you in carrying out
your duties? Yes ___ No ___
11. If yes, how? _____

12. If no, why not? _____

13. Have your contacts with members of the Indian community and with Indian offenders changed any as a result of the Project? Yes No How? _____
14. Have there been developments in the Indian community which have helped in carrying out the Probation Project? Yes No List _____
15. As a result of the Project, have there been any changes in the Indian community in the following areas:
- a) Nature of offenses? Yes No
 - b) Nature of offenders? Yes No
 - c) Crime rates? Yes No
 - d) Disposition of criminal charges? Yes No
 - e) In the way court deals with Indian offenders? Yes No
 - f) In Indian-police relationships? Yes No
 - g) In services available to offenders? Yes No
 - h) ~~Other (List)~~ _____
16. In your opinion, are Indian Probation Officers more effective in working with native people than ~~white~~ Probation officers? Yes No
17. Have you been able to have an input into the development of policies for the Probation Project? Yes No
18. In your opinion, to what extent are the recommendations of the presentence reports useful and appropriate? Yes No
19. Has the Project assisted in the development of preventive community programs? Yes No
20. Do you have any comments about the programs or suggestions for improving the project? List _____

ATTITUDINAL QUESTIONNAIRE

A. Name of Person Interviewed: _____

B. Reserve: _____ Position: _____

C. Attitudes Re: Law and Order in the Community

1. There is a lot of crime in this community? Agree _____ Disagree _____
2. I consider the crime in this community to be a serious problem?
Agree _____ Disagree _____
3. Most of the band members are law abiding citizens?
Agree _____ Disagree _____
4. Community members complain to me about crime?
Agree _____ Disagree _____
5. Police are called to this community often to investigate offenses? Agree _____ Disagree _____

D. Attitudes Towards Offenders

1. Offenders returning to this community are a serious problem?
Agree _____ Disagree _____
2. People in this community are afraid of offenders returning to the community? Agree _____ Disagree _____
3. Community people fear for the safety of their children at the hands of returning offenders? Agree _____ Disagree _____
4. Community people accept offenders freely back into the community? Agree _____ Disagree _____
5. Community people encourage offenders to participate in community activities? Agree _____ Disagree _____
6. Community people attempt to exclude offenders from participation in community activities? Agree _____ Disagree _____

E. What Is The Responsibility of the Community and Its Leaders Toward Offenders

1. Community people have a responsibility to assist offenders?
Agree _____ Disagree _____

2. Community leaders have a responsibility to assist offenders?
Agree _____ Disagree _____
3. Offenders should be allowed to fill jobs available in the community? Agree _____ Disagree _____
4. Offenders should be encouraged to settle and seek employment elsewhere? Agree _____ Disagree _____
5. The community should develop corrections services to rehabilitate offenders? Agree _____ Disagree _____
6. Offenders can be rehabilitated? Agree _____ Disagree _____

F. How Should Offenders Be Treated

1. Offenders should receive long jail sentences?
Agree _____ Disagree _____
2. Fewer offenders should be sent to jail and more use should be made of probation, fine option, and other community corrections programs? Agree _____ Disagree _____
3. Offenders committing violence, sexual offenses, homicides, and other serious offenses should always be sent to jail and receive punishment in jail? Agree _____ Disagree _____
4. Some violent offenders (murderers, rapists) should be sentenced to capital punishment? Agree _____ Disagree _____
5. Indian people commit offenses because they are poor and discriminated against and therefore should be treated leniently? Agree _____ Disagree _____
6. Band leaders should have the right to exclude persons committing serious offenses from the reserve? Agree _____ Disagree _____

G. Attitudes Towards Police

1. Community people are satisfied with the services of the R.C.M.P.? Agree _____ Disagree _____
2. We should be allowed to police our own reserves?
Agree _____ Disagree _____
3. The people in the community can relate better to Indian Police Constables? Agree _____ Disagree _____

4. The R.C.M.P. practice violence and brutality toward our people?
Agree _____ Disagree _____
5. The police treat white offenders in the area better than they treat Indian offenders? Agree _____ Disagree _____
6. Police don't inform Indian people of their rights and lay more serious charges against them than they do against whites?
Agree _____ Disagree _____

H. Attitudes Toward Judicial System

1. Indians seldom get just treatment in court because they can't afford good lawyers? Agree _____ Disagree _____
2. Legal aid clinics are not available or helpful to Indian people? Agree _____ Disagree _____
3. Judges are biased against Indian people? Agree _____ Disagree _____
4. Courts hand out longer sentences to Indian people?
Agree _____ Disagree _____
5. Courts view the murder of an Indian as less serious than the murder of a white? Agree _____ Disagree _____
6. Charges of abuse of Indians by Police and Courts are generally ignored by provincial justice departments or if investigated are whitewashed by government officials?
Agree _____ Disagree _____

RESERVES VISITED BY STUDENTS DURING THE COMMUNITY SURVEYIn Both 1976 and 1978

- | | |
|----------------------|-----------------------|
| 1. White Bear | 33. Witchekan |
| 2. Assiniboine | 34. Muskeg Lake |
| 3. Sakimay | 35. Mistwasis |
| 4. Kahkewistahow | 36. Red Pheasant |
| 5. Cowessis | 37. Poundmaker |
| 6. Ochapowace | 38. Little Pine |
| 7. Piapot | 39. Sweetgrass |
| 8. Muscowpetung | 40. Mosquito |
| 9. Pasqua | 41. Moosomin |
| 10. Standing Buffalo | 42. Saulteaux |
| 11. Peepeekeesis | 43. Thunder Child |
| 12. Okanese | 44. Meadow Lake |
| 13. Star Blanket | 45. Waterhen |
| 14. Cote | 46. Joseph Bighead |
| 15. Key | |
| 16. Keeseekose | <u>1978 Only</u> |
| 17. Nut Lake | 47. Little Red |
| 18. Poorman | 48. Little Black Bear |
| 19. Gordon | 49. Onion Lake |
| 20. Day Star | 50. Loon Lake |
| 21. Muskowekwan | 51. Ministakwan |
| 22. Kinistino | 52. Chitek |
| 23. John Smith | |
| 24. Red Earth | |
| 25. Shoal Lake | |
| 26. James Smith | |
| 27. Wapeton | |
| 28. Sturgeon Lake | |
| 29. One Arrow | |
| 30. Beardys | |
| 31. Sandy Lake | |
| 32. Whitefish Lake | |

Persons Interviewed by Evaluator

A. Members of the Management Committee

1. Lem Boyd - Chief Probation Officer, D.S.S. (1976 & 1978)
2. Len Soiseth - Director of Community Corrections, D.S.S.
(1976 & 1978)
3. John Ursan - Consultant, F.S.I. (1976)
4. Cliff Starr - Executive Director, F.S.I. (1976 & 1978)
5. Dennis Wiginton, Consultation Centre, the Ministry (1976 & 1978)
6. Chad Musk - Solicitor, Attorney General's Department (1976)
7. Fred Starr - Project Co-ordinator, F.S.I. (1976)
8. Warren Williams - Project Consultant, D.S.S. (1976 & 1978)
9. Carole Sanderson - F.S.I. (1978)
10. Jeff Bugera - Attorney General's Department (1976)
11. Terry Thompson - Director of Corrections (1978)
12. Harvey Lammer - D.I.A.N.D. (1978)

