

THE ADMINISTRATION OF JUSTICE IN THE
GREATER VANCOUVER AREA

The Female Offender

by

AILEEN SIEN

Thesis Submitted in Partial Fulfilment
of the Requirements for the Degree of
MASTER OF SOCIAL WORK
in the School of Social Work

Accepted as conforming to the standard
required for the degree of
Master of Social Work

School of Social Work

1966

The University of British Columbia

In presenting this thesis in partial fulfilment of the requirements for an advanced degree at the University of British Columbia, I agree that the Library shall make it freely available for reference and study. I further agree that permission for extensive copying of this thesis for scholarly purposes may be granted by the Head of my Department or by his representatives. It is understood that copying or publication of this thesis for financial gain shall not be allowed without my written permission.

School
Department of *Social Work*

The University of British Columbia
Vancouver 8, Canada

Date *April 14, 1966.*

TABLE OF CONTENTS

Page

Chapter 1. The Process Confronting the Female Offender

Purpose of the thesis. Difficulty in obtaining valid statistics. Crimes in which women are most frequently involved. Offence punishable on summary conviction. Bail. Description of the City Gaol. An indictable offence. Breach of Municipal by-law. Types of sentences. Conditions of Probation. Pre-sentence reports. Those for whom probation is recommended. Number of juveniles transferred to adult court. Methods of rehabilitation. An example of intensive work done with a probationer 1

Chapter 2. Oakalla Prison Farm

Condition of the inmates upon admission to Oakalla. Privileges and Limits. Definition of a group and a team. Principles of the group system. Daily routine. Work done by volunteer groups. Twin Maples Farm. The Narcotic Drug Treatment Unit. Volunteer assistance to The Woodlands School . . . 13

Chapter 3. Kingston Prison for Women

Procedure upon admission. The number of inmates. Punishment is in the form of loss of privileges. Description of the institution. The number of staff members. Work and leisure time activities. Effects of removal from the local community. Some of the basic assumptions of the officials at Kingston Prison for Women 38

Chapter 4. Parole

The purpose of parole. The policy of the National Parole Board. When an inmate is eligible for parole. The number of inmates receiving parole. Length of parole. Factors considered in granting parole. Gradual release. Conditions of parole. The parole agreement. Supervision of parolees. The number of female offenders on parole in the Vancouver area. The effect of no

	Page
definite-indefinite sentences for women.	
Examples of women on parole under the supervision of the John Howard Society	46
Chapter 5. <u>Conclusions and Recommendations</u> . . .	62
Appendix:	
(a) Bibliography	81
(b) The Booking Sheet	83
(c) Application for Bail	84
(d) Indictable and Summary Offences	85
(e) Summons	91
(f) Persons who make arrests	92
(g) Bail	93
(h) A Summary Conviction Court	94

LIST OF TABLES

Table 1. Adult persons (over 18) charged with the following offences during the fiscal year April 1, 1963 to March 31, 1964 . .	95
Table 2. Female offenders (over 18) charged with the following offences during the fiscal year April 1, 1963 to March 31, 1964 listed in order of frequency	99
Table 3. Offences for which prisoners were committed to Oakalla during the fiscal year 1963-64	100
(a) Crimes against the person	100
(b) Crimes against property	101
(c) Crimes against public order and peace	102
(d) Crimes against public morals and decency	103
Table 4. Offences for which female offenders were committed to Oakalla during the fiscal year 1963-64 listed in order of frequency	104

ABSTRACT

There has been a great deal of concern regarding the extent of criminal behaviour and the effect of criminal behaviour on the criminal and on society generally. There is the general assumption that there are many differences between the female offender and the male offender. At the same time the law and the administration of justice are said to apply equally to both sexes. The dilemma is partially resolved by an individual approach pursued by the personnel of the various institutions involved--the police officers, the magistrates or judges, the prosecutor, the probation officer, the prison matrons, the parole supervisor and all the people who come in contact with the woman from the time of arrest until the time of release. Many problems remain unsolved.

The account of the process confronting the female offender is presented as objectively as possible based on information obtained mainly from interviews with representatives from the various institutions with whom the offender comes in contact; and, also from their records, from annual reports, brochures, Municipal by-laws, Federal and Provincial Statutes and the Criminal Code of Canada. It is an official account as compared to an unofficial account obtained from interviews with the women who are charged with various criminal offences. Statistics, while approximate figures, provide an estimate of the number of women charged with criminal offences and the types of crime in which they are frequently involved. The offences are by law indictable or summary offences, or can be either. Arrests can be made by certain persons under specified conditions. Bail may be granted or refused. The person who has been arrested may be locked in the City Gaol. There are various sentences permitted by law to be administered by the courts. The female offender may receive a suspended sentence. She may be placed on probation. She may be sent to prison at Oakalla or Kingston Penitentiary. Parole may be granted or refused. She obtains a criminal record.

A combined individual-group approach to treatment might be more beneficial and have more lasting results than a primarily individual approach or primarily

a group approach. Successful rehabilitation may depend more on a well-informed public than on a sympathetic public made up of people who are willing to "take a chance" on hiring her or renting a room to her. An integrated team applying the problem-solving approach might result in a lower recidivist rate if any or all of the members of the team were made available to the offender when she first becomes arrested and is charged with a criminal offence. The distance must be lessened between the cultural expectations of the individual and the individual's ability to meet those expectations in socially acceptable ways.

ACKNOWLEDGMENTS

I wish to express my sincere appreciation to the many people who gave so generously of their time and assistance so that I might be able to write this thesis. I wish to particularly thank the following people:

Inspector Hewett, Corporal Mortimer and Miss Senft in the Women's Division of the Vancouver City Police Department; to Mr. Holland in the Statistics Department; Detective Sergeant Farley and Mr. Hawker of the Identification Squad, Mr. Allen and Mr. Pettit in the Court Clerk's office; and Miss Peterson and Mrs. Donald who are nurses at the City Gaol; all of whom are from the Vancouver City Police Department. Thanks also to Sergeant Caldbick of the Narcotics Department of the Royal Canadian Mounted Police; Mr. Davidson, Mr. Byman and Miss MacFarlane from the Provincial Probation Office; to Miss Maybee and Miss Stevenson at Oakalla and Miss Macneill at Kingston Prison for Women. I also wish to thank Mr. Stevenson and Mrs. McClymont from the National Parole Board; Mr. Stade from the Provincial Parole Board; and Mr. Davis and Mrs. Harkely from the John Howard Society. My thanks also to Miss Furness and Mr. Dixon, School of Social Work, University of British Columbia, and to Miss Pumphrey, Director of the Social Service Department at the Vancouver General Hospital for her assistance, understanding and encouragement throughout the year.

THE ADMINISTRATION OF JUSTICE IN THE
GREATER VANCOUVER AREA

The Female Offender

CHAPTER 1

The Process Confronting the Female Offender

The purpose of the thesis is to outline and discuss what happens to a woman who has been charged with an offence. To this end, various points must be considered:

1. Offences for which women are most generally charged.
2. Types of trial used in judging and sentencing women.
3. Description of gaols and penitentiaries and their programmes.
4. Types of treatment and their intent (short and long term).
5. Rehabilitation and after-care.
6. Recommendations.

Difficulty is noted in obtaining statistics since the fiscal year for the Vancouver City Police Department coincides with the calendar year while the fiscal year for the Province of British Columbia is from April 1st to March 31st. Tables prepared for this thesis and contained in the appendix cover the year of April 1st, 1963, to March 31st, 1964.

Statistics show that women are most often charged and sentenced to prison for alcoholism, drug addiction and

prostitution. These offences which are shown in Table 4 are listed in order of frequency, with traffic offences omitted.

Different charges can be laid for the same crime and, where a number of charges are possible, the police officer lists them all, thus further confusing valid statistics. The accused is tried for the offence for which there is considered to be sufficient evidence, and sentences imposed can vary from court to court, or from case to case, within the limits prescribed by law.

The tables show that the total number of female offenders over eighteen charged during the year was just in excess of three thousand as compared to twenty-four thousand men. The Statistic Department of the Vancouver City Police Office show that one thousand, six hundred and twenty-two of the one thousand, eight hundred and four charges on women made under the Provincial Statutes were under the Government Liquor Act. A further table shows that the largest number of female offenders committed to Oakalla were sent there for breaches of this Act. The next highest number of charges against women shown in Police records is four hundred and eighty charges for offences contained in Municipal By-laws but, since none of these women were committed to Oakalla, it is assumed that the charges were either dismissed or fines were imposed in place of a prison sentence.

The second largest number of women committed to Oakalla during the year in question were for breaches of the Narcotic and Drug Act (Narcotic Control Act) and seventy-six female offenders received prison terms for these offences. Of these, forty-eight were sentenced to Oakalla and twenty-eight to Kingston Penitentiary in Ontario.

