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PROCEEDINGS OF CONFERENCE
ON
"CARE AND AFTER-CARE OF OFFENDERS"
BY
VOLUNTARY PRISONERS' WELFARE AGENCIES
AND
NATIONAL GOVERNMENT SERVICES

Penitentiary Staff College,
Kingston, Ontario.

February 16th - 19th, 1954.

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THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
5708 S. UNIVERSITY AVENUE
CHICAGO, ILLINOIS 60637
U.S.A.

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PARTICIPANTS

Remission Service

Mr. A. J. MacLeod, Acting Director
Mr. F. P. Miller, Assistant to Director
Mr. G. Tremblay, Eastern Representative
Mr. Benoit Godbout
Mr. F. Ward Cook

Penitentiaries

Mr. R. E. March, Deputy Commissioner
Mr. W. F. Carabine, Classification Officer
Mr. C.A.M. Edwards, Classification Officer
Mr. W. F. Johnstone, Superintendent, Penitentiary Staff College
Rev. Minto Swan, Protestant Chaplain, Collin's Bay Penitentiary

National Employment Service

Mr. T. A. Fishbourne, Chief of Special Placement
Mr. C. C. Brooks, Kingston Representative

Elizabeth Fry Society (Kingston)

Miss K. Healey, President
Miss C. Herman, Vice-President
Mrs. O. Van Luyen, Past President
Mrs. Cartwright, Legal Adviser

John Howard Societies:

(Nova Scotia)	Mr. J. Arnott, Executive Director
(Quebec)	Mr. E. V. Shiner, Caseworker
	Mr. J. O'Connor, Caseworker
(Ontario)	Mr. A. M. Kirkpatrick, Executive Director
	Mr. R. Beames, Casework Supervisor
	Mr. W. C. Reid, Kingston Representative
(Alberta)	Mr. Walter Lemmon, Executive Secretary
(B.C.)	Rev. J. D. Hobden, D.D., Executive Director
	Mr. B. K. Stevenson, Assistant Director

Le Service de Réadaptation Sociale (Quebec City)

Mr. J. A. Côté, Executive Secretary

Catholic Rehabilitation Service, Montreal

Mr. F. A. Roberts, Director

La Société d'Orientation et de Réhabilitation Sociale (Montréal)

Mr. E. Grégoire, Director

Manitoba Welfare Association

His Hon. Judge F.A.E. Hamilton, Executive Director

Salvation Army

Lt. Col. E. H. Green, National Prison Secretary
Major Wm. Mercer, Prison and Police Court Officer

experience in which our problems could be opened up and, possibly by correspondence and subsequent meetings, might be further developed to the point of recommendations. Mr. MacLEOD also felt that it was highly important that those of us working in this field should get to know each other and to understand one another's problems if we were to become an effectively operating association of public and private services.

Mr. Ralph MARCH, Deputy Commissioner of Penitentiaries, in speaking of the purpose of the meeting, expressed his appreciation that so many had so willingly attended this meeting and felt that this in itself indicated the worth of its having been assembled. He expressed appreciation of the arrangements made by Mr. JOHNSTONE and his staff, and was glad that the Commissioner of Penitentiaries had been able to make "Calderwood" available to this group. While indicating that he viewed this conference as primarily an after-care meeting, he was hopeful that from it would come a more intimately developed relationship with the Penitentiary Service. He welcomed Mr. T. A. FISHBOURNE as the representative of the National Employment Service, indicating the exceedingly important role this Service has played in job placement of discharged inmates.

Agency Interpretation - John Howard Society of Nova Scotia,
Mr. John ARNOTT, Executive Director.

Mr. ARNOTT indicated that his Agency was non-denominational and served people of all races and creeds. He mentioned the close relationship his Agency has with the Attorney-General's Department, and that there was a probability of probation services developing. He also stressed very strong relationships with the Department of Welfare, other community agencies and legal resources in meeting the problems of the ex-inmates. In regard to job placement he indicated a good relationship with the National Employment Service and spoke very highly of their work for the men with whom he had to deal. In terms of specific problems he mentioned the extreme mobility of the ex-inmate and the difficulty of retaining contact with him and of knowing what had happened to him following the period of service of the Agency. He felt that such problems as were presented by the ex-inmate in many cases seemed to have family inter-relationships involving the whole question of family casework if the rehabilitation of the man himself was to be successfully brought about. Mr. ARNOTT stressed the excellent liaison which he has with the Penitentiary staff and mentioned the arrangement he has whereby he is allowed room-accommodation at Dor-

chester Penitentiary during the period of his visits. In telling about the work in New Brunswick he explained that Mr. C. A. WHITE, the National Employment Service Officer, who visits the Penitentiary every week, was also the Secretary of the John Howard Society of New Brunswick (Moncton). He indicated that in Newfoundland, there is a John Howard Society which is strongly supported by the Department of Corrections, under Dr. POTTLE, the provincial Minister of Health and Welfare.

Service de Réadaptation Sociale - Mr. Albert CÔTÉ,
of Quebec City Executive Secretary.

Mr. CÔTÉ said that his Agency was non-denominational in its approach but dealt in actual fact mostly with Roman Catholic and French-speaking men. The service was expanding and there were thirteen on the staff, including a psychiatrist, psychologist and social workers. It developed that this staff, however, has been paid by the Department of Psychiatry of Laval University from money obtained through the Dominion-Provincial mental health grants. He indicated that there was a great deal of court work done through his staff since the Province of Quebec had no adult probation service. In the municipal or recorder's court, for example, there is a worker in daily interview with the defendant, and, following that, an interview with the judge to acquaint him with the circumstances. The Crown and the Police are also contacted. In the juvenile court prior social history interview is held and taken directly to the judge. The magistrates' courts are not covered but the judge will often call on the Agency for special report. Mr. CÔTÉ spoke of the very great need for relationship and liaison between the Government services and the after-care agencies. He indicated that there was particular need for such a relationship to be developed with the Remission Service since it was difficult for the after-care agencies to understand the policies of the Remission Service and to interpret these to the clients and to the general public. He realized, however, after conversations he already had had at this Conference, that the private agencies must understand and view the total situation and realize that the public opinion is at the core of all the work of the Remission Services and it is difficult for them to be very far ahead of what the public will accept.

Catholic Rehabilitation - Mr. F. A. ROBERTS, Director.
Service

Mr. ROBERTS indicated in his opening remarks that Montreal presented a unique setting inasmuch as there were divisions of work by religion, race and language. His Agency dealt with English-speaking Catholics and had been in opera-

tion for seven years. Mr. ROBERTS indicated that his main financial support came from the Federation of Catholic Charities. The Agency did a great deal of court work, particularly with the Criminal Court and the municipal courts. In addition, because there was no probation service for adults in his province, they did a great deal of probation work in the senior courts and the clients seemed to accept the probation function of the Agency very well. They also supervise Ticket-of-Leave men but Mr. ROBERTS felt that he, as the Ticket-of-Leave Supervisor, ought to go out to see these men as well as have them come to him. Mr. ROBERTS indicated that his Agency feels they should offer to the courts the service of pre-sentence reports even though these were very difficult to obtain, involving time-consuming interviews in the homes and in the community. One issue came out of Mr. CÔTE's and Mr. ROBERTS' comments inasmuch as it became apparent that the Quebec Agencies are assuming a probation function as private agencies which has not yet been considered and set up as a public agency function to cover all the courts and all the clients of the courts.

Société d'Orientation et - Mr. Emmanuel GRÉGOIRE,
de Réhabilitation Sociale Executive Director.