B. Probation Supervisors

1. Lloyd Soroka - Weyburn Region, D.S.S. (1976)
2. Bill Tingley - Qu'Appelle Region, D.S.S. (1976)
3. Keith Bell - Yorkton Region, D.S.S. (1976 & 1978)
4. Larry Mitchel - Melfort Region, D.S.S. (1976)
5. Dave Simpson - Prince Albert Region, D.S.S. (1976)
6. Doug Primeau - Prince Albert Region, D.S.S. (1976 & 1978)
7. Dennis Chubb - North Battleford Region, D.S.S. (1976 & 1978)
8. Bill Fayant - Regina Probation Unit (1978)
9. Annette Neustadter - Melfort Region, D.S.S. (1978)
10. Asdok Goudar - Supervisor, Regina Probation Unit (1978)

C. Judges of Provincial Magistrates Courts

1. Judge McLean - Yorkton-Kamsack area (1976)
2. Judge Parker - Melfort-Tisdale area (1976 & 1978)
3. Judge Goliath - Meadow Lake-Prince Albert area (1976 & 1978)
4. Judge Mooney - Prince Albert Rural (1976)
5. Judge Policha - North Battleford area (1976 & 1978)
6. Judge Blais - North Battleford area (1976 & 1978)

7. Judge Lee - Estevan-Carlyle area (1976)
8. Judge Archambault - Prince Albert city (1976)
9. Judge Demong - Regina-Fort Qu'Appelle Rural area (1976)
10. Judge Seniuk - Meadow Lake (1978)
11. Judge Ferris - Prince Albert (1978)
12. Judge Bonneycastle - Prince Albert (1978)
13. Judge Crawford - Regina (1978)
14. Judge Chorneyko - Wynyard (1978)
15. Judge Boyce - Regina (1978)
16. Judge McKay - Yorkton-Kamsack (1978)

D. Police Personnel

1. Staff Sgt. Crawford - Carlyle Detachment R.C.M.P. (1976)
2. Staff Sgt. Reilly - Fort Qu'Appelle Detachment R.C.M.P. (1976)
3. Staff Sgt. McPhee - Kamsack Detachment R.C.M.P. (1976)
4. Constable Buchanan - Pelly Detachment R.C.M.P. (1976)
5. Constable Reese - Pelly Detachment R.C.M.P. (1976)
6. Constable Bedner - Rose Valley Detachment R.C.M.P. (1976 & 1978)
7. Constable Fender - Melfort Detachment R.C.M.P. (rural) (1976)
8. Constable Urquhardt - Melfort City Detachment R.C.M.P.
(1976 & 1978)
9. Sgt. Baker - Meadow Lake Detachment R.C.M.P. (1976 & 1978)
10. Sgt. Wooton - Rosthern Detachment R.C.M.P. (1976)
11. Sgt. Kealey - Shellbrook Detachment R.C.M.P. (1976 & 1978)
12. Sgt. Peicowye - Prince Albert City Police (1976)
13. Sgt. Drake - Prince Albert City Police (1976)
14. Staff Sgt. Shearer - Cutknife Detachment R.C.M.P. (1976 & 1978)
15. Sgt. Embury - North Battleford City Detachment R.C.M.P. (1976)
16. Staff Sgt. Wright - North Battleford Rural Detachment R.C.M.P.
(1976)
17. Sgt. Osborne - Broadview Detachment R.C.M.P. (1976)
18. Cpl. O'Donnel - Carlyle Detachment (1978)
19. Cpl. Lee - Fort Qu'Appelle Detachment (1978)
20. Staff Sgt. Weafer - Broadview Detachment (1978)
21. Staff Sgt. Parsons - Kamsack Detachment (1978)

22. Cpl. McKell - Pelly Detachment (1978)
23. Sgt. Eonie Hawbolt - Prince Albert Detachment (1978)
24. Staff Sgt. Smith - Rosthern Detachment (1978)
25. Staff Sgt. Young - North Battleford City Detachment (1978)
26. Staff Sgt. Denin - North Battleford Detachment (1978)

E. Legal Aid Personnel Interviewed 1978 Only

1. Dave Bright - Parkland Legal Aid Clinic, Yorkton
2. Ed Gosselin - Pasqua Legal Aid Clinic, Melfort
3. Terry Dust - Valley Legal Aid Clinic, Duck Lake and area
4. Terry Bekolay - Prince Albert Legal Aid Clinic
Morris Martin)
Rodger Devine) joint interview
Barry Treacy)
5. Brian Beresh - North Battleford Legal Aid Clinic
6. George Thurlow - Meadow Lake Legal Aid Clinic

F. Court Workers Interviewed 1978 Only

1. Leon Matchee - Meadow Lake
2. Bob Jamerson - Prince Albert
3. Janet Robinson - Prince Albert
4. Lucy Vermettee - Prince Albert

G. Other Persons Interviewed

1. Bob Deverome - Director of Planning and Education and
Indian Cultural College, Saskatoon (1976)
2. Jeremy Hull - Program Developer, Indian Cultural College,
Saskatoon (1976)
3. Rod King - Director of Community Development, Regina (1976)
4. Garld Malin - Assistant Director, Personnel and Staff
Training, Regina (1976 & 1978)
5. George Arcand - Supervisor, Court Workers, Prince Albert (1976)
6. Norbert Dumais - New Native Youth, Prince Albert (1976)
7. Ed Pelletier - Fine Option Supervisor, Regina (1978)

8. Pat LaChance - Left staff as final evaluation began
9. Serge Kujawa - Director, Policy and Planning Branch,
Attorney General's Department - Interviewed
with Bugera.
10. Len Epp - National Parole Service representative - Regina
11. Hubert Ballandyne - Fine Option Supervisor - Prince Albert
12. Max Lucier - N.A.C. Counsellor - Prince Albert.

The Summer Students - 1978

1. Helen Semagnis, age 18, one year university. Home - Poundmaker Reserve.
2. Donna Crowe, age 25, certificate in social work, Saskatchewan Indian Cultural College. Home - Piapot Reserve.
3. Holly Pelletier, age 21, Grade 10. Home - Cowessis Reserve.
4. Sheryl Thompson, age 19, one year university. Home - Carry The Kettle Reserve.