The third largest group were sixty-nine women committed for prostitution and sentenced to Oakalla Prison.

A comparison of Table 2 and Table 4 will show that many more women were charged than were sent to prison. These tables also list the reasons for the charges. In noting sexual crimes, two hundred and ten were charged with prostitution, and this is the only sexual offence with which they were charged during the year in question. There is no note, for example, of incest or lesbianism. In comparison, fifty men were charged with rape, other sexual offences (largely homosexual) and prostitution. In general it seems that men are accused largely for crimes of violence while most of the female crimes seem to be self-destructive in nature.

A woman is under arrest from the time the police officer says to her "come with me." If she is charged with causing a disturbance, this is an offence punishable on a summary conviction and she is taken to the Police

Station where she is booked.* Once the booking sheet is completed, if the woman is sober, she is permitted to request bail and for this purpose a Justice of Peace is on duty at the Police Station at all times. If she is known to have a home, a job, or a family in Vancouver, the Justice of Peace may permit her to enter into her own recognizance--for instance, she may agree to pay a certain specified amount of money if she does not appear for trial and she will then be released on bail. If she posts bail and does not appear for trial, she may lose all or part of her cash deposit, registered bonds or property. If the accused woman appears to be mentally ill, the Justice of Peace may refuse bail pending an examination by a medical doctor or psychiatrist. The appendix pages include further information regarding bail.

The City Gaol is situated on the fourth floor of the City Police Station, and includes four drunk tanks, six feet by eight feet, each with a light, a urinal and nothing else; six slightly larger maximum security cells with double bunks, a basin, urinal and light and a dormitory with six double bunks, a table, bench and an area separated by a low partition where there are three

*Information contained in the booking sheet as well as the criminal charge of causing a disturbance are included in the appendix.

urinals and three basins. There are also two completely bare cells with heated floors referred to as the "Mental Blocks" where a woman is stripped and locked inside if there is any indication she might attempt to commit suicide. The jail area contains two hospital wards, a first aid room, a minor emergency ward with equipment and drugs and a nurse is on duty at all times. There is an interviewing room where prisoners can see their lawyer, probation officer or a detective and there is also a visitor's room but this is seldom used because of the short stay in the City Gaol. A public health nurse has an office on the floor. All prostitutes are checked for venereal disease at the earliest opportunity.

Some offences can be tried either as an indictable or a summary offence as shown by examples contained in the appendix. A summary offence is tried in a Summary Conviction Court. The accused who is charged with an indictable offence may elect how she wishes to be tried. She can be tried by a magistrate without a jury, a judge without a jury or a judge and a jury.

If a woman is arrested and charged with possession of narcotics, she is immediately searched. Her booking sheet is completed and she is held in jail pending an analysis of the drugs. She is then finger-printed and photographed and she may apply for bail.

Although the magistrate can make an exception, women charged with possession of narcotics usually may not post their own bail. If someone else posts bail on their behalf, an affidavit of justification must be sworn before a Justice of the Peace. In this country, no person may become a professional bondsman and any attempt to become such a bondsman is illegal. Such an action could result in a charge of making a false statement. When a woman accused of an offence under the Narcotic Control Act appears before the Justice of the Peace, she may request bail or she may request a remand on bond or she may request an adjournment of the trial so that she may obtain the services of a lawyer or she may elect to proceed immediately with the case. Since possession of narcotics is an indictable offence, the accused is permitted to elect how she wishes to be tried, that is, by a magistrate without a jury, a judge without a jury or a judge and a jury. While she is detained in City Gaol, she will be locked in one of the maximum security cells.

If the woman is found guilty of the charge under the Narcotics Control Act, she may be given a suspended sentence or bound over on her own recognizance under certain conditions, such as that she cannot associate with known drug addicts or be seen in certain areas of the city. She may, on the other hand, be sentenced to prison for a term less than two years at Oakalla Prison Farm or for a

term of two years or more at Kingston Penitentiary in Ontario. If she is taken to prison she is again fingerprinted to be sure that the woman sentenced in Court is the same person who is now entering the prison to serve the sentence. From the above it may be seen that a woman accused of drug addiction is treated differently to a woman accused of alcoholism or prostitution or any other offence.

Those who violate a Municipal By-law, for example, are first warned but not arrested. A minimum of personal information is obtained and a special day is set aside for the trial, namely, Wednesday afternoon when most small stores are generally closed. The sentence is a fine or imprisonment.

A person accused of "causing a disturbance" may be warned or may be immediately arrested. She is booked and certain statistical information is obtained. She may be able to make arrangements for bail or she may be locked in jail. If she owns cash or property, or knows someone in the city who has cash or property that they are willing to post as bail on her behalf, she may be freed on bail, but for many offenders bail is not a possibility.

Possession of narcotics is obviously considered a much more serious type of offence and the treatment of the offender is in contrast to the treatment of offenders

for the other offences mentioned. The possessor of narcotics is searched, much more identification is taken and recorded and copies are mailed to a central agency with connections throughout the world--the Federal Bureau of Investigation in the United States, Scotland Yard in Britain, etc. Bail is much more difficult to obtain. The offender is locked in a maximum security cell. If she is found guilty, she may be sentenced to prison for many years.

Laws determine what action will be taken by police officers, magistrates, or anyone involved with the accused, but there are many alternatives within the law. Illustrations of laws governing some of the offences are quoted in the appendix. The examples are taken from "The Criminal Code of Canada" and "The Federal and Provincial Statutes."

One of the sentences an offender may receive is a suspended sentence under conditions of probation. The offender is placed on the caseload of a probation officer to whom she must report promptly and regularly at least once a month or more often if required. She must notify her probation officer promptly of any change of address or occupation and must appear before the convicting magistrate at any time when requested to do so by her probation officer. Failure to carry out the probationary orders may result in being sentenced for the offense.

During the fiscal year under consideration namely, April 1st, 1963 to March 31st, 1964, twenty-two women were given suspended sentences and placed on bond and on probation. The bond varied from \$50.00 to \$2,000.00 and the probationary period was either one or two years.

Examples of conditions of probation included:

a) a woman charged with possession of liquor in a public place, bonded for \$200.00 and placed on probation for two years, b) a woman charged with causing bodily harm bonded for \$500.00 and ordered to pay \$200.00 by way of compensation within one year to the injured party, c) a juvenile transferred to Adult Court and charged with theft under \$50.00 was placed on probation for one year without bond.

Probation officers are also responsible for pre-sentence reports but these are not always called for by the Court, nor is probation always recommended by the probation officer who completes a pre-sentence report. Mr. Litsky has outlined the need for pre-sentence reports in his thesis.¹ Probation is recommended by the probation officer for those who are likely to benefit from probation supervision and the determining factors are not the offence for which the offender has been charged nor whether this is a first offence.

¹Herman Litsky, The Administration of Justice in the Three Higher Criminal Courts of Vancouver, The University of British Columbia, Master of Social Work Thesis, 1965, pp. 41-43.

As a rule, juvenile offenders are seen in Family or Juvenile Court and, during the year under study, only two female juvenile offenders were transferred to Adult Court as compared to sixty juvenile male offenders according to Provincial Probation records. Both these girls were transferred to Adult Court at their own request.

Casework, group work and family interviewing are methods used by the probation officers in their work with individuals placed on probation by the Court.

There were seven probation officers, six men and one woman, employed during the 1963-1964 fiscal year; two had Master of Social Work degrees, four had Bachelor of Social Work degrees, and one had a Social Work Diploma for training as a probation officer in England. Most of the female probationers were supervised by the female probation officer.

One girl, who will be called Kim for the purpose of confidentiality, age seventeen, was a juvenile transferred to adult court. She was charged and found guilty of keeping a bawdy house, given a suspended sentence and placed on probation for two years. The probation officer first assisted her in locating a suitable place to live. Kim has left school in Grade VII. During the year with help and encouragement from the probation officer, she completed Grade VIII.

Kim became a member of a group of probationers who met with the probation officer once a week for an hour to an hour and a half. It was an active, verbal group. The young women, most of whom were in their late teens and early twenties, were all prostitutes. They discussed their problems frankly and openly and began to discover workable solutions to some of their problems. They began to take an interest in each other and to see that each member of the group was present at every meeting so that they could adhere to the conditions of their probation. The probationers soon decided that the men with whom they were living should also attend the meetings so they brought them along. The probation officer thinks that the group sessions resulted in, or at least contributed to, efforts which the individual members made to rehabilitate themselves. Kim completed Grade VIII and got a job. Her boyfriend contacted The Narcotics Foundation and together they decided to find a job and a place to live in a drug-free community. They received assistance and support from the entire group. They made their own decisions and the probation officer and the entire group aided and supported them when they were ready to do something.