This Society began in 1946, dealing with male adults and single men, and also with inmates and released men from the correctional institutions, and is financed mainly by the French Canadian Federation. They deal with all nationalities except English-speaking and particularly care for new immigrants from other countries who are Roman Catholic. The Society conducts a visiting function in the Federal Training Centre, St. Vincent de Paul Penitentiary, and the Montreal jail. They also administer the Quebec Public Charities Act, which is really public assistance service for unemployables. They also deal with Ticket-of-Leave men and, like the other Quebec Societies, do an unofficial type of probation because there is no probation service as yet in the adult courts of that Province. The Society maintains a social clinic for alcoholics, physically handicapped and convalescent people as part of their rehabilitation. The emphasis of the Society is on preventive work and through this type of service they are meeting the needs of a much wider group than the ordinary after-care agencies. The staff consists of sixteen social workers, nine of whom are dealing with delinquents, seven with non-delinquents, and there is one psychologist for the general work of the Society.

John Howard Society of Alberta - Mr. Walter LEMMON
Executive Secretary.

The Society had its beginning in 1948 and there was a great deal of community interest developed about that time, mainly by the University Women's Clubs, which resulted in a fairly clear-cut objective for the Society - rehabilitation aimed at the reduction of recidivism. The Society has almost complete provincial coverage despite the sparseness of population, and can provide an associate within fifty or sixty miles of most of the men who are under the Society's supervision for Ticket-of-Leave or for after-care. The Head Office is in Calgary and branch offices are in Edmonton and Lethbridge. They visit the federal penitentiary at Prince Albert (Sask.), provincial institutions and the local jails. Mr. LEMMON indicated that their Society took over a great deal of the family casework, feeling that they had the most recent information regarding the men and understood the problems which brought them into the institution; and that the other family agencies were quite happy to close out their cases to his Society, which then carried the case to its logical conclusion. They obtained very good co-operation from mental health services and used the National Employment Service for job placement although they did reserve always their own efforts for the placement of some men who were a residual group very difficult to place. In this connection he informed us that the use of letters to the members of the Boards of the Society and others interested in the Society have produced quite a number of jobs, particularly for men such as bookkeepers who are difficult to place. They do no court work, leaving that function to the excellent service of the Salvation Army. They felt the seriousness of the problem regarding the man who was out of work and who only wanted a financial hand-out. Such migrants and transients the Society is gradually eliminating from its intake; they now help no ex-prisoner unless he has been in an Alberta institution, or unless there is some kind of tangible referral regarding him from another institution or agency if he is from outside of the Province. They have an arrangement with B.C. in this connection which is reciprocal and also are able to secure the R.C.M.P. Gazette with the lists of men released throughout the country. Financially, they are financed about one-sixth by Government and the remainder by private resources. They have developed membership groups in connection with the local societies which they feel makes for wider service coverage and public interest and relationship.

The Salvation Army - Lt. Col. Ernest Green,
National Prison Secretary.

Col. Green indicated that the prison work of the Salvation Army had begun in 1889 with the provision of the Prison Gate Homes, with the idea of meeting the dischargee at the correctional institution and taking him right through to his community re-establishment. They maintained a continuous coverage from the "bull-pen" to the court, the county jail, the reformatory, the penitentiary, and, upon his discharge right back from those institutions to the community once again, and to the family of the offender. A recently adopted slogan is: "Through the family to the offender, and through the offender to the family". He spoke of the new development of Harbour Light centres in Canada, similar to those in Detroit, Chicago and the major cities of the United States. Vancouver Harbour Light Centre is already operating. Another, in Toronto, will be opened in March 1954. He mentioned also the development of Rehabilitation Centres for ex-inmates, such as a recent venture in Montreal, specifically designed to meet the needs of ex-inmates. Supervision of probation, parole and Ticket-of-Leave cases are included in the services rendered. Investigation relative to furnishing pre-release reports required by the Remission Service and Parole Board necessitate extensive effort from coast to coast. The Colonel indicated the modern development under way in co-ordinating the three arms of the services in the Toronto area for the Men's, Women's and Prison and Police Court work, which he felt would give wider coverage and increased efficiency with even better results. A recent development within the federal institutions is the provision of Salvation Army Band Recordings for the cultural and inspirational benefit of the inmate personnel. These have been very well received.

Mr. CÔTÉ of Quebec City at this point in a question period indicated the desirability of the co-ordination of all services and stressed the good co-operation he had been fortunate to have with the present Salvation Army Officer in his community. Mr. HOBDEN asked if the Salvation Army used the Social Service Index and Col. Green indicated that this was the general practice, which he believed was being followed pretty generally.

Remission Service - Mr. Frank P. MILLER,
Assistant to the Director.

In his opening remarks, Mr. MILLER spoke of a meeting which had been held last May with the John Howard

Society of Ontario to solve immediate problems and which had given a very good lead towards the kind of problems which would be dealt with at this particular meeting. He mentioned the developing relationship between the Remission Service and the John Howard Society of Ontario, from which an improved procedure had resulted. He felt that more frequent contact with all the other agencies would be extremely helpful in this regard and that such meetings as this might in future be held again to provide such contact. Mr. MILLER requested that we keep the Department informed by sending copies of all our annual reports, of present materials, and any speeches, newspaper articles, or other public relations material which would be helpful to the Department in understanding what we were doing. He also requested that we keep up-to-date with the Department the names of our staff and indicate how we would like our correspondence addressed, whether to the Executive Director, the Casework Supervisor or the individual Caseworkers. He commented upon the desirability of probation as the first screening process in the total rehabilitative framework of the correctional system. He referred to the multiplicity of governments in Canada, municipal, provincial and federal, concerned in the treatment of the offender. Similarly, the sentencing structure as it existed in the Criminal Code had to be considered in regard to the whole question of parole in any uniform operation. In speaking of the problems of interpretation of the Remission Branch, Mr. MILLER indicated that one could not compromise on principles which were in present operation, though one could contemplate changing principles as new knowledge is gained. At present it is important that we develop our working arrangements around the present structure, of which the after-care agencies and social work agencies are a part.

(P.M.)

Chairman: Mr. John ARNOTT
Recorder: Mr. Frank ROBERTS

Mr. Frank MILLER continued his talk, giving a résumé of procedure regarding Ticket-of-Leave. He stated that the power to release stemmed from the royal prerogative of mercy. The Minister makes the decisions and forwards his recommendations to the Governor-General. It is not statutory for any given case to be considered at any given time. In the case of provincial institutions, often the first information the Remission Branch has that the man actually exists is his own application for Ticket-of-Leave, but federal penitentiaries routinely supply case-histories and other particulars to the Remission Service shortly after the inmate has been admitted. The Remission Service obtains reports from all the government agencies and social welfare agencies concerned in any

case, including the after-care agencies. There may be delays in this process since the Service works step by step to secure information and opinions from various people in regard to any one case.

Practices and Policies of Remission Service

The Rules of Practice exist as a guide to cover the greatest number of cases. The first rule is that there is no interference until half of the sentence is served, although this is broken in exceptional cases. The second rule is called the two-thirds rule for certain offences where the public considers the punishment should be greater as in cases involving violence, or threat of violence. There are of course exceptions to this rule. Third, there is no interference in short sentences because of difficulty of completing the investigation in time to be of any value. Exceptions can be made on strong compassionate grounds. Fourth, there is no interference until after one year has been served in cases of traffic fatality. Fifth, there is no interference in drug cases. Sixth, there is no interference where communicable diseases are involved. Seventh, there is no interference while under hospital treatment until the prisoner is returned to the prison. Eighth, there is no investigation when the case is "sub-judice". Ninth, the rule is generally that at least fifteen years is served on a life sentence. Tenth, recidivists usually do not obtain clemency unless the Service is firmly convinced of a change for the better in the man's personality or character structure. Temporary Ticket-of-Leave can be provided for hospitalization, and the Warden takes care of the necessary application. Rare cases of temporary compassionate leave have occurred in cases of tragic deaths in a family.

copy Mr. Ralph March, Deputy Commissioner of Penitentiaries: The Penitentiaries Branch is trying to reduce recidivism and to reduce crime by a programme of individualized treatment. At the present time the Service is conscious of being in a period of transition; and, while consolidating the changes that have occurred in recent years, they are also giving serious thought to planning for the future. The Commissioner of Penitentiaries has expressed his belief in probation as a necessary means of reducing inmate population in this country. Probation should be used in a way that will bring home to the offender that, although he has escaped incarceration, his conduct will be closely checked in the future. In penitentiaries at the present time, trade training is provided for suitable inmates who want to take advantage of such

opportunities. The after-care agencies are helping greatly to better the conditions met by the inmate on release. The Classification staffs are bringing the principles of individualized treatment to bear on the penitentiary program in spite of limitations of staff for the work that they can see to do. Effective individual treatment means the bringing of every possible facility to bear on the progress of the individual. The Branch will welcome and does welcome constructive suggestions for the betterment of the penitentiary facilities and program. As the result of a recent re-allocation of duties, the Deputy Wardens are now responsible for co-ordination of the treatment and training being given within the institution, and the Chief Keeper is primarily responsible for general discipline and custody. Tribute was paid to the after-care agencies for the part they are playing in the staff-training program, whether in the local institutions or at the Penitentiary Staff College. Mr. March reiterated that he and his associates are striving to make all possible progress within the practical limitations of the setting.