The Criminal Justice Workers

1. Alvin Cote - Regina Probation Unit
2. Sandy Ried - Regina Probation Unit
3. Bruce Kaye - Regina Probation Unit
4. Brenda Kayseas - Regina Probation Unit
5. Rhonda Severight - Yorkton Region
6. Delores Arund - Prince Albert Region
7. Emile Gamble - Prince Albert Region
8. Vera Poitras - Prince Albert Region
9. Ron Bighead - Prince Albert
10. Shirley Martel - Meadow Lake
11. Flisa Mocassin - North Battleford
12. Erma Fineday - North Battleford
13. Sharon Baptiste - North Battleford.

The Summer Students - 1976

1. Laurette Gilchrist, age 28, Graduate of Cultural College, Social Service Program. Home - Meadow Lake Reserve.
2. Maureen Merasty, age 29, Graduate of Cultural College, Social Service Program. Home - Peter Ballantyne Reserve.

3. Linda McCallum, age 25, Graduate of Cultural College,
Social Service Program. Home - Stoney Rapids Reserve.
4. Lucy Gare, age 21, Graduate of Cultural College Program.
Home - Patunak Reserve.

INDIAN PROBATION PROJECT

Staff and Training Review

1. Three one-week orientation sessions at the Saskatchewan Indian Cultural College in Saskatoon, attended by all project staff - Orientation to the Indian Act, Treaties, Indian Affairs and Federation of Saskatchewan Indians Programs and structure. November 1975, Feb. 1976 and April, 1976.
2. Staff workshop at Qu'Appelle Indian Student Residenc^t - Lebret Attended by original 9 probation officers, project director and consultant - August 1975.
3. Correcting Corrections, Calgary. Attended by Project Director and Consultant in October 1975.
4. Canadian Advisory Council on the Native Offender, Montreal. Attended by project director and consultant. Feb. 1976.
5. FSI Staff Training workshops Sept. 1976, Oct. 1976, Prince Albert plus selected FSI staff workshops, Saskatoon and Fort Qu'Appelle. Nov. 1976.
6. Canadian Congress of Criminology and Corrections, Calgary - July 1977 attended by all Project Staff.
7. Indian Government Workshop in Saskatoon attended by all Project staff. March 1978
8. Conference on Youth Conflict and the Law - June 1976. Attended by project director and consultant. Kingston, Ontario.
9. Conference on Diversion, October 1977 Quebec City attended by project assistant director.

10. NIB General Assembly - September 1976, Winnipeg, Manitoba attended by project director and consultant.
11. Swift Bird Correctional Facility Invocation, Sioux Falls, South Dakota, November 1977 attended by two project probation officers.
12. Tri-program workshops. October, November 1976. Prince Albert and Regina attended by all project staff.
13. Ongoing training - Orientation by probation supervisors. Attendance at Annual Probation Officers conference, 1976, 1977, 1978. Selected staff attendance at All Chiefs Conference.
14. Department of Social Services Quarterly Corrections and Probation Management Meetings attended by project director and consultant.

I N D I A N P R O B A T I O N P R O J E C T

Appendix H-1

INITIAL TRAINING SCHEDULE

August 23, 1975 Social meeting - Indian Probation Project staff in Fort Qu'Appelle

August 24 - 26 Indian Probation Project staff attend Communications Workshop - Lebret Student Residence

September 2 - 26 Nine staff begin work with orientation to various regional offices

September 29 -
October 10 Indian Probation officers attend Corrections Staff Training Sessions in Prince Albert

October 14 - 17 Project staff attend Probation Officers Conference in North Battleford

October 20 Project work begins

SUGGESTIONS RE ONGOING TRAINING AND STAFF DEVELOPMENT -

- 1) Regular meetings of all project staff every month or two months
- 2) Regular meetings of project Probation Supervisors every month or two months or three months
- 3) Work-shop at Indian Cultural College in Saskatoon with content to examine community development, Indian culture and language

INDIAN PROBATION PROJECT

Appendix H-2

STAFF TRAINING

IDENTIFIED PROBLEMS AT LEBRET WORKSHOP - AUGUST 26, 1975:

1. Lack of training and experience re alcoholism
2. Lack of knowledge of R.C.M.P. and Band Councils re each other
3. Concern about being swallowed up into traditional service patterns
4. Concern about reception of Bands and people on reserves
5. Concern about working in geographical areas where past personal relationships might make (present) problems
6. Concern about maintaining a political stance
7. Lack of awareness of resources

<p>Thursday, Sept. 30 9:00 a.m.</p> <p>INTRODUCTION - Objective - Method - Content - Expectations 10:30 a.m.</p> <p>CORRECTIONS IN CANADA TODAY - An overview</p>	<p>Friday, Oct. 1 9:00 a.m.</p> <p>JUDICIAL PROCESS - Types of offences - Rights of election - Levels of courts and jurisdiction - You as a witness in court - Bail process</p>	<p>Saturday, Oct. 2 9:00 a.m.</p> <p>FINE OPTION PROGRAM - Purpose - Method of operation - Implications 10:15 a.m.</p> <p>PROBATION - Purpose - Method of operation - Limitations - New directions</p>	<p>Sunday, Oct. 3 9:00 a.m.</p> <p>ADULT CORRECTIONAL CENTRES a) Purpose b) Jurisdiction c) Inst. Components - inmate subculture - custody - treatment d) Programs offered 11:00 a.m.</p> <p>THE FEMALE OFFENDER - An overview</p>	<p>Monday, Oct. 4 9:00 a.m.</p> <p>INTRO. TO PAROLE - Purpose - Methods of operation - Limitations - Selection process - Future trends</p>
<p>1:15 p.m.</p> <p>JUVENILE SYSTEM - Overview of family - Services - Programs in Sask. - Institution serv. 3:30 p.m.</p> <p>YOUTH OFFENDER'S ACT - its implications</p>	<p>1:15 p.m.</p> <p>CRIME PREVENTION - prior to singling out the delinquent on a legal basis 3:00 p.m.</p> <p>ROLE & FUNCTION OF THE POLICE</p>	<p>2:00 p.m.</p> <p>MAGISTRATES COURT a) Sentencing practices - principles, objectives, and factors involved b) Conc. vs Cons sentences. Why?</p>	<p>1:15 p.m.</p> <p>COMMUNITY-TRAINING PROGRAM - purpose - method of operation - limitations - selection process - effects on inst.</p>	<p>1:15 p.m.</p> <p>CORRECTIONS IN SASKATCHEWAN a) Today b) Tomorrow</p>
<p>Monday, Oct. 6 9:00 a.m.</p> <p>DRUGS - a visual overview of drugs being used in this area</p>	<p>Tuesday, Oct. 7 9:00 a.m.</p> <p>ALCOHOL (DRUG) ABUSE - a look at their relationship with the person in conflict with his social community.</p>	<p>Wednesday, Oct. 8 9:00 a.m.</p> <p>THE INDIAN AS A RECIPIENT OF OUR SOCIAL SERVICE PROGRAMS - concerns - conflicts 10:30 a.m.</p> <p>APPROACHES - a time for change</p>	<p>Thursday, Oct. 9 9:00 a.m.</p> <p>ASSESSMENT PROCESS</p>	<p>Friday, Oct. 10 9:00 a.m.</p> <p>CONTRIBUTING FACTORS - their relevance to the handling of the problem person</p>
<p>1:15 p.m.</p> <p>THE "ALCOHOLIC" - Towards an understanding of this person</p>	<p>1:15 p.m.</p> <p>INDIAN CULTURE - values - concepts - conflicts</p>	<p>1:15 p.m.</p> <p>ASSESSMENT PROCESS</p>	<p>1:15 p.m.</p> <p>PROBLEM BEHAVIOUR - a look at factors that may contribute to undesirable behaviour that is outside the control of the individual</p>	<p>1:15 p.m.</p> <p>ORAL EXAM</p>
<p>7 - 11 p.m. Police Patrol</p>	<p>7 - 11 p.m. Police Patrol</p>	<p>7 - 11 p.m. Police Patrol</p>	<p>7 - 11 p.m. Police Patrol</p>	