The probation officer also got to know Kim's family very well during the period of probation and did whatever she could to strengthen family relationships through support, knowledge and better understanding.

Part of Kim's "story" appeared in an article in The Vancouver Times. As a result of the article, jobs were offered to probationers by people in the community and donations were received for their further education.

CHAPTER 2

Oakalla Prison Farm

Admission

The 1963 annual report of the Director of Corrections states that all new inmates, on admission, are placed in the orientation area until their health is satisfactory and it is felt by the medical and classification staff that they are ready for a living unit and placement in one of the vocation or work teams. Every effort is made to segregate first offenders from previous offenders and drug addicts from non-users.¹

The 1964 annual report of the Director of Corrections states that the alcoholics are admitted on the verge of delirium tremens, frequently complicated by injury or disease. A number of admissions are in various stages of pregnancy and in need of medical care. A high percentage of the pregnant women are subject to frequent emotional upset and border on the near-psychotic. Many of them are recent discharges from the Provincial Mental

¹British Columbia, Department of the Attorney-General, Annual Report of the Director of Correction for the year ended March 31, 1963, p. T37.

Hospital.¹

The Main Building

"Custody is your first consideration and regardless of your particular job, you must know and practice the fundamentals of sound security."

The above statement which is included in instructions to all matrons sets the tone for life in the main institution. The inmates are fully aware that, most of the time, the staff is in charge. Control is with the staff partly because of a gradual breakdown to the previously impassable barrier between inmates and staff. The Matron in Charge of the Women's Unit attributes this change to the group approach which is the method used throughout the entire women's section. Strictly adhered to rules, regulations and routines govern most of their life in prison. The following is a formal notice to inmates of privileges and limits which will be strictly enforced during their stay in prison.

1. The first duty of the inmate is strict obedience.
2. Conversation is a privilege. Yelling, screaming, or swearing will be considered poor behaviour.
3. Each inmate will rise when called. She will wash, comb her hair, and generally make herself presentable

¹British Columbia, Department of the Attorney-General, Annual Report of the Director of Correction for the year ended March 31, 1964, p. AA22.

for breakfast. She will proceed to the dining room immediately after the bell has rung. NOTE dress regulations.

4. After breakfast she will return to her room and finish cleaning it.
5. All rooms must be in order by 8:a.m., when the bell for team work is rung. NOTE room regulations.
6. Each inmate will go to her appointed team. Everyone must stay with their own team. She will perform such duties as her Team Matron sees fit to assign her.
7. Inmates will approach all Matrons and Officers in a respectful manner, and speak in a respectful tone of voice.
8. No inmate shall be in possession of any contraband. Any articles judged to be not necessary or not permissible may be confiscated.
9. No inmate shall mark or scratch the walls, deface or alter clothing or any gaol article or material. She must not tamper with lights, or remove glass from windows.
10. Each inmate is entitled to earn a certain number of days of remission. This time will be granted only if her conduct is exemplary and she does not violate any lawful orders of the Warden or the Gaol Staff.

11. Inmates shall be allowed to see and consult with their Legal Advisors or their Clergymen. Otherwise, each inmate is entitled to one twenty minute visit each month under the supervision of a staff member, but only when the visit is approved by the Warden or the Head Matron.
12. All inmates will respect each others' personal property.
13. No money or property can be transferred from one inmate to another.
14. Each inmate is allowed to write one letter per week. This will be forwarded only if it meets with the approval of the Head Matron. NOTE letter writing regulation.
15. Smoking is a privilege which can be withdrawn if it is abused.
16. No inmate shall throw cigarette butts or any garbage on the floor. Nothing is to be thrown out of windows. If an inmate persists in such habits, she will be judged not suitable for a group.
17. Illegal communication with the Men's Building is a serious offence.
18. There will be no hoarding of food in the rooms.
19. No inmate is allowed to leave her Team or Group and wander around the building without the supervision of her Matron.

20. DAILY SCHEDULE

(Approximate times)	7:00 Rising Bell
	7:15 Breakfast Bell
	8:00 Go to Teams
	11:30 Teamwork finished for the morning
	12:30 Return to Teams
	2:30 Return to your own rooms, cottages, or huts
	5:30 Group 6 lockup (Bedtime)
	8:30 Lockup for all other groups (bedtime)
	9:30 Radios off
	10:00 Lights out

21. CONTRABAND

- a. Liquor or drugs.
- b. Drug paraphernalia
- c. Illegal letters
- d. Gum
- e. Personal clothing other than regulation garments,
or personal clothing allowed.
- f. Tools
- g. Any article which may be used for escape purposes
- h. Any article which is judged unsuitable by the staff
- i. Currency

22. Group Matrons will instruct each inmate in the use of the Library, Radio, and Sports equipment.
23. Any member of the staff has the authority to direct the course of the conversation in any Department if she feels that what is being said is detrimental to the welfare of any inmate.
24. No defacing of walls with nails, thumb tacks, scotch tape, etc.
25. No ear piercing. No tatooing anywhere.
26. Girls are not permitted to sit on the floor.
27. Girls must not lounge or put their feet on the furniture in work areas, dayrooms, etc.

Complaints and requests will be given careful consideration. There is no point in making unreasonable demands or indulging in unreasonable behaviour.

Letter Writing Regulations

1. Each inmate under sentence is entitled to write one letter each week. This letter is written on Sunday, and must be turned in on that day.
2. Each inmate awaiting trial, appealing, or awaiting transfer to Kingston, may have two letters each week.
3. NO ONE may correspond with another inmate in this or any other prison UNLESS they can prove they are related or legally married. (A list of approved correspondents will be made up by the Deputy Warden, the Padre, and the Matron in Charge.)

4. When writing observe the following rules:
 - a. One sheet of paper for each letter.
 - b. Do not write to more than one correspondent in one letter.
 - c. No one may add a note to any other inmate's letter.
 - d. No one may use her own letter to write for any other inmate.
 - e. Letters may not mention any other inmate's name, case, or sentence.
 - f. No personal names of Staff members are to be used.
5. YOU MAY NOT RECEIVE LETTERS WHICH
 - a. Are obviously kite-line connections who are not known to you before you entered Oakalla.
 - b. Which may cause grief, worry, or concern to any other inmate.
 - c. Which may promote fights.
 - d. Which are concerned with drug-trafficking.
 - e. Which contain foul or immoral language.
 - f. Which are not on the approved list, or from any other prison.

General Rules

Clothing is institutional and cannot be altered. Each inmate is permitted a certain number of specified articles of clothing. Doors are kept locked at all times.

A matron must unlock the door to let an inmate in, or out, of most rooms. Contact with anyone outside the women's section is minimal and carefully controlled. The inmates in the main building are under constant surveillance. Close supervision is as necessary for safety as for security. It is the staff's responsibility to protect inmates from hostile, aggressive attacks from other inmates.

Every woman becomes a member of a group and a team. A group is defined in Oakalla records as a number of people who are assigned to live together in a section of rooms or a hut, or what is generally referred to in the literature as the "living group." A team is defined as a number of inmates who are assigned to work or study in the different departments.

Records at Oakalla Prison Farm state that every girl is placed in one of the ten groups for custodial and treatment purposes. A matron is in charge of each group. With regard to custody, the staff in the Women's Unit at Oakalla state that generally one matron can more adequately supervise a small group than can two matrons supervise a large one.

From the treatment viewpoint, the group system has been adopted because of several underlying principles of group therapy. The inmate population is made up of people who have had difficulty in getting along in

society, at least to the extent that they have broken the law. Many of the inmates have personal difficulties in adjusting to authority, in getting along with others, in understanding the meaning of privilege and responsibility, and in respecting the rights of others. The staff at Oakalla consider the characteristics named are found in the mature person. Normally a person develops and matures within the family group. If an individual comes from a broken or disturbed family group, that person may never fully mature. It is believed that some of the personality development that takes place within the family may also occur within other groups. With this principle in mind, the group system was evolved.

Either by counselling, encouragement, or pressure, the group members learn to get along with each other, if only at a superficial level. In regard to the activities and programme, it is the policy of the institution that the groups take part as a whole. Thus, a group must reach some sort of agreement among themselves, if only to refuse to participate. In practice, the staff at Oakalla Prison Farm find that the group's ability to co-operate among themselves and to reach decisions on a group basis has greatly improved since the introduction of the group system. Certain individuals who have difficulty in adjusting to group situations receive assistance from their matron.