John Howard Society of - Mr. E. V. SHINER, Caseworker.
Quebec (Montreal)

Mr. SHINER again referred to the three-way duplication of services in the city of Montreal but this Society is actually local and not province-wide. He traced the history of the Society, indicating that in 1949 it became the John Howard Society of Quebec and is now a member of the Welfare Federation of Montreal. Ninety-two per cent of the finances come from that source and 7.4 from the Government. The Society covers the prisons, penitentiaries, women's jails and federal training centres. In court work they provide social histories where requested by the judge or at their own volition. The Society accepts clients on probation and makes Ticket-of-Leave application and supervises men on Ticket-of-Leave. He then described their intake policy and the limitations of the service, indicating that this was a matter of individual progress rather than a fixed rule. Brief service will be given until the facts told by the client can be verified, and if these are proved a longer term casework service is rendered, capitalizing on what the ex-inmate has gained while in the institution. The staff consists of a Director, three Caseworkers, one full time Stenographer, one Bookkeeper and one part-time Stenographer.

John Howard Society - Mr. A. M. KIRKPATRICK,
of Ontario Executive Director.

Mr. KIRKPATRICK explained that the John Howard Society of Ontario began in the year 1929 to deal with men from

Guelph Reformatory. It was then called the Prisoners' Rehabilitation Society. In 1946 there were brought about changes in policy and name. The policies of the John Howard Society of Ontario are first, the detailed service to prisoners and secondly, penal reform. Provincial branches and committees were established and also single associates throughout the province. A central service is established in Kingston to provide pre-release interviews and reports. These reports are sent to the community where the releasee proposes to live. In 1954, one-third of the Society's budget is composed of federal and provincial grants. This Society supports what is happening in the probation field. This agency will accept women clients where no Elizabeth Fry associations exist. It also cooperates with family and community agencies. At this moment they are trying to consolidate their policies and services. The agency does no court work. The provincial government operates a parole and rehabilitation service. There is a very healthy relationship with the provincial Department of Reform Institutions. Mr. KIRKPATRICK mentioned the liaison that exists between their own agency and that of the Salvation Army. He then outlined the intake policy of the Society. If a man is willing to cooperate and carry out the plan he will be served. The speaker asserted that the drifting transient who is seeking emergency treatment cannot be constructively helped under present circumstances. This is a special service. There is need for interpretation to inmates inside the institutions and a desire to work with groups inside the institutions. There is also a need to interpret the Society and its services to the custodial staffs. This is being accomplished in some measure through the Penitentiary Staff College courses. In regard to job placement, the John Howard Society of Ontario relies on the National Employment Service. A very good relationship exists between the Society and the Remission Service. For example, last year fifty-three cases were placed under the Society's supervision, and fifty-one Ticket-of-Leave investigations were made.

Manitoba Welfare Association (Winnipeg) - Judge F.A.E. HAMILTON,
Executive Director.

Judge HAMILTON stated that in 1928 over two hundred young people were in the reformatories in this district, and it was decided that this was a community problem. It was found that there was a certain small group interested in the problem. This group was enlarged. Eventually they formed boys' clubs and there was a very good response from both parents and organizations. Eventually six clubs were established but these only touched the fringe of the problem.

Later on forty-two boys' clubs and sixteen girls' clubs were established. Eventually more than \$100,000.00 was spent on this work. Never once did the Association make a request for financial aid to the general public. The population of the reformatories was reduced from over 200 to about 40 and now there are only about 70 inmates despite the vast increase in population in the province, but the Association still considers that they are only doing one phase of the work. They decided to seek the assistance of men who were interested in welfare work in Manitoba. Advice was received from John Kidman of the Prisoner's Aid and Welfare Association of Montreal who sent a representative to Winnipeg to help start a Prisoner's Welfare Association in the province. This Association was established in 1932 and originally was called the Prisoner's Aid and Welfare Association. In the year 1945 a question of releasees came to the board and public opinion was assessed to find a future name for the Association, and it was eventually called the Welfare Association of Manitoba, which name it possesses today. The main objective of this Association is the protection of society which is the objective of the administration of criminal justice in this and every other country in the world. This primary objective includes dealing with the offender. In procedure the Association starts with the dischargee. He is easy to get at, and he is a man with a problem. The Association gets acquainted with the prisoner, which is the first necessity; naturally, to do this they visit the institutions. They serve three men's jails, a detention home for men and women pending trial, and one women's jail, the matron of which is on the Association's Board of Directors. All of the institutions are visited at frequent intervals. The Association gets to know the men before their discharge and a considerable amount of legal aid is given where necessary. This is over and above the work done by the legal aid Committee of the Bar Association. Every and any problem affecting the prisoner is given consideration. The speaker gave an example of the sale of a farm which netted a prisoner more than \$3000. Regarding post-release procedure, Judge HAMILTON mentioned lodging, food, clothing, transportation, co-operation with the National Employment Service, and the Salvation Army who handle all city police court work in Winnipeg. There are two Salvation Army officers as members of the Board.

In 1934 the Province of Manitoba abandoned the Grand Jury which used to visit institutions and report back to the authorities. The question now was what organization should do this important work. The Association was invited by the Attorney-General to do this work and now it is the official inspector of all the correctional institutions in the province of Manitoba except, of course, the federal peni-

tentiary at Stony Mountain. There is no prior notice given to the jails when an inspection will be made. Reforms are proposed. The Association suggested many improvements in the institutions many of which have been adopted by the province. For example, gate money, and many thousands of dollars in structural improvements have been paid out by the Provincial Government. The Association visits the federal penitentiary and accedes to requests for reports from the Remission Service. They visit homes, local police, R.C.M.P. etc. and, finally, a very detailed impartial report is given. At the present moment they have thirty-eight men on Ticket-of-Leave. The Association spends much more time and money on parolees than on discharges, and very much of their time is taken on this phase of their activities. The speaker congratulated Alcoholics Anonymous on their co-operation and on the good work they are doing and also had a good word to say for the National Employment Service for their constant co-operation.

The Elizabeth Fry Society - Miss Kathleen HEALEY,
of Kingston President.

Miss HEALEY opened her remarks by stating that while significant improvements have recently been made in the treatment and after-care of male offenders, women prisoners seem to have been the "forgotten sex" in these matters. In prisons and penitentiaries they had nothing to occupy their leisure time. The Society tried to alleviate this situation by bringing in films once a month. Inmates welcomed the innovation, and the majority attended. The problem of sustaining interest is illustrated by the fact that the number of participants in each new activity tends to fall sharply after the novelty wears off. The penitentiary now has its own projector. In previous times there was no visiting in the institution but, thanks to the Elizabeth Fry Society's efforts a new outlook on the part of the female inmates was apparent. The Elizabeth Fry Association began operations in Kingston in 1949. It started as the result of an article in the public press on monotony in women's prisons. A group of interested women made some inquiries and were amazed to find there was no Elizabeth Fry Society in Kingston, and only one in Canada. Therefore, the Elizabeth Fry Society of Kingston was the second one established. Art classes, and English and French language courses were established in the Prison for Women. All the Society's workers are on a voluntary basis; there are no paid professional social workers. Each visitor gives one or two visits weekly. The classes are given in the girls' free time. The Society now has a Rehabilitations Officer who is a trained social worker.