Government of the Province of Saskatchewan
DEPARTMENT MEMO

Appendix H-4

From Chief Probation Officer

Date August 25, 1974

To DISTRIBUTION ATTACHED

Your Ref.

Re "THE WORK WE DO"
Probation Officers' Conference
October 14 - 17, North Battleford

Our File 4-3

The above Conference will be held at the Capri Hotel in North Battleford commencing at 1:00 p.m. on Tuesday, October 14 and ending at noon on Friday, October 17. A block of rooms will be reserved at the above Hotel. Once it is confirmed how many and who will attend, reservations will be made on your behalf. Dennis Chubb will be making the arrangements.

I would like to emphasize that it is important to advise the Judges in your area of the Conference and its purpose. The various courts were most helpful in limiting their requests for service during our Conference last year. I anticipate similar co-operation this year.

The primary purpose of this year's Conference is "Training and Development". We want to realistically talk about what we are doing in the field. Therefore, the Conference will develop around a framework of the work we do as Probation Officers. Hence the theme or title "The Work We Do".

The exact details or format for the theme are being worked on by various Probation staff. We fully intend to use our own staff as the main resources.

Briefly, there will be three workshops.

Part I - Assessment and Planning

This will include our ability to identify the offender's problem, make an accurate assessment and develop an appropriate plan.

Part II - Short-Term Intervention
or Involvement

What do we do with the offender from the time of referral to a month after he receives probation? This is a critical period in working with the offender.

Part III - Referrals and Use of Resources

Probation Officers are often seen as Resource Managers. How do you make an appropriate referral? What do you do when there is a lack of resources in your area?

The workshops will certainly overlap, as all three functions blend together and may go on at the same time. However, we will attempt to delineate the three areas for the purposes of training.

To assist us in looking at "Referrals and Resources", the first afternoon will be utilized in visiting several resources in North Battleford. Tentatively, these include the Saskatchewan Hospital, the Community-Training Residence, and Redfield Group Home. There will be time for discussions with appropriate people in each resource. Dennis Chubb is making the arrangements.

Other goals of the Conference are:

- Information sharing
- Social Interaction and Exchange of Ideas with Colleagues
- Resource Familiarization

The following is a tentative agenda. A more detailed agenda will follow at a later date.

October 14	1:00 p.m.	Registration and Introduction to Conference
	2:00 p.m.	Tours of Resources
October 15	9:00 a.m. - Noon	Information Sharing
	1:30 p.m. - 5:00	Part I - Assessment
October 16	9:00 a.m. - Noon	Part II - Short-Term Involvement
	1:30 p.m. - 5:00	Part III - Referrals - Resources
October 17	9:00 a.m. - Noon	- Evaluation - Develop new Committee on Probation Services - Open agenda

We intend to have a dinner on Thursday evening with invited guests, and a closing luncheon on Friday.

Tentatively, there may be as many as 70 to 80 persons attending. This will include all our Probation Officers and Supervisors, D.N.S. Corrections staff, the Indian Probation Project staff, and some selected guests.

I anticipate a useful and worthwhile Conference. I would like to encourage some thought being given to the various workshops so that everyone can participate meaningfully.

Although I anticipate all Probation Staff attending, please advise me of the names of your staff who will be participating.

Please share this memo with your Probation staff.

A handwritten signature in cursive script, appearing to read "L. W. Boyd". The signature is written in dark ink and is positioned above the typed name.

L. W. Boyd.

LWB/nb



Phone: 244-1146

December 9, 1975.

Saskatchewan Indian Cultural College
Emmanuel & St. Chad, U. of S. Campus
P.O. Box 3085
Saskatoon, Sask. S7K 3S9

Mr. Fred Starr, Co-ordinator,
Indian Probation Officers' Project,
Federation of Saskatchewan Indians,
1715 South Railway,
Regina, Sask. S4P 0A6

Dear Fred:

Re: I.P.O.P. Workshops

Jeremy Hull drew up the enclosed workshop format, using the information you and Warren gave me. I've also included the 'rough' budget. If you want us to go ahead, we will develop a more specific agenda and budget.

Sincerely yours,

Robert J. Devrome, Co-ordinator,
Extension Services.

/rd

Encl.

c.c. J. Hull
R. McLaren

SASKATCHEWAN INDIAN CULTURAL COLLEGE WORKSHOPS
FOR THE
INDIAN PROBATION OFFICERS' PROJECT

Purpose

This three-part training program is designed to train the Indian Probation Officers for work in Indian communities. It will provide them with some historical background in the areas of culture and legal structures. This kind of information is necessary to understand the behavior of any group of people. Scarcely anything is said about current Indian concerns without reference to the Treaties and Indian culture.

Secondly, the trainees will become familiar with the present organizational and bureaucratic structures which are part of Indian life. This will include the Indian Affairs Branch, whose responsibilities are based on the Treaties and the Indian Act, and the Federation of Saskatchewan Indians and the National Indian Brotherhood. A look at the history, structure and programs of each organization will be included.

Finally, training in human relations will be given with emphasis on the communication problem that trainees may be faced with and ways of dealing with these problems. This will involve gaining an understanding of some of the problems and viewpoints their clients may have. A group representing a cross-section of people in Indian communities will be called upon to participate in this phase of the training so that trainees will be faced with some concerns about corrections from the vantage point of the Indian communities.

WEEK I - JANUARY,

Monday

History of Indian Affairs. Starting from the early British Treaties with North American Indians, the changing official conceptions of Indian Affairs by first the British and French, and then the Canadian Government will be traced. Major policy shifts in areas of education, religion, agriculture, etc. will be discussed, particularly in the period since Confederation, as they affected Saskatchewan Indians. The 1947 Liquidation Plan, the 1969 White Paper, and the 1975 Guidelines will be looked at, along with the extremes of official Indian Affairs policy: paternalism and termination.

Tuesday

Structure of Indian Affairs. A look at the present structure of the Department of Indian Affairs (District, Regional and Federal offices). Lines of authority and internal decision-making processes will be covered, with an emphasis on how decisions concerning money are made. Indian Affairs budgetting procedures will be discussed, as well as the role of the Treasury Board, and "A" and "B" level budgets.