One of the characteristics that develops from the group formation is a feeling of belonging. According to records at Oakalla, individuals become proud of their group, and of being a member, and they resent their group having a bad name, etc. It is believed that this sense of belonging, even though it may begin in an institutional setting, is very important in the fostering of personality development.

A woman who refuses to join a group is disobeying orders and will be locked in her room and may be punished for disobedience depending on the circumstances. When a woman receives bad news the matron decides whether or not she should join in the group activities.

Daily Routine

The day begins for the inmates at 7:00 a.m. After breakfast the inmates clean their rooms. The work is supervised and the rooms are later inspected to see that everything is in order. Inmates who are sick remain in their room. The others join the team to which they have been assigned. Some of the women work in the laundry, others work in power sewing, the beauty parlour or in maintenance. Others attend classes, academic or vocational. Training is part of the work programme wherever possible. Some women attend academic classes or take subjects by correspondence. During the morning there is

a fifteen minute break for tea. At noon the inmates return to their rooms and go from there as a group for dinner. During the noon hour they may go into the exercise yard or day room provided everyone in the group wants to do so and they go as a group. After dinner the morning procedure is repeated until mid-afternoon.

Dress is more casual for the afternoon programme but remains regulated to what would be considered appropriate in the community generally. Grooming and dress are a group project recognizing the fact that hair styling and fashions absorb most women's interest and time for part of every day. Each group has a turn preparing and serving the evening meal.

All groups participate in daily counselling sessions. Group counselling is based primarily on the book "What Will Be Your Life?" by Dr. Norman Fenton.¹ The emphasis is placed as much as possible on the group itself finding its own solutions to problems. The sessions give the women an opportunity to discuss their problems and as a result to understand themselves a little better. Young women respond well to counselling sessions. The 1962-63 annual report states that the longer the record and the more institutionalized the inmate, the

¹Norman Fenton, What Will Be Your Life? New York, The American Correctional Association, 1963.

more reluctant she is to probe into her own behaviour.¹

The groups are involved in sports such as baseball or basketball. According to the 1962-63 annual report of the Director of Corrections a dance and modern art series was introduced by a staff member during that year which the staff members consider was well accepted by most of the groups.²

Each group also has a kitchen night.

During 1962-63 a special effort was made to involve the Women's Unit with the Community. Selected groups of volunteer students from the University of British Columbia were given a number of inmates to visit weekly and to take out once a month. They visited the University, Industrial Plants and various exhibits. These visits and tours opened up new areas of experience to the inmates. Facilities in the community such as the Young Womens Christian Association, South Burnaby swimming pools, bowling alleys and church recreational activities were made available to the Unit. In addition, various business, professional and church groups visited the prison and offered their volunteer services.³

¹Annual Report of the Director of Correction for the year ended March 31, 1963, p. T38.

²Loc. cit.

³Annual Report of the Director of Correction for the year ended March 31, 1963, p. T38.

The 1963-64 annual report of the Director of Correction states that the volunteers, individual and group, are the Unit's greatest asset in developing social training programmes. In particular the report refers to Alcoholics Anonymous, The Legion of Mary, and the Elizabeth Fry Society. With the aid of volunteers in the community a fashion show was presented at the Women's Unit. Models from the community assisted the inmate group in putting on a first-class fashion show. Students in Education and Sociology from the University of British Columbia visited regularly and planned their own programmes with the inmates. The staff have noticed a marked change in the reaction of the inmates to visits from others in the community. The inmates prepare for the visits, serve tea and talk quietly and informally with the visitors while they are there. In previous years they would remain in one area talking to each other and not talk to the visitors.¹

The afternoon programme continues into the evening. During the evening tea is served. The matron pours tea and channels the conversation. This is intended to be a more formal event. The remainder of the evening is casual. The women have their bath according to a schedule which has been drawn up previously. They are

¹Annual Report of the Director of Correction for the year ended March 31, 1964, p. AA24.

locked in their rooms at 8:30. At 9:30 the radio is turned off. At 10:00 p.m. lights are turned out.

Twin Maples Farm

The women selected for the farm are those who can use this type of training and experience in their own homes and communities. They are mainly, but not exclusively, of Canadian Indian Racial origin. Many of them are illiterate. About ninety per cent of the inmates have had less than Grade IV education. Their ages range from the late teens to the sixties. They are usually sentenced under the Government Liquor Act. Their sentences range from one week to six months. The average stay is two months.¹

The farm consists of about two hundred and seventy-five acres. The dormitory which the inmates built themselves accommodates twenty-four women. At present they are using the kitchen and living room in the old farm building, but it is a very old building and they will soon require a new kitchen and living room.

The annual report of the Director of Correction for the year ending March 31, 1963, states that the women at Twin Maples do their own laundry, baking, canning, pasteurize the milk from their dairy cattle and make

¹Loc. cit.

butter for their own use.¹ The matron in charge of the Women's Unit at Oakalla says that at the present time they also grow hay, raise chickens and are starting their own herd of beef cattle. The women make clothing for themselves and for their children and learn quilting. The farm provides for learning experiences in jobs that are generally done on a farm.

The 1963-64 annual report of the Director of Correction states that in addition to the practical training in homemaking, some formal education is part of the afternoon programme. Due to the length of time the women are there and to their previous lack of formal education, their educational programme is on a very elementary, practical level. They first attempt to teach them to read. Motivation varies with previous education and with age. Those who have had some education are eager to learn, while those who are completely illiterate and those who have completed about Grade VI are not interested. Most of the women who are illiterate are older and embarrassed in front of the younger women.²

Group counselling is required for all women at Twin Maples Farm. The 1963-64 Annual Report indicates

¹Annual Report of the Director of Correction for the year ended March 31, 1963, p. T38.

²Annual Report of the Director of Correction for the year ending March 31, 1964, pp. AA24-AA25.

that many of the Indian women are extremely shy and self-conscious and allow others to take advantage of their lack of self-esteem. At first they do not understand what group counselling is all about and they cannot see why others should suddenly be interested in what they think about things. Although the process is totally strange to them at first the staff members say that the inmates gradually become more secure as they become involved and benefit from the experience. As more positive relationships develop between staff and inmates, the staff members are able to help the women in matters which are important to the women as well as to the staff. The women are helped in many ways by inmates and staff working and talking together. They are encouraged when their suggestions can be put into practice and when staff members are interested in doing so.¹

The 1963-64 Annual Report also comments on visits to Twin Maples Farm from volunteers in the community. A group of church ladies attend monthly meetings. The Indian women were at first very shy with the visitors but gradually relaxed as they got to know each other better. The women were encouraged to attend church in the community and those who did attend were

¹Annual Report of the Director of Correction for the year ended March 31, 1964, pp. AA25-26.

civilian clothes to church. The group from Alcoholics Anonymous brings Indian people with them. As a result of their visits some of the inmates realize that they will be accepted and assisted by that organization if they so desire.¹

Narcotic Drug Treatment Unit

The annual report of the Director of Correction for the fiscal year ended March 31, 1963, states that in the Men's Unit at Oakalla Prison Farm ten per cent of the 10,838 men admitted were drug-users, while at the Women's Unit 43.5 per cent of the 1,160 women admitted were drug-users. As a result of the Stevenson report of 1956, two Narcotic Drug Research Units, known as the Male and Female Research Units, were established at Oakalla in an attempt to find a more effective means of coping with the problems of addiction in an institutional setting.

The same Annual Report describes the Women's Research Unit as a log building located next to the main building of the Women's Unit. The most successful number of inmates to accommodate there is ten. All meals are prepared and served in the Pan-Abode and some of the women work there throughout the day. Other women take academic

¹Annual Report of the Director of Correction for the year ended March 31, 1964, p. AA26.

or vocational courses in the main unit. An attempt is made to segregate the Research group from the general population.

According to the 1962-63 annual report of the Director of Corrections the following characteristics of drug addicts are considered in treatment:

1. Drug addicts achieve their objectives by manipulation.
2. They have built up massive defences i.e. projection, denial, rationalization.
3. Drug addicts can solve, or at least minimize their difficulties by taking a fix or a pill.
4. Friends and acquaintances share their views.
5. There is little motivation to seek treatment.

The same report indicates that those who participate in the research unit must meet the following requirements:

1. Group counselling sessions are compulsory for all. The group meets daily, Monday to Saturday, from 2:30 - 4:00 p.m. In addition to the more positive benefits of the group approach the Research Unit decided the group approach would also minimize the possibility of manipulation of staff members.
2. Medication is provided for purely physiological reasons only. The women have completed the treatment for drug withdrawal before they come to the Research Unit. New arrivals soon learn from the

other group members that there are no exceptions to this rule so their demands upon staff in this regard cease. However, staff remain available to them for discussion and support.