Mrs. CARTWRIGHT, a lawyer in her own right, is the Society's Legal Advisor. There is close co-operation also with the National Employment Service. Releasees are now provided with an Unemployment Insurance Book. There is an Educational Officer on duty at the penitentiary, but there is no segregation or classification in the women's institution today. Hairdressing courses are provided by the authorities. Sewing is done on a production basis but this work is not continued by ex-inmates on release. It is difficult for girls to find work outside the institution for wages. The girls come from all across Canada, Vancouver, Montreal, Halifax, Toronto. Miss HEALEY paid tribute to the co-operation received by the agency from Mr. Craig REID, who works closely with the staff of Kingston Penitentiary as a caseworker for the John Howard Society of Ontario. The president considers that her main job is to visit in the Prison for Women and get to know the girls. Unfortunately, up to the moment, no official reports are given to the agency when the girls are leaving the penitentiary. This information is collected where possible but, when missed, the girls can be destitute without help. There are now Elizabeth Fry Societies in Ottawa, Toronto, and British Columbia.

The John Howard Society - Rev. J. D. HOBDEN, D.D.,
of British Columbia Executive Secretary.
(Vancouver)

Dr. HOBDEN stated that he joined the Remission Service five years ago on a temporary basis. It was the first time that a social worker had been invited to join the Remission Service as a member of the staff. He is now about to return to the John Howard Society on the 1st of April, 1954. Dr. HOBDEN stated there are active Elizabeth Fry Societies in Vancouver. It was almost auxiliary to the John Howard Society, and the Elizabeth Fry Society has the full use of the John Howard Society's female worker. In 1931 the John Howard Society of Vancouver was organized and it was supported financially by the Community Chest. The name "John Howard Society" was originally suggested by the late Warden H. W. COOPER of British Columbia Penitentiary. A thoroughly representative Board of Directors has been maintained and includes industrial personnel and representatives of the National Employment Service. The policy of the Society maintained from the start, is to promote penal reform, to decrease recidivism, and to give aid to prisoners. The Society presented a brief to the Archambault Commission, and received suitable recognition for the same. As a part of its Prison Reform effort, and in an attempt to "plug the gaps" in correctional services, both the establishment of New-Haven boys' Borstal-type institution and the B.C. Adult Probation Service were initiated by the workers of the John

Howard Society, the latter developed from an experiment by the Senior Magistrate, now Justice H. S. WOOD, and Dr. HOBDEN himself. Their female caseworker acts as a probation officer for women in Vancouver, but the government is expected shortly to take over this responsibility. Contacts with provincial authorities are at the highest level but in the early days the way had to be won into the institutions and the good will of the Wardens and staff had to be established. Now the Society gets the finest co-operation from all. Legal aid applicants are screened by the agency. Dr. HOBDEN stated that as a result of his activities in the Remission Service his own experience had been widened and the prestige of the Society enhanced. He now had a greater insight into the whole of the problem. The speaker stated that the welfare of prisoners was now accepted as a national responsibility and even greater progress in the future was expected. There was much that had to be done but we should serve humanity by an understanding and co-operative service. The speaker also paid tribute to the close co-operation given to them by the National Employment Service. In conclusion Dr. HOBDEN stated that the staff of the John Howard Society of British Columbia consists of himself as Executive Director, two graduate male Caseworkers, one graduate female Caseworker, one office Secretary and one Stenographer.

CONFERENCE DINNER

TUESDAY EVENING

The evening meal was served at 7:00 p.m., and took the form of a Conference Dinner to which were invited a number of persons from the Kingston area who showed keen interest in the deliberations of this group. Included were Wardens ALLAN and CLEETON of Kingston and Collin's Bay Penitentiaries, Supervising Matron BURKE of the Prison for Women, the penitentiary Chaplains and Classification Officers, Salvation Army Major MERCER, prison and police-court officer in Kingston, executive members of the Elizabeth Fry Society of Kingston, and representatives of Queen's University.

Regret was expressed at the absence of Major J. Alex EDMISON on a speaking-tour in Western Canada. Having already been honoured by an invitation to the Edmison home on Thursday evening next, the Conference was especially pleased to have Mrs. EDMISON as its guest at this dinner.

Miss Grace was asked by Lt. Col. Ernest GREEN. Miss Kathleen HEALEY presided throughout the program, which

consisted of toasts to Her Majesty the Queen, to the Prisoner's Aid Societies and to the Government Services participating in this Conference. Highlights of the evening included the addresses of Dr. HOBDEN and Judge HAMILTON, each of whom included in his talk some extremely interesting reminiscences.

WEDNESDAY, FEBRUARY 17 (A.M.)

Chairman: Mr. G. A. TREMBLAY
Recorder: Mr. Albert CÔTE

The meeting began with a motion proposed by Judge HAMILTON, and seconded by Mr. SHINER, suggesting the formation of a Resolutions and Findings Committee to be composed of three members. The motion was carried. By nomination, the following delegates were named to the Resolutions and Findings Committee:

Judge F.A.E. HAMILTON, Chairman
Mr. Albert CÔTE
Mr. John ARNOTT

National Employment Service - Mr. T. A. FISHBOURNE,
Chief of Special Placements Division.

Mr. FISHBOURNE commenced his talk by giving the historical background of the Unemployment Insurance Commission. He explained that, as the operating agency for National Selective Service during the war, the Commission had been called upon in post-war years to function in an employment role that was hardly contemplated when the Unemployment Insurance Act was passed in 1940. The National Employment Service, administered by the Commission, had taken charge of the placement of post-war immigrants and the employment of veterans, while attending to the needs of agriculture and other industries through movement of workers throughout the land. He noted that the International Labour Organization had regarded the social security organizations of Canada as worthy of emulation in other countries of the world.

The Special Placements Division is concerned primarily with counselling and placing in employment the following categories of people: first, the "entry" group of youths who seek their first jobs after leaving school; second, the "handicapped" group, of which there are eighteen recognized categories; third, the "re-entry" group comprising those persons who are re-entering the labour field following a period of absence. The offender group includes persons about to be discharged from correctional institutions and may actually be regarded as belonging to one or more of the

three previously mentioned categories. Such persons, having lost contact with society and facing an element of resistance on the part of prospective employers, present an important social problem which cannot be ignored.

Mr. FISHBOURNE referred to the discussions which took place in 1948 between representatives of the Unemployment Insurance Commission and the Penitentiaries Commission, relative to the placement of discharged prisoners. He stated that, to his way of thinking, this was a unique example of effective co-operation between two government services to meet a specific need. He spoke of practical problems in the job-placement field, particularly the difficulty of ensuring that the needs of the discharged offender and of the prospective employer could be matched chronologically. In this regard it was noted with satisfaction that there had been an increasing endeavour by both Special Placements and Remission Service to solve such problems. He acknowledged and reciprocated the references of previous speakers to mutual co-operation between Penitentiary, Remission, National Employment and the voluntary welfare agencies. Our common goal is to help a man to become a contributor to the community. Our effectiveness is dependent, in large measure, upon inter-service co-operation. "We are as good as the co-operation you give us".