Indian Affairs Programs. An outline of the programs and services Indian Affairs offers to Bands, including:

- Core Funding
- Band Exchange
- Consultant Services
- Financial Services
- Education (In-School) Services
- Post-School Services
- Housing Program

- Off-Reserve Housing Program
- Job Counselling and Placement
- Economic Development Program.

Wednesday

History and Structure of the Federation of Saskatchewan Indians. A

Federation of Saskatchewan Indians' Programs. Descriptions of the purpose and scope of the Federation of Saskatchewan Indians' programs will be given, including some history where appropriate. The following will be covered:

- Community Development Program
- Indian Rights and Treaties Research.

Thursday

Federation of Saskatchewan Indians' Programs (Continued).

- Communications
- Health Liaison Workers
- Sports and Recreation
- Saskatchewan Indian Agriculture Program
- Saskatchewan Indian Women's Association
- Saskatchewan Indian Cultural College
- Organization (The following programs, which are part of, or associated with the Cultural College, will be covered:)
 - Cultural Program

- Indian Art
- Music and Drama
- Community Education
- Library Services.

Friday

Federation of Saskatchewan Indians - Cultural College Programs (Continued)

- Extension Services
- I.T.E.P., Associate Teacher Training and Indian Language
Instructors Training
- Curriculum Development and Research
- Indian Guidance Counsellors
- Child Care Workers

History, Structure and Purpose of the National Indian Brotherhood.

- Organization
- History and Purpose
- Relation to Indian Associations
- Relation to Government.

WEEK II - FEBRUARY, 1976

Monday

This day will deal with the historical and cultural background to the Treaties and the Indian Act. What was the culture of Saskatchewan Indians before signing of the Treaties and how it has changed over the years? What was the understanding of the signers of the Treaties, and how did they see it protecting their culture? These cultural questions will be discussed.

The history of how the Indians and whites dealt with others up to the signing of the Treaties will also be covered. The development of the fur trade, the roles of different groups of Indians in this trade, the plan for the agricultural development of the Prairies, and the building of the railroad will be related to the economic pressures bearing down on Saskatchewan's Indian people.

Tuesday

On this day, the negotiations for the Treaties signed in Saskatchewan will be examined closely. Discussion will centre on:

- the economic pressures on Indians
- the economic and political pressures on the Government
- how each side viewed and understood the Treaties
- how each side envisioned the future after the Treaties had been signed.

Elders with knowledge of the Indian understanding of the Treaties will act as resource people on this day and throughout the week.

Wednesday

A continuation of the discussion of the Treaties with emphasis on the details of the written documents, how they have been interpreted over the years, how they should have been interpreted, and present threats to Treaty Rights.

Wednesday (Continued)

The ideas of Treaty Rights, Aboriginal Rights and Human Rights will be contrasted. Discussion of current land claims negotiations in the Northwest Territories, B.C. and Quebec will look at similarities and differences in the old and the current negotiations.

Thursday

The Indian Act will be evaluated according to how well it reflects the intent of the Treaties. Each section will be read and current suggested revisions will also be discussed.

Friday

A discussion of present and future Indian lifestyles, based on the discussions of the previous four days. What form is Indian society going to take? How well do the Treaties and Indian Act protect Indian society and culture? What is the future of Indian society in Saskatchewan?

WEEK III - MARCH, 1976

The week will be devoted to small group discussions and communications exercises, which are designed to promote the Probation Officers understanding of other people's views regarding the judicial system. An equal number of Probation Trainees and other Reserve residents will be brought together to participate in this process. The Reserve residents will be people who have strong opinions and some experience concerning our judicial system. They will also come from the same areas that the Trainees work in. Discussions will be geared toward turning criticism into constructive suggestions from Reserve corrections services.

INFORMATION SHEET
FOR
FEDERATION OF SASKATCHEWAN INDIANS
FIELDWORKERS
RE
TRAINING WORKSHOPS

BY: CLIVE LINKLATER

INFORMATION FOR WORKSHOP PARTICIPANTS

THE WORKSHOPS WILL BE INFORMAL, NON-FORMAL AND ARE DESIGNED TO CREATE MAXIMUM PARTICIPATION AND INVOLVEMENT. THERE WILL BE PLENTY OF PHYSICAL ACTIVITY AND MOVING ABOUT, SO COME WITH CASUAL CLOTHES.

THE WORKSHOP WILL BEGIN WITH INTRODUCTORY EXERCISES SO ALL PARTICIPANTS CAN GET TO KNOW ONE ANOTHER FIRST, AS P E R S O N S, AND SECOND AS MEMBERS OF PARTICULAR GROUPS. MOST ACTIVITIES WILL TAKE PLACE IN GROUP SETTINGS.

THE WORKSHOPS ARE DESIGNED TO CREATE A L E A R N I N G E N V I R O N M E N T. THEY WILL BE INTENSIVE AND DYNAMIC. SO COME PREPARED TO LISTEN, LEARN AND SHARE.

THE WORKSHOPS ARE DESIGNED TO MEET THE NEEDS, WANTS AND EXPECTATIONS OF THE PARTICIPANTS; AND TO DEVELOP THE SKILLS AND TALENTS OF THE PARTICIPANTS.

A HEAVY EMPHASIS WILL BE PLACED ON TECHNIQUES, METHODS, THEORY, AND PRACTICAL APPLICATIONS OF HOW TO WORK WITH GROUPS AND COMMUNITIES.

THE FIRST SESSION IS AN INTRODUCTION SESSION. NO PREPARATION ON THE PART OF PARTICIPANTS IS NECESSARY. JUST COME AS YOU ARE. IT IS DESIGNED TO GET TO KNOW ONE ANOTHER AS P E R S O N S, AS C O L L E A G U E S, AS P R O F E S S I O N A L S.

IT IS DESIGNED TO DETERMINE AND SORT OUT WHAT ARE THE NEEDS, WANTS AND EXPECTATIONS OF THE PARTICIPANTS FOR THE NEXT SIX MONTHS, AND TO PRESENT A TRAINING DESIGN CALLED D E V E L O P M E N T T E C H N I C S.

HOPEFULLY, THESE TWO GOALS CAN BE PUT TOGETHER IN A WORKABLE, FLEXIBLE, EXCITING AND PRODUCTIVE L E A R N I N G E N V I R O N M E N T.

DEVELOPMENT TECHNICS - A PRECIS

(THE WORD T E C H N I C S IS SIMPLY A NAME GIVEN TO A TRAINING DESIGN, PREPARED FOR THE FEDERATION OF SASKATCHEWAN INDIANS, JUST AS C. L I V E L I N K L A T E R IS SIMPLY A NAME FOR THE GUY WHO DESIGNED IT. NEITHER OF THE FOREGOING UNDERLINED WORDS HAVE ANY SPECIAL MEANING AS FAR AS IT IS KNOWN.)