3. Those in the Research Unit cannot spend money which they receive from outside sources. This requirement is in addition to the regulation that applies to everyone in the institution, namely, that unless a couple is legally married, no letter-writing or visiting is allowed between the Men's and Women's Units. This regulation cuts down on the addicts' obligations to old associates on the outside.

The annual report goes on to say that in addition to good-conduct pay the women in the Research Unit carry on a baking school group project. They do all their own ordering of supplies, budgeting, planning and cooking, and must do a good enough job to satisfy the staff members who are their customers. The profits are shared equally among the group members.

Treatment in the Research Unit, according to the same annual report, is as follows:

1. Group work is the method of treatment.
2. The Research Unit first attempted to break down the traditional barrier between inmates and staff by making the women responsible for their own behaviour

so that they would see rule enforcement as a necessary part of group living.

- a. Full group participation in the planning and scheduling of group activities and individual duties for the week was encouraged.
 - b. The inmates kept a record of group discussions and decisions reached.
 - c. Proceedings within the group, which includes both inmates and staff, are kept confidential to the Research Unit.
3. The staff then encouraged the women to become their own agents of control.
- a. They were responsible for getting themselves up in the morning.
 - b. They kept a daily check on the cleanliness of their individual sleeping cubicles.
 - c. Although good-conduct ratings would be made in accordance with how well they were able to measure up to institutional standards in these respects, they had to do their own prodding, pushing and policing.
4. The group was then asked to assign the various good-conduct pay ratings. One woman could earn eighty cents a day, two women could earn fifty cents a day, and the remainder could earn thirty cents a day.

5. The group members were then asked to draw up their own set of rules and expectations for the Research Unit which would ensure minimum protection and comfort for the group members.

The following results were noted in the annual report:

1. As a result of two years of experimenting, analyzing, and developing, the group counselling sessions became tremendously meaningful and fruitful.
2. The addicts became more confident in their ability to cope with stressful situations without relying upon medication.
3. When they could not spend money or receive parcels from their old boy friends, they usually discontinued all contact with them.
4. As a result of the baking school project many learned to budget money for the first time and were proud of their ability to assume some financial responsibility for themselves in a socially approved manner.
5. The women had to experience rule enforcement as it affected them directly and individually before they could accept it as a valid orientation to life in general. For instance, if they ate what

they baked for sale, or lost customers for selling inferior produce, they were out of pocket money.

6. Each new innovation met with violent objections. Their reaction was to be expected as each new innovation directly attacked one or more of the defences mentioned previously. When resentment or hostility began to be directed toward other inmates rather than staff members they began to discuss their feelings and the implications of those feelings.
7. At first the pay-ratings were essentially a popularity contest, with the best liked or most useful member being paid the most. Also only those inmates whose deviations had been noted by the staff members were penalized for their poor behaviour. After a series of group discussions around their reasons for making allocations the way they did one member accused the other group members of being unfair. In that session there was a slight break through the fairly well established pattern of inmates automatically protecting one another from the outside.
8. The rules drawn up by the group members did not differ in any significant way from those which had previously been drawn up by the staff. However, they are now more acceptable to the inmates.

9. The Research Unit staff say that more could be accomplished in the way of treatment if there were greater participation by men in the daily activities of the women so that they could work through some of the difficulties in their relationships with men.¹

The Blue Ladies

The Annual Report of the Director of Correction for the fiscal year ended March 31, 1964, describes in some detail the project which involves the research group in volunteer assistance to The Woodlands School. The Blue Ladies, as they are known by the patients, go to Ward 1, Cedar Cottage every Thursday afternoon from 1:30 - 3:00 p.m. Many of the children, who suffer from physical disabilities in addition to mental retardation, are wheelchair or bed patients so that they cannot be involved in the normal sports and recreational activities of the School.

During the summer months, after a visit with each of the patients, The Blue Ladies take a selected number of patients to the swimming pool where they assist the Woodlands staff in removing dressing gowns, lifting the patients from their wheelchairs on to the pool deck and securing them in life-jackets or inner tubes. Each group

¹Annual Report of the Director of Correction for the year ended March 31, 1963, pp. T39-T43.

member takes charge of one or two patients in the water. At the end of an hour the patients are placed back on the pool deck and The Blue Ladies have the entire pool to themselves for a few minutes. They then assist in dressing the patients, lifting them back into their wheelchairs and returning them to the ward. The Woodlands School is unable to involve the children from that ward in swimming without the aid of The Blue Ladies.

During the winter months, The Blue Ladies assist in such matters as writing letters to the patient's family. Speech problems make this task difficult and require a great deal of time and patience on the part of The Blue Ladies. The Blue Ladies also give manicures, set hair, apply make-up and do many things which are beneficial to the patients.

The annual report says that the relationship between the patients and The Blue Ladies is warm and affectionate. It is understandable that the group returns to the Pan Abode emotionally depleted and physically exhausted. However, they see the value of their visits and with time overcome the initial shock of the physical appearance of some of the patients and the knowledge that the prognosis is poor. The staff at Oakalla say that this project does much to enhance the feelings of self-worth in the individuals as well as demonstrate their worth as a group.

A short follow-up study of the twenty-two drug addicts who were released from the Narcotic Drug Treatment Unit between April 1, 1962 and March 31, 1964 showed that fifty per cent abstained from drugs after their release.¹

¹Annual Report of the Director of Correction for the year ended March 31, 1964, pp. AA26-AA28.

CHAPTER 3

Kingston Prison for Women

Information regarding Kingston Prison for Women was obtained in correspondence received from the Superintendent in charge of that prison. Upon admission to the Kingston Prison for Women the inmate is interviewed by the Superintendent for the prison and then by the social worker for the department. The prisoner then has a bath and is issued clothing. She is then assigned to a cell or room. If she is a first offender, she is assigned to the new wing of the prison where doors are never locked. Interviews with the Chaplain, the representative from Elizabeth Fry Society and the teachers are then arranged.

The number of inmates varied from one hundred and three to one hundred and thirty during the past five years. In February, 1964, twenty-five per cent of the population of one hundred and fourteen were first offenders who were charged and found guilty of such offences as manslaughter, attempted murder, abortion, fraud, forgery, etc. Thirty-five per cent were young, aggressive "juvenile delinquent types" consisting mainly of young women from the Maritime provinces and mostly Indian women from the mid-west. The remainder of the population were recidivists who had been

charged and found guilty of such offences as forgery, armed robbery and offences of violence usually committed while drunk. There has been no significant increase in over-all population. At the time the above information was obtained from Kingston Prison for Women there was a slight decrease in the per cent of addicts in the prison.

Punishments are in the form of loss of privileges, either statutory remission or earned remission. An Act Respecting Penitentiaries assented to on the 13th of July, 1961 reads as follows:

"Section 22. (1) Every person who is sentenced or committed to penitentiary for a fixed term shall, upon being received into a penitentiary, be credited with statutory remission amounting to one-quarter of the period for which he has been sentenced or committed as time off subject to good conduct.

(2) Every inmate who, upon the coming into force of this Act, is serving a sentence for a fixed term shall be credited with statutory remission amounting to one-quarter of the period remaining to be served under his sentence, without prejudice to any statutory remission standing to his credit immediately prior to the coming into force of this Act.

(3) Every inmate who, having been credited with remission pursuant to subsection (1) or (2), is convicted in disciplinary court of any disciplinary

offence is liable to forfeit, in whole or in part, the statutory remission that remains to his credit, but no such forfeiture of more than thirty days shall be valid without the concurrence of the Commissioner, nor more than ninety days without the concurrence of the Minister.

(4) Every inmate who is convicted by a criminal court of the offence of escape or attempt to escape forthwith forfeits three-quarters of the statutory remission standing to his credit at the time that offence was committed.

23. The Commissioner may, where he is satisfied that it is in the interest of the rehabilitation of an inmate, remit any forfeiture of statutory remission but shall not remit more than ninety days of the forfeited statutory remission without the approval of the Minister.

24. Every inmate may, in accordance with the regulations, be credited with three days' remission of his sentence in respect of each calendar month during which he has applied himself industriously to his work, and any remission so earned is not subject to forfeiture for any reason."¹

In other words, statutory remission lost for a specific offence can be restored while earned remission cannot be forfeited. Reward is considered an equally

¹Ottawa, Statutes of Canada, c. 53, amended July, 1961, pp. 362-363.

important part of discipline as loss of privileges.

Segregation is rarely used as punishment.

Kingston Prison for Women is a maximum security institution. The institution is surrounded by a twenty-five foot stone wall. The old building has barred cells and barred barriers. The new building is like a college residence. There is quite free and unsupervised movement within the institution. Since supervision is relatively casual inmates can become involved in behaviour for which the consequences will be unfavourable. Many inmates who are used to conventional prisons find this attitude confusing and many inmates do not like it at first.