Discussion Period

The question was asked by Mr. MacLEOD: "In a practical way, what kind of co-operation do you wish from us?" Mr. FISHBOURNE said in summary that each case had to be evaluated on its individual merits according to two principles, one, no employer hired a candidate sight unseen. Two, in dealing with the specific problem of the ex-convict, public acceptance and company acceptance will vary from complete indifference to rejection. The difficulty introduced a special problem in handling the situation. Mr. ROBERTS raised objections to the policy of the Unemployment Insurance Commission of sharing the adult offender's record with the employer and the reply was that the placement service must maintain the confidence of the employer because we are dealing with a free economy. The employer is entitled to select the man whom he feels can operate most effectively in the job he has available. The employer is under no obligation to use the National Employment Service and may turn to other resources if he sees fit. Mr. MILLER stressed that the man's ability should receive first consideration, with a view to fighting prejudiced attitudes. Several cases were cited where

successful placement had occurred on the basis of the men's ability. Mr. FISHBOURNE concluded by stating that, ideally, special placement involved more than job hunting and job placement. Mr. KIRKPATRICK raised the point about the Agency faced with a man who wants to eat. It is imperative to get this man working, not only for his own sake, but also because agencies do have to offer financial support which their budgets do not provide for. The concluding remark was made by Mr. MILLER, who encouraged the National Employment Service to further educate their personnel into the whole matter of special placement.

Conference Organization:- The Steering Committee reported that there was a need for a special committee to plan for the Friday morning session where after-care agencies would meet to discuss their particular problems. The conference accepted the Steering Committee's recommendation that Mr. Walter LEMMON head the special committee, and that Lt. Col. GREEN and Mr. Frank ROBERTS be members.

CONSIDERATION OF AGENDA

Trade Training Graduates:- The general concensus of opinion amongst the after-care agencies was that there were no outstanding difficulties in placing the trade training graduate. Certain local exceptions did exist. In Toronto the unions did not readily accept men with plumbers' training from the institution. Two interesting points introduced were that arrangements can be made for extended payments of union dues and that used tools were important to the discharged inmate because it did not identify him as a new man amongst his fellow workers. Mr. MARCH, referring to the penitentiary statistics of discharged men who have received trade training, stated that out of 490 vocational graduates discharged from the institutions, 204 were placed in employment in the trades for which they had been trained in the institution. In terms of recidivism these percentages were cited: for all inmates, the percentage of penitentiary recidivism is 40; only 18.9 per cent of vocational graduates are known to have acquired additional criminal records of any kind. One factor which contributes to the percentage of success of trade-training graduate is his selection from the general inmate population when he is considered for the training course. It was recognized that trades training not only provided a valuable asset in terms of acquired skills of a trade, but also by giving the man new social attitudes, habits and confidence to face the whole problem of rehabilitation.

Federal and Provincial Government Employment:- Initially Judge HAMILTON requested that the subject be referred to the

Resolutions and Findings Committee; the problem of the civil service and government agencies not accepting men with records. It was asked that some statement be formulated which could be used for implementing changes in the present structure of the government employment practices. Several cases were cited where the civil service and the armed services made exceptions to their restricted employment policy on the basis of individual considerations.

Bonding of Ex-inmates:- This topic was referred to a special committee to be chaired by Mr. Frank MILLER, where consideration would be given to the prior work of Mr. KIRKPATRICK and other interested parties in exploring the possibility of a self-insurance scheme for ex-inmates. In this instance, too, several exceptions to rigid bonding policies were cited.

(P.M.)

Chairman: Mr. A. M. KIRKPATRICK
Recorder: Mr. Craig REID

CONSIDERATION OF AGENDA

Discussion concerning Expectation by the Services of the Agencies centered first around a definition of the word expectation. Mr. MILLER and Mr. MacLEOD stated the position of the Remission Service. It wants to do the best job it can on the most reliable information that it can get. Such information if available in the community is best obtained by the trained social worker of the Agencies. Where a man is released after the receipt of such information, the logical person to perform the skills required by the "parole supervisor" is the Agency worker. Mr. MacLEOD stated that the Remission Service would appreciate hearing about a man's progress during the Ticket-of-Leave period, and also afterwards.

Mr. MARCH stated that, strictly speaking, no specific services are demanded of the Agencies. However, he reminded the group that the Commissioner of Penitentiaries has repeatedly observed in his annual reports that the Agencies' work enhanced and extended the work already done in the institutions. For this reason the Penitentiary Branch is interested in furthering and supporting the work of the Agencies in connection with the after-care and rehabilitation of penitentiary inmates. Mr. MARCH spoke of the advantages of having a non-governmental person in the counselling relationship with the releasee.

The next question to arise was "What obligation do the Agencies have to look after all or any men released?" Contributions to this discussion were made particularly by Mr. KIRKPATRICK, Mr. MacLEOD and Mr. CÔTE. It was generally agreed that there was freedom on the part of the Agencies to exercise their planning and judgment in the degree to which the Agencies were equipped to do the kind or nature of work which was being asked of them by the Services, was discussed on the understanding that physical considerations as to staff and money be left out of the discussion. There was unanimous agreement that the Agencies were equipped to do the job.

The next main topic was that of the "drifter" and the need for the Agencies to define their intake policies in this regard. The approach of the different Agencies was presented by Mr. SHINER, Mr. CÔTE, Mr. ARNOTT, Mr. STEVENSON and Mr. LEMMON, each bringing into the discussion local conditions affecting their areas. There was general agreement for the need to organize the resources of the community to meet the problem of the drifter, and to develop more adequate intake policies and referral systems.

At this point Mr. EDWARDS suggested that he could outline the development, since 1948, of the referral system between the two Penitentiaries at Kingston and the John Howard Society of Ontario. He did this, with the assistance of Mr. Frank MILLER; and it pointed up the smooth operation procedures which now have been attained. The group was surprised to hear of the free exchange of reports between Agency and Service, both prior to and after release. Mr. MARCH agreed to see if the Classification Officer's pre-release reports in other areas can be made available to area Agencies, as is done in Ontario. Mr. MILLER's suggestion that the Ontario set-up be extended, its defects eliminated, and accepted as a model for the national picture met with agreement.

Continuing on the topic of the drifter, and applying the plan to all cases, drifter or otherwise, agreement was reached on three points.

- (1) The referred man is preferred by the Agencies.
- (2) The self-referred man will be helped after full information is gathered and a judgment made as to his ability to use help effectively.

FINANCIAL CONSIDERATION

The need by the agencies for more funds from public moneys was recognized. The difficulty of putting a monetary value on service to a client was recognized. The amount of caseworker time given to a penitentiary case has increased as liaison with penitentiary staff has improved. This reflects a better quality of service in each case.

It was pointed out that the quality of service was a very important factor insofar as the Remission Service was concerned. This led into a discussion of determining cost per case.

Mr. LEMMON presented the following costs per case:

- (1) Ticket-of-Leave per year - \$120.00
- (2) Full time expiry - 75.00
- (3) Brief service case - 35.00

An additional new cost was also recognized. This had to do with pre-Ticket investigations, institutional visits, and institutional workers.

This brought up the question of the hiring of service from the Agencies and it was found to be an objectionable view. Rather, it was re-stated that the Services see the work of the Agencies as enhancing the institutional job. For that reason the Services are interested in supporting the Agencies financially in a general way.

Mr. MARCH made it clear that this financial support was forthcoming despite the fact that the Penitentiaries Act terminates the legal responsibilities of the Commission to the man on the date of his release. The total contribution to Agencies across Canada for the year ending 31st March, 1953 was \$34,500. Mr. MacLEOD advised the group that the Remission Service was asking for a Parliamentary appropriation of \$10,000 for the year beginning 1st April 1954, for distribution to Agencies, being some consideration for Agency activity in the Ticket-of-Leave system. Growing out of the two previous questions, i.e., cost per case, and the payments of grants, a discussion arose regarding the professional service of the Agencies. Some Agencies outlined their efforts to plan psychiatric, psychological and medical services in order to qualify for the Dominion-Provincial Health grants. The difficulties in this sort of planning were recognized and it was decided that this was not a proper topic for discussion by this conference at this time.

A general summary of Financial Considerations up to this point was made by the Chairman as follows: The Agencies could help men more effectively if more staff time were available and the scale of direct assistance more generous. This meant that Agency budget would need to be increased. Mr. MARCH and Mr. MacLEOD reminded the Agencies to send their descriptive letters re budgets well in advance of the month of September when government departments must consider their estimates for the fiscal year commencing on the on the first of April next following.