D E V E L O P M E N T T E C H N I C S IS A GROUP LEARNING AND DEVELOPMENT PROCESS AND PROGRAM FOR THE ADULT INDIAN POPULATION OF THE PROVINCE OF SASKATCHEWAN.

IT IS A P R O C E S S AS IT DEALS WITH PEOPLE AS PERSONS WHO HAVE PARTICULAR KNOWLEDGE AND EXPERIENCE WITH WHICH THEY CAN SHARE OR IMPART BY RUBBING UP AGAINST IN SOME FASHION WITH OTHER PERSONS OR GROUPS OF PERSONS.

THE PROCESS IS A CONTINUING THING AND CERTAIN SKILLS, TECHNIQUES, EXERCISES, AND EXPERIENCES CAN BE DESIGNED TO HEIGHTEN THE LEARNING PROCESS. THE LEARNING PROCESS IS "PERSONALIZED" AND "EXPERIENTIAL". IT IS INDIVIDUALISTIC BUT GROUP CENTRED; THAT IS THE LEARNING TAKES PLACE IN A GROUP AND NOT ON AN INDIVIDUAL STUDYING BASIS. IT IS NOT "FORMALIZED", "REGULAR" TEACHING. IN FACT, VERY LITTLE "TEACHING" TAKES PLACE, IF ANY.

D E V E L O P M E N T T E C H N I C S IS A PROGRAM IN THAT IT DEALS WITH SPECIFIC PIECES OF KNOWLEDGE OR INFORMATION THAT EXISTS AND MOLDS THIS TO SUIT THE PARTICULAR NEEDS OF THE PARTICULAR PARTICIPANTS.

IT IS A PROGRAM IN THAT IT HAS A DEFINITE DESIGN, AND REQUIRES A STAFF TO CARRY OUT THE DESIGN.

IT IS A PROGRAM IN THAT CERTAIN PIECES OF INFORMATION AND KNOWLEDGE CAN BE SPREAD OUT AND LEARNED OVER A PERIOD OF TIME. IT HAS DEFINITE AND SPECIFIC CONTENT AND SUBJECT MATERIALS THAT SERVE AS A FOCUS AND THE CENTRE OF ACTIVITY AND EXPERIENCE FOR THE PARTICIPANTS.

IT IS AN EXPERIENTIAL LEARNING ENVIRONMENT.

WORKSHOP TIMETABLES
 (THESE TIMETABLES WILL APPLY FOR EVERY WORKSHOP)

1ST DAY	2ND DAY	3RD DAY	4TH DAY
<hr/>	<p style="text-align: center;">9:00 A.M. - 12:00 NOON</p> <p style="text-align: center;">3 HOURS</p> <p style="text-align: center;">(COFFEE BREAK)</p>	<p style="text-align: center;">9:00 A.M. - 12:00 NOON</p> <p style="text-align: center;">3 HOURS</p> <p style="text-align: center;">(COFFEE BREAK)</p>	<p style="text-align: center;">9:00 A.M. - 12:00 NOON</p> <p style="text-align: center;">3 HOURS</p> <p style="text-align: center;">(COFFEE BREAK)</p>
<hr/>	<p style="text-align: center;">2:00 P.M. - 5:00 P.M.</p> <p style="text-align: center;">3 HOURS</p> <p style="text-align: center;">(COFFEE BREAK)</p>	<p style="text-align: center;">2:00 P.M. - 5:00 P.M.</p> <p style="text-align: center;">3 HOURS</p> <p style="text-align: center;">(COFFEE BREAK)</p>	<p style="text-align: center;">2:00 P.M. - 5:00 P.M.</p> <p style="text-align: center;">3 HOURS</p> <p style="text-align: center;">(COFFEE BREAK)</p>
<p style="text-align: center;">P.M. - 10:00 P.M.</p> <p style="text-align: center;">3 HOURS</p>	<p style="text-align: center;">7:00 P.M. - 10:00 P.M.</p> <p style="text-align: center;">3 HOURS</p>	<p style="text-align: center;">7:00 P.M. - 10:00 P.M.</p> <p style="text-align: center;">3 HOURS</p>	<hr/>

INTRODUCTORY WORKSHOP - PRINCETON ALBERT

TUESDAY, AUGUST 31	WEDNESDAY, SEPTEMBER 1	THURSDAY, SEPTEMBER 2	FRIDAY, SEPTEMBER 3
	<p><u>JOB REVIEW</u></p> <p>"The Road I Travelled..." (Diagram Exercise)</p> <p><u>PERSONAL EVALUATION</u></p> <ul style="list-style-type: none"> - Satisfaction - Accomplishment - Reputation / Image - Overall "Success" <p>(Establishing Norms)</p>	<p><u>FILM TECHNIQUE</u></p> <p>"COLD JOURNEY"</p> <p>Discussion via Simulation/Role Play</p>	<p><u>COMMUNITY PROFILES</u></p> <ul style="list-style-type: none"> - Input - Group Design Exercise - Homework
	<p><u>JOB FUNCTIONS</u> (Affinity Groups)</p> <p>Community Development Education Workers Social Workers Field Workers Health Workers Others, etc.</p>	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">DEFINITIONS/PERCEPTIONS</p> <p><u>EXPECTATIONS</u> <i>SKILLS</i> Wants / Needs</p> <p><u>AGENDA SETTING</u> Categorizing Priorizing</p>	<ul style="list-style-type: none"> - Wrap Up - Technics II - Helping Partners - Evaluation - Closure
<ul style="list-style-type: none"> - Introductory Remarks - Lemon Awareness - Greetings - Technics I - Helping Partners - Workshop Process - Development Diary 	<p><u>SKILLS BANK</u> (A Working Technique)</p> <p><u>COMMUNITY PROJECTS</u> (A Clinicking Session)</p>	<p><u>ENTERTAINMENT</u></p>	

Notes On

INDIAN GOVERNMENT

March 7, 1978

Staff - 243 -

Socio-Economic Strategy -- Indian Government
Indian Government

- Where are
- Where going
- How to get there

**Spirit and Meaning of Treaties (Saskatchewan)

B.N.A. Act - Indians and Indian Lands

1763 Royal Proclamation - Indian Nation

Define degree of sovereignty (Intl. Law)
(Treaty, R.P., B.N.A. Act)

Band Laws - Based on Treaties
- Land use policies

Citizenship Status - Dual citizenship should be available to Indian people.

Trusteeship - Fiduciary - Canada act in best interest of beneficiary (Indians) at
all times regardless of best interest of Canadians.