The classification committee, consisting of all senior staff, meets once a week and decides the programme that inmates will follow. If inmates express their desires regarding programme they are usually followed. Sometimes inmates are requested to appear to discuss their programmes.

Individual therapy is considered to be more successful in Kingston Prison for Women than group counselling. The Prison has a full-time social worker, psychologist, sociologist and two classification assistants. A psychiatrist is at the prison for consultation one day each week. He sees inmates who have been referred to him.

Kingston Prison for Women provide several choices of work and leisure time activities. Variation is particularly necessary in the penitentiary because of the lengthy sentences served. The staff at Kingston Prison for Women consider too, that too much regimentation is undesirable.

School is a full time activity and engages about one-quarter of the population. Another eight take part-time courses. Inmates take courses from Grade I to University, or full-time business training. There is also a home economics cottage which operates continuously and occupies six inmates at a time for ten weeks.

All inmates work a seven and one-half hour day. Those who are not in school work in the shirt factory, laundry, hospital, kitchen or in cleaning and maintenance. All of the inmates are paid twenty-five, thirty-five, forty-five or fifty-five cents per day. In addition they can earn money through hobbycraft, knitting or sewing. With earnings they can buy things from approved shops. The inmates also make dresses, slacks, pyjamas, sheets, pillow cases, drapes for themselves. They do the laundry for themselves as well as for other institutions. The prison is equipped with heavy modern machines. The clothes are hand-ironed.

The staff at Kingston Prison for Women rely extensively on outside groups for social activities.

Elizabeth Fry Society, Queen's University Women and the Legion of Mary members provide concerts and plan parties for the inmates. All inmates receive one month's pre-release and go either to full time jobs in a block placement in hospitals, restaurants, cleaning plants or offices. Others are provided with day work in homes of members of Elizabeth Fry Society or the University Women's Club where they do painting, gardening, cooking or cleaning. Those for whom jobs cannot be obtained go out for meals or social events usually with members of the Elizabeth Fry Society.

Effect of Removal from the Community

The Superintendent at the Kingston Prison for Women thinks that particularly for drug addicts removal from local communities is a positive factor. Few, if any addicts have families or friends who can give any support to them. In fact, their families are in many cases the reason for addiction and their friends are fellow addicts. The addicts who appear to be cured are those who do not return to their local community such as Vancouver but start life in a different drug free community.

The present alternative to removal from the community is imprisonment in provincial gaols. The effect of others coming and going, often the same people serving

short sentences, while the federal offender has to remain in prison for at least sixteen months would be most damaging, she thinks. She also thinks that one cannot have as positive a programme in an institution where most people serve short sentences.

Accidental offenders such as those charged with manslaughter sometimes do not want visits while they are in prison, particularly from their children. In some instances the institution arranges for visits in the social worker's home so that the children will not identify their mothers with the physical aspects of prison.

Some Basic Assumptions of the Staff at the Kingston

Prison for Women

- (a) Over-organizing time leads to lack of initiative when the inmates are released from prison especially in view of the length of sentence.
- (b) Neither the staff nor the inmates wear uniforms. Inmates wear dresses of various styles and colours which they choose themselves.
- (c) Offenders cannot be changed unless they accept, and are accepted, by the community. They encourage all possible contact with "square" society. If the woman who has been in gaol a dozen times or more does not get to know how the community thinks and acts while she is in prison, she will be

fearful and rejecting of "squares" when she is released.

- (d) Some people do not want to change. Treatment cannot be imposed upon them. However, they let the inmates know that when they are ready for treatment or assistance from the staff they will be there to help them.
- (e) Criminals are not mentally ill in most cases. They are emotionally inadequate and different methods of treatment must be used.
- (f) One should not be deluded by "labels." Each inmate is an individual, with an individual problem which can be solved by an individual approach.

CHAPTER 4

Parole

Parole is a means by which an inmate, other than a juvenile, in any institution in Canada who gives definite indication of his intention to reform, can be released from prison so that he can serve the balance of his sentence at large in society The dual purpose of parole is the reformation and rehabilitation of the inmate, and the protection of society. It is a means of assisting him to become a useful, law-abiding citizen while at the same time ensuring that he does not misbehave or return to crime.¹

Parole is granted or refused by the National Parole Board whose authority is set out in the Parole Act, proclaimed in force on February 15, 1959. The function of the Board is to select those inmates who show they sincerely intend to reform, and to assist them in doing so by granting parole.

The policy of the Parole Board is, as far as possible, to:

- (a) encourage inmates to become law-abiding citizens and to assist them to do so by granting parole;
- (b) treat the offender rather than the offence;
- (c) deal with the offenders as individuals, not as members of a group;

¹T. George Street, Canada's Parole System, printed in Kingston Penitentiary, 1961, p. 2.

- (d) Judge each case objectively, according to its merits and circumstances;
- (e) be flexible and avoid the use of rigid or arbitrary rules of practice;
- (f) be practical, realistic and business like in dealing with offenders;
- (g) avoid any suggestion that parole means pampering inmates or that it involves the use of leniency or clemency;
- (h) consider each case from the point of view that what the inmate is apt to do in the future is more significant than what he has done in the past;
- (i) provide adequate supervision to ensure protection of the public and assistance for parolees; and
- (j) emphasize correction and reformation as the purposes of punishment, rather than vengeance or retribution.¹

The case of every inmate serving a sentence of two years or more is reviewed automatically six months after admission, when a date is set for reviewing his case in accordance with the regulations. If parole is not granted when the case is then reviewed, it will be reviewed every two years thereafter, or it may be marked for an earlier review if this seems to be warranted.

¹Street, Canada's Parole System, p. 3.

The Parole Regulations state that an inmate serving a sentence of two years or more in a federal penitentiary shall serve one year before parole can be granted; those serving a sentence of three years and over shall serve one-third of their sentence, or four years--which ever is the lesser period--before being eligible for parole. An inmate shall serve ten years of a life sentence (if it is a commuted death sentence) and seven years in the case of an ordinary life sentence, before being considered for parole. Inmates serving a sentence of under two years in a provincial reformatory or county gaol, may be considered for parole after serving one-third of their sentence.

Parole is granted to about one-third of the applicants. When parole is granted, an inmate is on parole for the unexpired balance of his sentence less any time he has earned up to then. She is deemed to be serving her sentence, but does not earn any more time off for good behaviour while on parole. Under the new Penitentiary Act, the time on parole is the expired balance of her sentence, plus any statutory remission time she may have earned, so that time on parole will be longer.¹

¹Street, Canada's Parole System, p. 5.

The following are some of the factors taken into consideration before the Parole Board arrives at its decision:

- (a) The nature and gravity of the offence;
- (b) Past behaviour--good or bad;
- (c) Total personality of the inmate--whether she can be trusted in society;
- (d) The possibility that on release the parolee would or would not return to crime and the possible effect on society if she did so;
- (e) The efforts made by the inmate during her incarceration to improve herself through better habits, education and vocational training and how well they demonstrate her desire to become a good citizen;
- (f) Whether there is anyone in the community who would help the inmate on parole. (In this matter, family and background information are most important);
- (g) The inmate's plans and whether they will aid in her ultimate rehabilitation;
- (h) What employment the inmate has arranged, or may be able to arrange. Steady employment must be maintained if at all possible as one of the most important factors in her rehabilitation;
- (i) How well the inmate understands her problem.
Whether she is completely aware of what got her

into trouble initially and how she can overcome her defect. Also, how well she understands her own strengths and weaknesses.¹

Before an inmate is officially released on parole, she is sometimes given a gradual re-introduction to society, to help overcome the shock and problems of changing from prison custody to life outside. This procedure, known as Gradual Release, is designed to assist particularly the long-term prisoners in their progressive adjustment to community life. The inmates are taken out for a few hours and sometimes for the whole day or overnight, during a short period just prior to final release on parole or at the expiration of sentence. They are usually escorted at first, and later may be out alone. They sometimes work outside the prison during the day and return at night. They recognize that a person in prison for a long time is thoroughly unfamiliar with the outside world, and such an ordinary thing as making a telephone call, or buying a cup of coffee, may be a nerve wracking experience. Gradual release is to help the prisoner to overcome these problems and to regain poise and self-confidence.