The balance of grants as between Dominion and Provincial Governments was discussed and figures given.

<u>Alberta & Manitoba</u>	- \$1 for \$1 from each Government \$2 Gov't. to \$3 Community Chest money
<u>Quebec</u>	- No support from Provincial Government
<u>Nova Scotia</u>	- \$4 Provincial to \$1 Federal
<u>British Columbia</u>	- Chest money mainly - no Provincial grant
<u>Salvation Army</u>	- Federal \$2,000 Provincial (Ont.) \$5,000

The suggestion by Mr. MARCH of one standard fiscal year for Agencies and Government was entertained, and the difficulties regarding the use by Community Chest of the calendar year appreciated. It was decided that this was a matter for individual Agencies.

"Gate Money" and its adequacy was discussed in detail with particular reference to California and Great Britain. California determines a rehabilitation grant for each man and it is related to the realistic needs of the man. This grant is administered by the parole officer or after-care agency where appropriate. The grant is equated to the gap that exists between his own resources plus prison earnings, and his realistic material need. This grant varies from case to case, and where a man's resources exceed his need, no grant is given. In Great Britain, the amounts spent on behalf of the man by the after-care agency is refunded to the agency by the Treasury. This charge back agreement per case is in no way connected with the general operating grant made by the British Treasury to the agency.

While the virtues of the above two plans were agreed upon, it was recognized that the public of Canada was not

yet ready to support a similar plan for this nation; and indeed when such a suggestion had been made in western Canada, public reaction had been to regard the proposal as "payment for crime".

The matter of increasing the compulsory savings portion of prison earnings was discussed and it was agreed that, if such was to be done, it should not jeopardize the amount now available to the inmate as "canteen money".

Unemployment Insurance of Ex-inmates:- The proposal made to the Canadian Penal Association at its Kingston meeting some years ago was resurrected and discussed. The result of discussions by the Unemployment Insurance Commission and the Penitentiaries Commission was made known. The payment of unemployment insurance was not legal under the present legislation. The principle, however, was accepted by the group as one worthy of further investigation, and Mr. MacLEOD agreed to examine the legal aspects of the matter, with a view to further discussion of the matter with the authorities concerned.

Mr. GRÉGOIRE was named chairman of the Thursday morning session and Mr. STEVENSON, recorder.

WEDNESDAY EVENING

Owing to other commitments, Messrs. MacLEOD and FISHBOURNE were obliged to return to Ottawa this evening.

At 8:00 p.m. Conference members attended the annual meeting of the Elizabeth Fry Society of Kingston, at which Miss Kathleen HEALEY was re-elected President for the ensuing year. After the several reports had been heard, Deputy Commissioner MARCH was introduced to the Society. He expressed pleasure at this opportunity to become better acquainted, and complimented the Society on its interest and activity in connection with female prison inmates.

Members and guests enjoyed a panel discussion, chaired by Past President Mrs. O. VAN LUVEN, on the subject: "Rehabilitation". Panel discussants were Mrs. CARTWRIGHT; Miss HERMAN; Messrs. LEMMON, MILLER and KIRKPATRICK.

THURSDAY, FEBRUARY 18 (A.M.)

Chairman: Mr. E. GREGOIRE
Recorder: Mr. B. K. STEVENSON

The Chairman opened the meeting at 9:10 a.m. by welcoming Mr. Benoit GOUBOUT, an officer of the Remission Service, who arrived from Ottawa last evening.

Announcements: 1. Mr. Frank ROBERTS, on behalf of the Steering Committee, invited the group to attend a film showing of "Drug Addict", "Penitentiary", and "After-Prison - What?" at 6 p.m. in the conference room.

2. Judge HAMILTON presented the first report of the Committee on Resolutions and Findings. This was received and tabled.

CONSIDERATION OF AGENDA

Responsibility of the agency in Ticket-of-Leave applications - Mr. Frank MILLER stated that, in the case where the Remission Service requests the agency to obtain certain social and family information, an application has already been received. The agency's report will be considered along with all other reports on the applicant for Ticket-of-Leave and a decision made in the light of the total situation. Further requests may be made for additional information or to discover willingness on the part of the agency to accept supervision. It was emphasized that acceptance of responsibility by the agency was a voluntary matter to be determined by the agency in the light of staff time and internal policies.

In reporting to the Remission Service the agency must be objective and honest in their appraisal of the applicant's situation as they see it. A Ticket may still be granted even if the agency is unwilling to accept supervision, but, in their report, the reasons for non-acceptance should be clearly stated. There was general agreement on this point.

Mr. KIRKPATRICK pointed out that increased requests for reports and parole supervision will reduce the quality of the agency's service unless additional resources are found such as staff and finances. Since the agency's "responsibility" is accepted by them on a voluntary basis, and under no compulsion by the Remission Service, it is the agency's decision as to accepting or rejecting Remission requests.

Does the agency now supply adequate reports? Mr. Frank MILLER stated that on the basis of the kind of reports being received at present, the after-care agencies appear to be getting at the proper sources of information and supplying proper evaluations of home and community potential. The group agreed that the agency should not become involved in the decision whether Ticket-of-Leave should be granted or not. Care should be given to the proper phrasing of agency reports. After some discussion it was generally agreed that the Remission Service has a responsibility to give the agency some guidance as to the salient features of a particular case so that the agency will be aware of what is wanted. This will avoid the situation where the agency spends much time obtaining certain information, while the Remission Service is already in possession of the facts.

Interpretation of the Ticket-of-Leave Act to Penitentiary Staff and Inmates:- Mr. Ralph MARCH stated that interpretation of the Ticket-of-Leave Act is given to penitentiary officers in training. The Classification Officers usually interpret Ticket-of-Leave policies to inmates during the orientation interview but practices appear to differ in the various penitentiaries. It was also pointed out that Remission Representatives and the after-care agencies provide information about Ticket-of-Leave at the inmates' request throughout his incarceration.

Mr. KIRKPATRICK stated that it was most important that any parole system be closely related to the total rehabilitation process which begins when the offender enters prison. Our interpretation of parole can encourage an inmate to make basic changes while in prison. The group agreed that the inmate should be given a fair and honest appraisal of his chances to be granted a Ticket-of-Leave but the decision about making application should be left to the inmate.

Judge HAMILTON referred to the Rules of Practice quoted by the Archambault Commission and stated that in his opinion they definitely limit the purpose of the Ticket-of-Leave Act. After some discussion this subject was referred to the meeting of agency representatives.

Supervision of ex-inmate on Ticket-of-Leave:- The Remission Service expects that the agency will have sufficient contact with their clients on parole to be aware of all problem situations involving family, employment and social relationships. It is left to the agency to determine the extent of supervision necessary, but in unusual circumstances the Remission Service might add further restrictions

to Ticket-of-Leave after consulting with the agency. Supervision is accepted voluntarily by the after-care agency and, in many respects, is similar to the service given to other clients except for the controls provided by the Ticket-of-Leave Act.

In response to a question by Mrs. VAN LUVEN regarding the social agency's responsibilities in supervision, Mr. SHINER gave the following framework within which a casework service is brought to a parolee:

1. Responsibility for knowing the person and his total situation.
2. Supervision must be a part of a planned casework service.
3. Responsibility for supervision to have realistic goals.
4. Supervision period for a parolee is the beginning of a voluntary and continued relationship with the agency.

Mr. Albert CÔTÉ pointed out that after-care agencies have a moral responsibility to provide as adequate supervision as possible within the policies of the agency. There was acceptance both by the Remission Service and the agencies that a knowledge of each other's problems and responsibilities was vitally necessary if effective supervision was to be accomplished.

(P.M.)

Chairman: Lt. Col. Ernest Green
Recorder: Joseph O'Connor

The session opened at 2:15. Mr. MILLER took a few minutes to explain how expense sheets should be filled out.