Protectorate Status - Treaty and Aboriginal Rights

Need Commissioner responsible to Parliament as a whole

Each Band entitled to a fishing station

Railroad (Indian) Lands - Abandonment

Air Space Jurisdiction - Above Indian lands

Band Constitution - How formalize Indian Government

2 Routes - Indian Act

1840 Detribalization Policy

1947 Plan Joint Schools

Indian Health to National Health and Welfare

1969 White Paper New Indian Policy *

1976 Native Policy

Indian Banking System

Energy Resource Council

Indian Policy Development

(6 People - last 1-1/2 years)

Human Development and Community Services

Band Policing

Under Treaty agreed criminal code of Canada

5 year Projection 90 Indian Police in 5 years

Management Training

Core Funding

Indian Adult Education

Indian Judicial System

- General law and order CC
 - Band laws
 - Traffic, etc.
 - liquor
- Civil law - Divorce and separation
(Elders tribunal)
- Social Services and planning
 - I.A.B. transferred to province
 - 7-8000 handicapped Indian people
- Long term funding for Colleges
- Reserve Infra-structure
- Education Facilities
- 9 Federal Depts; including Provincial Government

INDIAN GOVERNMENT - Session #1

Indian Land Rights, Resource Rights and Territorial Rights

- Mother Earth - spiritual guidance into land use
 - Use land accordingly to new environment
 - Old environment land shared
 - Respected land areas
 - No designated burial grounds, but graves sacred, untouched
 - Laws based on natural laws of nature
 - Respect for Creator leads to respect for people
 - Understanding of land use
 - Tradition, culture, religion were the factors that formed basis for Indian Government before coming of the white man.
 - Laws - wrongs - fight - steal - kill or jeopardize good lives of the people
 - Police force (braves) teepee in middle of camp near Chief (single and married)
 - gave offender alternative; banishment one year; join war party; if wrongs forgotten, he could return; if not, banishment continued.
 - Obedience (Key to survival) to smallest camp laws
 - Penalty could include stripping of possessions, including horse. No need for jails
 - Divorce laws - jealousy grows
 - Public declaration of separation
 - Not communicate with wife again
 - Christianity a destructive force
 - Pagan (Indian religion)
 - Legend system of education
 - European land system
 - God owns everything. Indians not believe they owned a reserve in that sense.
 - Land for use, not ownership
 - Common ownerships extended beyond Bands
 - Chieftainship - Prairie Chiefs
 - Indian wealth determined by how much good done for brothers
- Contemporary issues re resource management and jurisdiction -
- Domestic Base 1600's - Peter Ballantyne Band
- Treaty 1876 - 20 years development, moved northward
- Treaty 10 - 1906
- Resources - What was surrendered?
 - What wasn't?

- Dry land alone was surrendered
- Elders - Nothing on land was surrendered
- Lac La Ronge signed adhesion 1889
Peter Ballantyne adhesion 1898
(Treaty 6)
- Treaty violated by
- 1930 Natural Resources Agreement
Transferred to Province - violates Treaty
- Indian use of resources is to remain unaffected
- Government supervise non-Indian use of surrendered resources
- Treaty did not allow for commercial and traditional fishing
- Peter Ballantyne land entitlement \$280,000.00
- Indian nation will only result from reserves (Bands) intertwined into one common unified force
Organization is a surface bond

INDIAN GOVERNMENT - Session #2

Historial overview of Canada's relationship (Crown) with Indians and the way relationship has been carried out.

Groundwork laid by Royal Proclamation of 1763.

B.N.A. Act Special Status for Indians

Indians and Indian Bands (Federal responsibility)

1874, 76, 77 Treaties between Crown and Indian Nations. Historial Flow has been broken down by administrative regulations

1840 Detribalization Policy - breakdown aimed at Indian institutions, boarding schools, sale and disposal of Indian lands. Indian Agent control 1st copies of Indian Act.

1947 Plan to liquidate Indian problem tied in with Indian Act Revision

Dr. Diamond Xhignesse - U. B.C. anthropology - suggested no reserves overall enfranchisement. People dropped from Band lists. Indian women's rights after marrying out (25 year plan)

1969 New Indian Policy - Andres and Chretien

1968 met provincial Indian groups

Indian Act Revision. White paper an antithesis to talks held (5 year plan).

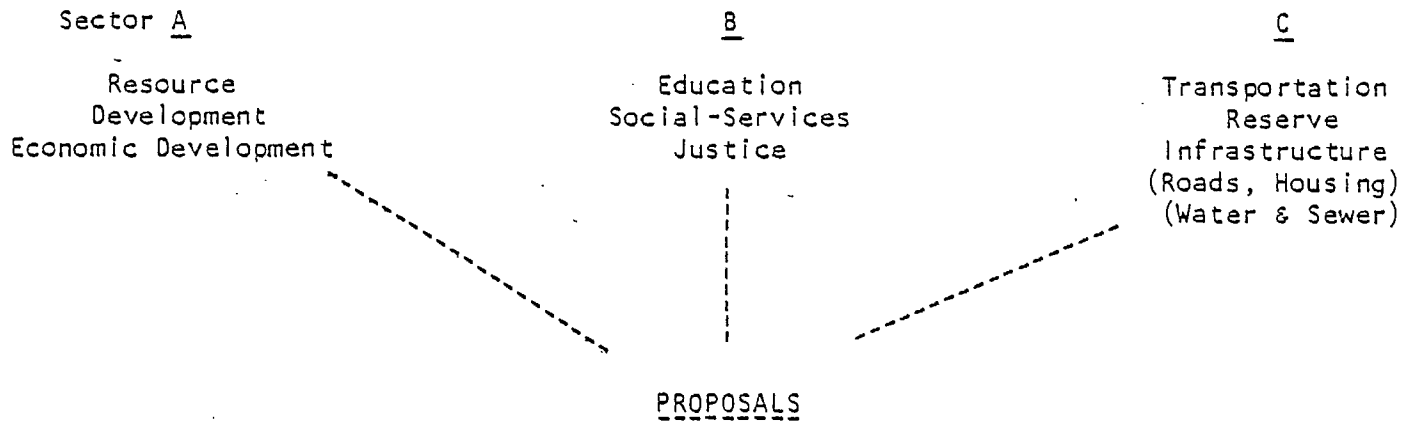
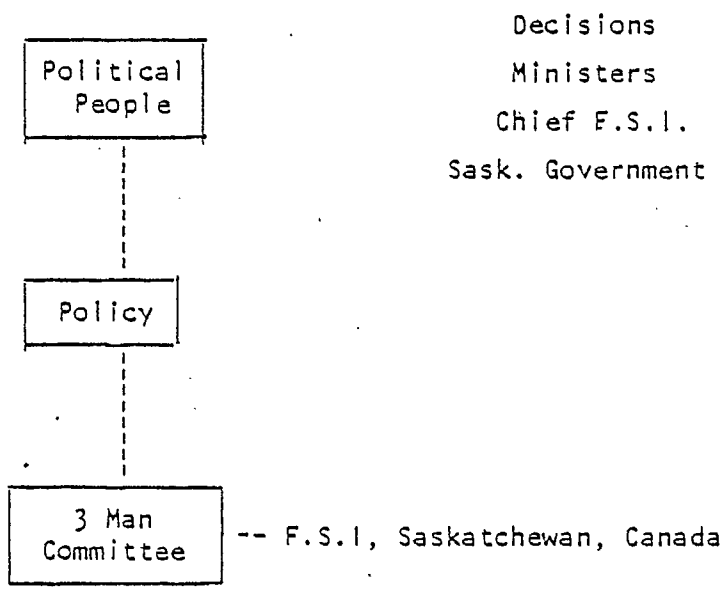
Phase out I.A.B., Transfer programs.