The conditions of parole, according to the same brochure, are that the parolee must obey the law,

¹Street, Canada's Parole System, p. 10.

support his dependents, fulfill his legal and social responsibilities, be steadily employed, and she cannot leave the area or her job without permission. The conditions may be varied in some cases and in others removed completely, after an appropriate length of time, if the parolee is doing exceptionally well.¹

If parole is granted the parolee signs a parole agreement which reads as follows:

"I clearly understand that I am still serving the sentence imposed but I am being granted parole to permit me to resume my activities as a citizen at large in the community, under supervision. Therefore, in consideration of parole being granted to me, I solemnly agree:

1. To remain, until the expiry of my sentence, under the authority of the National Parole Service Representative in
2. To forthwith proceed directly to and, immediately upon arrival and at least once a month thereafter, to report faithfully to
3. To accept the supervision and assistance of my supervisor
4. To remain in the immediate area of or as designated by the Regional Representative

¹Street, Canada's Parole System, p. 13.

and, if I have good cause to leave this area, to obtain permission beforehand through my supervisor.

5. To endeavour to maintain steady employment and to report at once to the Regional Representative through my supervisor, any change or termination of employment or any other change of circumstances such as accident or illness.
6. To secure advance approval from the Regional Representative, through my supervisor, if at any time I wish to:
 - (a) purchase a motor vehicle;
 - (b) incur debts by borrowing money or instalment buying;
 - (c) assume additional responsibilities, such as marrying;
 - (d) own or carry fire-arms or other weapons.
7. To abide by all instructions which may be given by my supervisor or by the Regional Representative through my supervisor, and especially with regard to employment, companions, hours, intoxicants, operation of motor vehicles, medical or psychiatric attention, family responsibilities, court obligations.
8. To abide by these special conditions:

9. To forthwith communicate with the Regional Representative, through my supervisor, if I am arrested or questioned by peace officers regarding any offence.
10. To obey the law and fulfill all my legal and social responsibilities.

I have read, or have had read to me, and fully understand and accept the conditions, regulations and restrictions governing my release on parole. I will abide by and conform to them strictly. I also understand that if I violate them in any manner, I may be recommitted."¹

Parole Supervision

Supervision is an important part of parole. According to "A Guide for Parole Supervisors" there are three basic ingredients in parole supervision:

(a) Service

Service is primarily concerned in effecting changes in the environment. The parolee should be kept away from pressures and influences which might cause her to get into trouble, and be in an environment and form associations which are beneficial to her. Service involves the Supervisor's thorough

T. George Street, Handbook on Parole, Ottawa, National Parole Board, 1963, pp. 21-22.

knowledge, skilful use and helpful interpretation of community resources and special services to assist the parolee and her family.

(b) Treatment

Treatment is assistance to the individual in handling her personal problems. It means making the parolee understand herself better and learning to appreciate the advantages of a law-abiding life and helping her to acquire some self-respect and sense of responsibility. It requires knowledge and skill in human and emotional relationships to discover underlying social and emotional problems to guide her in resolving these problems to the best of her ability and to help her obtain specialized professional help as indicated for problems with which the supervisor is not required to deal. Volunteer supervisors are not expected to concern themselves with the treatment approach to any great extent, although as a helpful relationship is established with a parolee she will likely involve the supervisor in her personal problems.

(c) Surveillance

Surveillance is necessary to protect the parolee from herself and to protect the public from her. It is the supervisory method used to keep informed of the parolee's whereabouts, activities and conduct.

It involves the skilful use of authority and responsibility for the control of the parolee's behaviour, in such a manner as not to impede the service and treatment functions. The kind of approach which the supervisor displays in contacts with the parolee has a great deal to do with the parolee's success or failure on parole. The best supervisors are free from bias and prejudice not only of races and creeds, but also of types of crimes. A sincere display of faith in the parolee's ability to make good and a natural and common sense approach to her problem will go a long way toward her rehabilitation. A parolee's knowing that someone trusts her and has faith in her, is a very effective kind of therapy.¹

While exact statistics are not available it is estimated that approximately thirty to thirty-five female offenders are granted parole in the Vancouver area in a year as compared to two hundred and forty to two hundred and fifty men.

There are no definite-indefinite sentences for women. This special sentencing developed out of a recognition of the value of Borstal Homes in Corrections and it applied specifically to those young men, usually first offenders, who were to serve their sentences at the

¹T.G. Street, A Guide for Parole Supervisors, Ottawa, National Parole Board, 1963, pp. 2-3.

New Haven Borstal Home. The provision for definite-indefinite sentences was later expanded to include the Young Offenders' Unit at Oakalla and the Haney Correctional School. Under this type of sentencing, the young male offender may be granted parole for the indefinite part of the sentence. The word indefinite is somewhat deceiving since the length of time is usually stated. For instance, the sentence may be nine months definite and twelve months indefinite. A Provincial Parole Board was established by the Attorney General for British Columbia in July, 1949, to assess applicants for parole and to provide for their supervision while on parole. No such provision has been made for women.

Some supervision of female parolees is done by men or women employed by the National Parole Board from their Vancouver regional office. However, most of the supervision is provided by the John Howard Society and the Salvation Army.

The following examples of women on parole have been provided by the John Howard Society. A young woman, whom we shall call Jane, was a member of a large part-Indian family. There was no early history of being involved in criminal behaviour. In her late teens she came to Vancouver but could not find a job so she went to Toronto. There she became acquainted with the addicts and prostitutes in the community. She was bright and

attractive and was soon established in her own apartment and drove her own car. Prostitution provided well for her, much better than a job could have provided if she had been able to get a job. Limited education (Grade VII) and racial discrimination made it difficult for her to find employment which would provide more than a minimum standard of living. When she was twenty-two years old she was sentenced to four years in Kingston Penitentiary for trafficking in drugs.

Jane applied for parole and it was granted on the understanding that she would return to Vancouver. The John Howard Society was notified and asked to provide supervision. The supervisor became acquainted with Jane's sister and her sister's husband. They were very anxious to have her back and paid the fare for her to return. They met her on her arrival in Vancouver and all three reported directly to her supervisor at the John Howard Society.

Jane could not find a job. She found it almost impossible to face new situations. Family relationships disintegrated. She soon left her sister's home and went to live with an older man who had befriended her when she was in Vancouver prior to going to Toronto. He was a boot-legger living on Union Street. Although there were rumors that she accommodated some of her friend's customers, these rumors of her return to prostitution were never substantiated.

Her friend made every effort to assist her and worked with the parole supervisor in encouraging her in her attempts to rehabilitate herself.

With the assistance of her supervisor Jane obtained a number of jobs. The first time she did not show up for work. The next job she kept for one week. She remained at the third job for two months. During that time, again with the aid of her supervisor, she found a housekeeping room in the west end. Then, she left both her room and her job and was missing for four days. It was learned that after a quarrel with her friend she had gone on a four-day drunk. Parole was suspended and she was taken to Oakalla. She had been out of prison for three and one-half months. During that time she had not used narcotics or become involved in the drug addict community here.

Her supervisor saw her every day while she was in Oakalla and helped her to present her case to the National Parole Board. The Board agreed to have the parole suspension lifted so that she could again be released from prison on parole. During the time she was in Oakalla her supervisor helped her to find another job and another place to live. From that date until parole terminated she saw her supervisor frequently, every day when she was unemployed. She worked at odd jobs and continued to be assisted financially by her friend. Family relationships,

particularly with her mother and two of her sisters, were improving and they began to visit each other and renew their interest in each other's welfare.

After parole terminated she discontinued her contacts with her parole supervisor. The parole officer said she seemed to need parole as an excuse for seeing him. She remained off drugs for over a year while under supervision. Shortly after parole terminated she was charged with possession of narcotics and sentenced to Kingston Penitentiary where it is expected that she will serve her full term.

Another young woman, also a drug addict, serving a term in Kingston Penitentiary, was granted parole and supervised by a member of the John Howard Society. We shall refer to her as Mary. While in Kingston Prison Mary completed six grades in a very short time. She was more involved with staff and less involved with other drug addicts. Elizabeth Fry Society were very active and arranged for her to fly home. Her mother and her parole supervisor met her at the airport and when she arrived home she was given a warm and sincere welcome by her step-father and her step-sisters. She did not respond with the same warmth. Nor did she appear to be particularly glad to be home. A room had been redecorated and prepared for her. Arrangements were made for an interview at the

National Employment Office. She was very unsure of herself. She had never worked a day in her life and was afraid of her inability to compete and she was afraid of being laughed at. Drugs and former associates were always on her mind. She soon renewed her old acquaintances and within a month she was arrested and charged with prostitution. She was given a suspended sentence at the request of the John Howard Society. She went home from the trial, got changed, informed her mother that she was going to the Exhibition, and disappeared.