Mr. SHINER stated that in relation to the topic for the morning session which had not been exhausted namely, the authoritative aspects of supervision, that there was a tendency for after-care agencies to hold that there is no room for an authoritative role for a social agency. However, he believed the agency represents the standards and social values of the community somewhat in the way that the Remission Service represents the general public.

Mr. MILLER thought that if he were a member of an after-care agency that he would submit a report to the

Remission Service at some terminating point, such as at the expiration of the Ticket-of-Leave; or, when the inmate is no longer willing to take supervision; or, on a long Ticket-of-Leave, when the need for supervision no longer exists. Where the agency letter constituted an application for a Ticket on behalf of a man it must be handled by the Remission Service as such.

The subject scheduled for the afternoon discussion was then broached. The Chairman read the question "What is the research potential of the Institution and is this likely to be developed?"

Mr. MARCH pointed out that, so far as penitentiaries are concerned, research in the fields of sex and drugs offences is carried on under the direction of Deputy Commissioner Gendreau.

Mr. CARABINE mentioned that there exists in the penitentiaries a great research potential in that the subjects are already there, and are ready to co-operate. He quoted from memory the Annual Report of the Commissioner (1952-53) stating that "we would like to do research" but shortage of personnel and demands for work with individual inmates preclude any likelihood of research being undertaken by the penitentiary staff. Mr. MARCH added that the Commissioner of Penitentiaries has permitted some individuals to do certain types of research where it does not hamper the work of the institution.

Mr. SHINER commended the Commission for constantly examining its program. But, to evaluate the program, he thought there should be a place for a research person who can act as a co-ordinator and advisor and who would have a position in the central office.

Mr. MARCH replied that the efforts of the Commission had been directed toward consolidating the rapid changes that have been taking place in the system, but that there was a willingness that research be done.

Mr. COTE believed that a good deal of individual experience was still needed, before effective research could be done. He thought that the universities should be interested in helping to organize research in co-operation with mental health organizations.

Mr. ROBERTS paid a tribute to Mr. ST. PIERRE, Psychologist at St. Vincent de Paul for his research in family relationships and parental discipline.

Mr. KIRKPATRICK thought there should be provision for administrative research on a broad basis and that the only step possible for the Commission would be the securing of a first class research consultant who would see what data is available and would put it into shape so that it could be used, and who would advise and encourage members of staffs and other agencies in regard to smaller research projects.

Mr. COTE emphasized that a goal had to be set. He stated that he knew of no Canadian bibliography on criminology.

Dr. HOBDEN mentioned the study of drug addiction which is being undertaken by Dr. STEVENSON under the direction of the University of B.C. Committee and the Provincial Department of Health and Welfare.

Mr. SHINER wished to refer to the Resolutions and Findings Committee a motion that the development of a program of research within the penitentiaries be encouraged. Discussion arose as to whether it should be confined to the penitentiaries and it was decided to defer discussion until it is brought up tomorrow.

On the matter of reports submitted by Prisoner's Welfare Societies to the Commissioner of Penitentiaries, Mr. March stated that they varied greatly but that the essential was that they be sufficiently comprehensive to determine the number of former penitentiary inmates who were assisted by the Agency, together with some idea of the work done with them. It was suggested that another year samples of the agencies' reports be brought. To Dr. HOBDEN's question whether the reports now being submitted were, with all their variations, satisfactory, Mr. MARCH replied that they are reasonably so.

Liaison:- The meeting adjourned for ten minutes and on its resumption the question of liaison was taken up. Members from all the agencies expressed good liaison with Classification Officers.

The question of supervised visits was brought up by Lt. Col. GREEN. In most penitentiaries supervision of a visit with the representative of an agency was dispensed with. Judge HAMILTON stated that his organization preferred to have the visit supervised. Messrs. MARCH and COOK stated that the practice was established for the protection of the interviewer, the prisoner, and the authorities. Mr. SHINER brought to the notice of the meeting the recommendation in the report that the attending officer be dispensed with.

Miss HEALEY mentioned that all interviews in the women's penitentiary were held privately, but next door to the Supervising Matron's office, with another Matron in the hall. They have the choice of a private interview, or of talking with the inmate in the shops.

In answer to a question, Mr. MARCH informed the meeting that there is one Classification Officer in each penitentiary with the exception of Kingston and St. Vincent de Paul where there were two and three, respectively. Expanding this statement, he stated that additional positions of "Classification Assistant" are planned; also that, in the initial development, classification procedures and functions had developed along very similar lines, despite differences in training and experience of those who were appointed to undertake the work. Wardens had recognized them as men who could be used in many capacities that they were not originally meant to fill, and caution was necessary to prevent their being distracted from their primary functions.

Exchange of Information:- Judge HAMILTON insisted that there should be a report from the crown and the police going from community to the institution with the newly admitted inmate.

Dr. HOBDEN mentioned that Mr. COOK had set up a system for the exchange of such information in B.C. and when similar systems have been inaugurated in the other provinces the information will be available for the Classification Officers. It was decided that a resolution should be drafted by Judge HAMILTON and considered tomorrow at the session on Friday morning.

In regard to Pre-Release Reports, Mr. BEAMES stated that they varied in their length and their value. Mr. MARCH said he would take notice of this for the Classification Officers' Conference which is expected to meet shortly.

Mr. EDWARDS drew the attention of the meeting to the new "treatment team" which has been established in Collin's Bay Penitentiary. The composition of the team is such that the views of custodial personnel concerning each inmate will be given due attention. Thus, better pre-release reports may be expected.

There followed a discussion of the frequency and quality of Agency visits to the institution. It varied greatly with the different agencies due, largely, to geographical considerations.

Mr. CARABINE thought Post-Release Reports to the Classification Officer were important because the Classification Officer can often inform the agency of the inmate's contacts with other agencies, or they can be invaluable should the inmate return to the institution. Also, the Classification Officer has a natural interest in learning how a man is doing. This information could be given in two or three sentences. As such it is not a violation of secrecy or confidentiality.

Mr. COTE stated that while the inmate is in the institution the file is institutionalized. When he is out he is on a rehabilitation basis. Mr. COTE thought this would avoid the exchange of information constituting a breach of secrecy.

Mr. SHINER stated that the Agency's annual report sent to the Commissioner on individual inmates was to be used as the Commissioner saw fit, and that the agencies felt confidentiality could be protected in this way. The same could not always be said of all information going into the penitentiary.

Mr. GREGOIRE stated that Post-Release Reports were especially valuable to Collin's Bay and F.T.C. as to whether or not the men were following the trades they had learned.

Mr. KIRKPATRICK asked for a show of hands as to whether these reports could become general practice. There was almost unanimous consent.

The appointment of a chairman and recorder for Friday afternoon was left to the Steering Committee. The session adjourned at 4:50.

THURSDAY EVENING

Films were shown in the conference room from 6:00 to 7:00 p.m. for the benefit of members who had not previously had the opportunity to view them. Several others sat in to re-view one or more of these documentaries.

At 8:30 p.m. Conference members were entertained at the home of Major J. Alex EDMISON, former Executive Consultant to the John Howard Society of Ontario, and now Assistant to the Principal of Queen's University. In Major Edmison's unavoidable absence, Mrs. EDMISON was assisted by Professor and Mrs. BLACKBURN. Conference members greatly appreciate this kind and hospitable gesture.

FRIDAY, FEBRUARY 19 (A.M.)

SEPARATE MEETING OF THE VOLUNTARY PRISONERS' WELFARE AGENCIES

Chairman: Mr. Walter LEMMON
Recorder: Mr. Roger BEAMES

There were no representatives of government services in attendance at this morning's session. Thus, as agreed by the planners of this week's activity, an opportunity was afforded for the representatives of voluntary prisoners' welfare agencies to have full and frank discussion of topics and problems of mutual interest.

The status of the Canadian Penal Association was fully discussed, and many aspects of the situation were explored.