INDIAN GOVERNMENT - Session #3

General Band Development Agreement

- Need for 700 jobs per year
- Education - 10 years ago, 5 Indian staff
 - Now, 1800 Indian staff

Administration of the Agreement

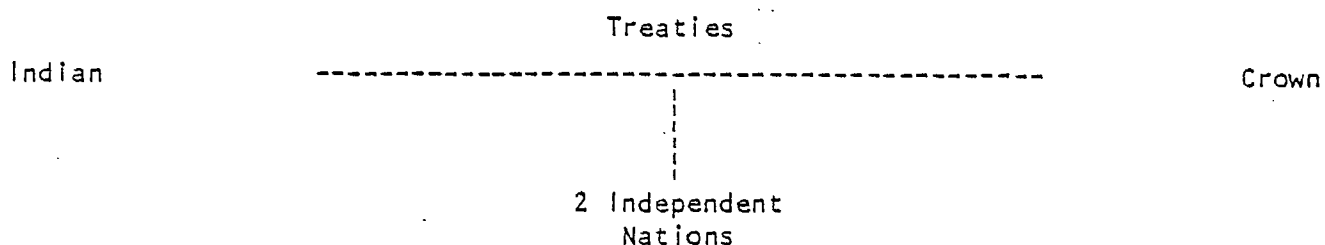


INDIAN GOVERNMENT - Session #4

March 9, 1978

Indian Act set up as an assimilation Government Project Administrative Instrument

- No power between nations
- Two powers within band (Indian Act)
Band and Chief and Council
Section 69 grants powers to band
- Powers flowing to Band Administration rather than political power
- Elections Act and Regulations
- No regulations regarding band custom
- License for Bingo (Indian Act elections)
- Formation of Band constitution to lock into place for Chief and Council treaty rights
- Indian Government must be properly constituted.

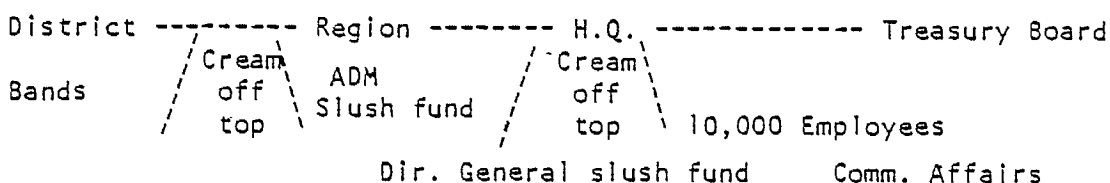


Independence - Form of Government ---
- Sovereignty --- Non-Negotiable
- Jurisdiction ---

PARLIAMENT TO CARRY OUT TERMS OF THE TREATIES

- 1st Indian Act 1879 - An Act for the Gradual Enfranchisement of Indians
- 1921 - removed "Any Indian who is enrolled in University is enfranchised."
- 1948 - Recommendations
- 1951 - Changes came into effect (Didn't include any recommendations by Indian people)
 Red Ticket taken out. Had been issued to Indian Women who married non-Indian
 (Children took stature of the father).
 Red Tickets were requested back by I.A.B.
 (Treaty Ticket was discontinued.)
- 1966 Hawthorne - Indian Act should be changed by Indian people, ideas led to
 1968 Consultation and
- 1969 White Paper on new Indian policy, Now Indian Policy
- 1970 Red Paper - Indian Association of Alberta
 N.I.B. fully endorsed
- 1971 Lavell challenged removal of Red Ticket clause - opposed by Indian
 Organizations because court interpretations would always be made in favor of
 Parliament (Government) who appoint court personnel.
- Indian Rights for Indian Women group presenting to U.N. at present
- 1974 - Indian Act discussions (F.S.I.)
- 1975-76 - N.I.B. involvement in Indian Act
 - New Act
 - Revise Act
 - Amend
- 1. B.N.A. Act
- 2. Substantive rights -
 aboriginal rights
 Treaty rights
 becomes tool for the operation of Indian Government
 Band Constitution - no Saskatchewan bands have one. Some have pieces, i.e.,
 election procedures
 68 Constitutions
 Housing 16% of 12 Million
 Budgeting for bands - 63 Million region 10% to bands
 Last year and 4-1/2 %
 Deficits not considered

600,000
 500,000 - 56 Staff
 100,000 - Bands
 Budget



Queen - Trustor
Parliament - Trustee
Indians - Beneficiary

I.A.B. - Agent for trustee
Indian Affairs Act

Commissioner - Guarantor
In best interest of beneficiary

Treaty Rights

1. Lands
2. Health
3. Protection
4. Exemption taxation
5. Economic Development
6. Hunting, fishing and trapping
7. Calamity clause
8. Education
9. Salary
10. Ammunition, twine, nets
11. Conscription exemption - oral promise
12. Rights to compensation

Treaties 2 4568 10 33 bands
largest in Saskatchewan
Red Earth

no treaties with Sioux bands

Indian Government - Chief and Council system
Band meetings determine policy to be detailed by Government

Local Government (Indian Act)

Exercise Authority - Chief and Council

- Can - collect taxes
- regulate trade and commerce
- economic planning
- laws
- land use
- licensing
- membership
- marriage
- tenure of office for elected officials
- borrow money
- courts
- institutions

How done? - Legislative authority
- Executive function (Band staff)
- Judiciary to settle disputes

Local Government - elected locally but can't make laws. Use someone elses
legislation. Indian Act tool for I.A.B. to set up local government

Band budgets based on needs -
Direct to Treasury Board

Separate votes - direct to bands
- Indian Affairs operation

**Historial Dev. of Indian Act by Kahn Tineta Horn ? Copy ?

G R O U P S

Group I

Chairman: Willie Bellegarde

Co-Chairmen: Anita Gordon
Blair Stonechild

Topics: Indian Land Rights
Indian Resource Rights
Indian Territorial Rights

Group II

Chairman: Chief David Ahenakew

Co-Chairman: Jim Roberts

Topics: Indian Government
Canada's Relationship with Indians
Trusteeship
Protectorate Status
Canada's Policy on Indians

Group III

Chairman: Chief Sol Sanderson

Co-Chairman: David Sparvier

Topics: General Band Development
Community Planning

Group IV

Chairman: Cliff Starr

Co-Chairmen: Walter Gordon
Rodney Soonias

Topics: Indian Jurisdiction
Indian Government v.s.
local government
Indian Sovereignty
Intent of Treaty