Regarding Agency Practices and Policies, great differences were recognized. It was agreed that inter-agency co-operation can and should be greatly strengthened by much more frequent communication. If this practice is followed, it should lead to a reduction of the type of case cited by Mr. ROBERTS, wherein after-care agencies are preyed upon by itinerant clients, particularly at the inter-provincial level. As a source of information to safeguard the agencies in this matter, members again urged the securing of the R.C.M.P. Gazette for all qualified after-care agencies.

It was agreed that there were some points where co-ordination was lacking but that, as this shortcoming exists mainly at local level, it should be dealt with by the organizations concerned.

Discussion also centred around the agencies' interest in the work to be commenced by the newly appointed Committee on Remission and Parole Practices. General satisfaction was expressed concerning this development.

(P.M.)

Chairman: Mr. Frank ROBERTS
Recorder: Mr. Jos. O'CONNOR

SEPARATE SESSION

The afternoon meeting resolved itself, initially, into a continuation of the separate meeting of After-care Agencies.

His Honour Judge F.A.E. HAMILTON moved, seconded by Mr. A. M. KIRKPATRICK that:

"We of the After-care Agencies receive and adopt the report prepared by the Committee on Resolutions and Findings of the After-care Agencies, and request that it be included in the Proceedings of this Conference."

The motion was carried. Arrangements having previously been made for the mimeographing and distribution of Proceedings by the representatives of government services, it was agreed that a copy of the Resolutions and Findings of the After-care Agencies would be furnished by the committee chairman for incorporation in the Proceedings.

FULL SESSION

At this point the representatives of government services rejoined the conference group, and two agenda items were considered which had been deferred in previous sessions. It was moved by Mr. MILLER, seconded by Mr. LEMMON, that:

- "1. In view of the success already achieved in the field of securing fidelity bonds for ex-prisoners, other societies desiring to take similar action consult with Judge HAMILTON and Mr. LEMMON.
2. In view of the correspondence already exchanged between the Canadian Clubs, the Department of Justice and the John Howard Societies, the matter of the proposal put forth by the Canadian Clubs concerning bonding of ex-prisoners be left in the hands of the Department of Justice."

Motion carried.

Courtesies:- Mr. LEMMON expressed the thanks of the persons representing the After-care Agencies to members of the Department of Justice and officers of the Penitentiary Staff College for their kind hospitality, and for having made this conference possible. Deputy Commissioner MARCH responded to Mr. LEMMON's remarks, expressing his gratification that the Staff College was able to extend its usefulness in this way. Assistant Director MILLER expressed his personal satisfaction that the meeting had taken place, stating that it had accomplished what he had hoped it would. Superintendent Walter JOHNSTONE stated that it was great encouragement to Penitentiary Officers to see this kind of co-operative action take place.

Reverend Minto SWAN thanked the group for the privilege of being able to sit in on several of its discussions, and added a plea, on behalf of the inmate client, for understanding of his spiritual as well as his material needs.

It was suggested that the Commissioner of Penitentiaries be requested to authorize a suitable press release to editors of the prison inmates' publications. Mr. MARCH agreed to consult the Commissioner in this connection.

Lt. Col. GREEN asked God's blessing upon the work of the several organizations here represented, and upon the outcome of these deliberations.

The Conference adjourned on motion.

APPENDIX "A"

REPORT

of

THE RESOLUTIONS AND FINDINGS COMMITTEE

of the

PRISON WELFARE AGENCIES

RECOMMENDATIONS

1. Your Committee recommends that the members of this Conference hereby express to Mr. A. J. MacLEOD, Acting Director of the Remission Service, Department of Justice, Ottawa, their most sincere thanks for the splendid part he took in initiating and carrying out the plans for this Conference and for the excellent contribution which he made to the programme of the sessions.
2. We recommend that the thanks of the group be extended to Major-General R. B. GIBSON, Commissioner of Penitentiaries, Ottawa, for his kindness in making it possible for the Conference to hold its sessions in the Penitentiary Staff College, Kingston, under conditions of comfort and convenience.
3. We recommend that our thanks be extended to Mr. R. E. MARCH, Deputy Commissioner of Penitentiaries for the valuable contribution which he made to our discussions, to Mr. Frank MILLER, Assistant to the Director, Remission Service, for his wise and most valuable counsel, to Mr. F. W. COOK for his fine work in helping to prepare a splendid agenda, to Mr. T. A. FISHBOURNE, Chief of Special Placements, of the National Employment Service, for attending the conference and for the valuable information he gave regarding the work of the National Employment Service. We also thank our genial friend, Superintendent Walter JOHNSTONE, of the Staff College and his associates, Mr. Arthur JARVIS and Mr. Richard GRAVES, Mrs. McGUIRE, Mrs. Proctor and the men from Kingston Penitentiary who helped in the kitchen and in the dormitories, for their kindness and courtesy in making our stay at Calderwood so delightful.
4. We recommend that the Department of Justice confer with Department of Labour, Ottawa, with a view to taking such action as appears to be necessary and advisable regarding the following:
 1. The more general employment of persons discharged from penal institutions by the following organizations: The Canadian National Railways, the Canadian Pacific Railway, the Federal Civil Service Commission, the Provincial Civil Service Commission, the Armed Services of Canada and certain Crown Corporations of Canada and of the various Provinces.

2. The omission by the above mentioned employers from their Application for Employment Forms of the words "Have you ever been convicted of a criminal offence?" or in the alternative of having the question, followed by the words "The fact that you have been convicted of a criminal offence will not of itself bar you from employment." (See recommendation, Archambault Report, page 264.)
5. We recommend that the matter of obtaining Surety Bonds for persons who have been discharged from correctional institutions be referred to Mr. Frank MILLER, Assistant to the Director, Remission Service, for study and for such further or other action as he may consider to be necessary and advisable.
6. We recommend that when changes in key staff personnel occur in either the Services or the Agencies, information concerning such changes be made available to the other Services and Agencies concerned.
7. In view of the outstanding success and value of the Conference held this week we recommend that Mr. MacLEOD, Acting Director of the Remission Service, be requested to ask the Department of Justice to give favorable consideration to the holding of a second similar conference of the group some time within the next 12 to 15 months.

FINDINGS

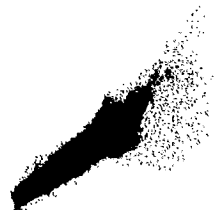
1. We find that the matter of making available certain Federal funds, such as Unemployment Insurance funds, for the assistance of unemployed persons recently discharged from correctional institutions is being given consideration by the Federal authorities.
2. We find that it is the opinion of the group that the supervision provided by the Rehabilitation Agencies for persons released to them under the provisions of the Ticket-of-Leave Act should continue until the expiration of the term of the sentence unless otherwise varied.
3. We find that it is the general opinion of the group that the supervision of unemployable discharges by the Rehabilitation Agency should cease as soon as possible after the case has been referred to the Agency in the community which is charged with the responsibility of caring for unemployable persons.

4. We find that a number of the Agencies believe that the liaison between the Agency and the Institution is on the whole satisfactory. Some of the Agencies reported that no pre-release reports were being received by them. Other Agencies reported that only after a special request is made are case reports received from the Police and from Crown Counsel. We find that the lack of pre-release, Police and Crown Counsel reports hampers the work of the Rehabilitation Agency.
5. The group received assurance that efforts would be made to have copies of the R.C.M.P. Gazette containing information regarding the probable date of release of prisoners sent to all Rehabilitation Agencies.
6. We find with satisfaction that the Department of Justice has appointed a special committee to consider among other things a revision of the Rules relating to the administration of the Ticket-of-Leave Act.

In concluding the presentation of this report I wish to express to Mr. Albert CÔTÉ, Quebec, and to Mr. John ARNOTT, Halifax, the other members of your committee, my most sincere thanks for their unfailing devotion to duty throughout all hours of the day and in particular throughout many hours of the night.

(signed) Frank A. E. Hamilton

Chairman,
Committee on Resolutions and Findings.



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