Two men were charged with possession of narcotics at the same time that the young women, whom we shall call Sally, was charged with the same offence. One man was sentenced to four years in the penitentiary and the other man to three years in the penitentiary. Sally was sentenced to two years less a day in Oakalla. She is reported to have been a drug-user for the past fifteen years. She was first granted day parole with a view to full parole. During the six weeks she was on day parole she was able to find a suitable place to live with the help of her parole supervisor and to find a job as a typist. When full parole was granted the John Howard Society requested that she be permitted to report to the police in Burnaby rather than in Vancouver in order to prevent contact with her former associates at least on those occasions. Because she was

steadily employed she was asked to report once a week and to phone her parole supervisor two or three times during the week as well. Everything went very well at first. There was no close association with the old crowd. She received a better job in the same office and a raise in salary. Then, she began drinking, moved in with some of her old friends, missed work and subsequently lost her job. Her supervisor helped her to prepare her presentation for the Parole Board and she was permitted to remain on parole. At present she is living with a man who is also a former drug addict. She has not taken drugs for six months. Her supervisor says that there is a significant change in this young woman. Many strengths have been developed. However, her parole officer considers that her chances of remaining off drugs have been reduced because of her close association with a man who is also a former addict.

CHAPTER 5

Conclusions and Recommendations

The extent of criminal behaviour in our society cannot be determined by available records. Even where records are kept accurate, meaningful statistics are difficult to obtain. Many reasons, among them being the difference in fiscal years in the various levels of government, the purpose for which available statistics are originally compiled by the various departments and the large numbers of offences contained in a number of groupings, such as the Provincial Statutes. Police records are kept on I.B.M. cards and a great deal of statistical information is available on these cards. The information is coded. Some statistics are taken from the I.B.M. cards for monthly reports to be sent to Ottawa. Much more information remains on the cards which is unused and because of coding, unusable for most people. The first recommendation then, is that a research worker be employed specifically and entirely for the purpose of research. Such statistical studies would provide more accurate information from which to proceed to treatment of those charged with criminal offences. The information would still not be completely accurate because of several

additional complications. For instance, different charges can be laid for the same sequence of acts. Definitions should be clarified and used throughout the system. For instance, does "having stolen goods" mean the same as "receiving stolen goods." Categories of crime should be broken down into specific charges which are defined in a specific way and in the same way by everyone. But while more sophisticated research in the settings mentioned would contribute a great deal toward providing a knowledge base from which to determine administrative policies, it would still not give a clear picture of the extent of criminal behaviour in our society. Surveys of the entire population using sampling techniques, might show that everyone is at one time or another involved in action which clearly constitutes criminal behaviour. Not only does this apply to such things as driving through a stop-sign but also to assaults, theft or threatening behaviour.

The effect of the treatment of criminal behaviour on the criminal is certainly related to the attitudes toward criminal behaviour on the part of society generally. There is no evidence to indicate what the attitudes are. The assumptions of these attitudes may be wrong. Such knowledge regarding attitudes would no doubt be reflected not only in the treatment the offender receives at time of arrest and while she remains incarcerated, or on probation or parole, but also the

realistic opportunities she has for rehabilitation.

Criminal behaviour, like all behaviour, tends to become habitual. Responses to stimuli become conditioned and generalized. Patterns of behaviour develop. Treatment then should be geared towards introducing new ways of responding. The effect of criminal behaviour is not always detrimental to the offender, nor to society either for that matter. Some prostitutes have a substantial income, can maintain a high standard of living and these things have enhanced their self image. They have a selected clientele. No one gets hurt. However, particularly in prison, the effect of criminal behaviour has obviously been detrimental or degrading. It may be the effect of prison rather than, or as well as, the effect of the criminal behaviour that has resulted in the degradation. The extent to which prison life has been a deterrent to criminal behaviour in others has not been determined. It often does not change the habit pattern of the offender as is readily shown by the frequency of prisoners returning to a life of crime.

The effect of criminal behaviour on society as a whole is usually referred to in terms of what it costs society in number of dollars. Under our present system the treatment of the offender is also very expensive. The cost of crime in terms of hours of work lost, skills lost while in prison and in terms of human cost have also

been described at great length. Many of the skills and talents used in crime would be beneficial to society if the knowledge and motivation in the individuals could be directed toward that end. It will not happen if the end result cannot be viewed by the individual as being beneficial to her. Also, many crimes are not viewed by the offender as being harmful to society. Forgery is an excellent example. The company has millions of dollars surplus every year or they lose far more on a poor investment, they reason. The research worker should also assess the attitudes of the offenders to specific crimes. The authorities in the Vancouver area report a hierarchy of crimes in the criminal system similar to those reported elsewhere. White and Harrison report as a result of their study that the narcotic addicts tended to be critical and rather superior in their attitude toward alcoholics.¹

Traffic offences have been omitted from this study for many reasons. Traffic matters are dealt with in another building with separate statistics, procedures and courts. But traffic violations are very much a part of criminal behaviour.

¹T. White and R. Harrison, "Group Counseling in the Women's Section of a County Jail," Explorations in the Use of Group Counseling in the County Correctional Program, Palo Alto, Pacific Books, 1962, p. 76.

A comparison of the charges and sentences for the male offender and the female offender for one fiscal year shows a number of similarities and differences. Many more men in the Vancouver area were charged with criminal offences during the fiscal year ending March 31st, 1964, than women. Fewer women than men received prison sentences. The majority of both men and women in the Vancouver area were charged with offences contained in the Provincial Statutes, in particular the Government Liquor Act. Infractions of Municipal By-laws was next highest for both men and women. More men than women were charged with offences of a hostile, aggressive or threatening nature. More women were charged with sexual offences. More men were charged with theft, breaking and entering and possession of stolen goods than women. Tappan states that women represent less than five per cent of the prison population in the United States. He continues:

In 1957 only one of the separate institutions contained more than 500 female offenders, and this was a combined population of the women's reformatory and prison in New York. Sixteen others, including the Federal facility, held populations between 100 and 500, while the remainder had fewer than 100. Among the states where women were held in men's institutions they numbered fewer than 50. On the average most of the imprisoned female offenders were not serious criminals. Sex delinquents constituted a large part of the total. Nearly one-fourth had been convicted of larceny, including shoplifting. Roughly 5 per cent of them had been committed

in each category for homicide, burglary, robbery, and drug law violations. Partly because they commit fewer and less serious crimes than men, women are less frequently sent to prison or reformatory and are committed for shorter terms.¹

In another study completed in the United States Payak states that:

Women are seldom involved in organized crimes or crimes that require knowledge of criminal technique.²

In the statistics obtained for this thesis it was found that female offenders in Vancouver for the one fiscal year were most often charged and sentenced to prison for alcoholism, drug addiction and prostitution.

Payak states:

There is only one offense, prostitution, which can be called a specific female crime. Here again, it is the woman who is accountable by law and police action for an offence which more appropriately might be viewed as a unique social problem.³

In summary, there were a number of differences in the number of men and women charged with committing a criminal offence and the types of crime in which they are most frequently involved, although more comprehensive statistics might show this difference to be less than available statistics for the one fiscal year indicate.

¹P. Tappan, Crime, Justice and Correction, New York, McGraw-Hill Book Company, Inc., 1960, pp. 652-653.

²Bertha J. Payak, "Understanding the Female Offender," Federal Probation, December, 1963, p. 8.

³Loc. cit.

A difference in attitude was also observed in police officers, prison personnel, probation officers and parole officers, depending upon the sex of the official. There appeared to be the general assumption among some of the men that the female offenders are "more to be pitied than blamed" and this general assumption appeared to be applied more frequently to the female offender than to the male offender. Women officials who were interviewed did not appear to share this view at least to the same extent. There were also observed differences in attitude in police and prison and parole officers. Obviously, the treatment the offender receives will depend to a large extent on the basic attitudes of those in authority over them. It would be interesting and useful to know if the differences observed were individual differences or if they were based on sex, training, experience, position held, or some other factor, and research along these lines is indicated.

In the article entitled "Understanding the Female Offender" written by Bertha J. Payak, the author suggests that the male probation or parole officer will be better able to re-educate the female offender in the rewards of socially acceptable behaviour if he will consider the basic components of female psychology. Our culture is male-dominated, she writes and delinquency and criminality

are male-dominated in their magnitude or extent. In the same article Payak refers to a text on female offenders written by Dr. Pollak in which Dr. Pollak concluded that the crimes of female offenders are grossly unreported and that the female offenders are very, very conniving. He coined the phrase "masked criminality" to identify women offenders. Payak agrees that many offenses, such as homosexuality and exhibitionism, will go unnoticed if committed by women; that male victims are inclined to protect the female offenders, many times because it means protection for themselves also; and that legal authorities are inclined to be more lenient with women because of their masculine chivalry. However, she also states that women are the more law-abiding sex by all statistical analyses.¹

One of the dilemmas in the administration of justice is to approximate equality before the law, while at the same time considering not only the charge but individual differences and specific circumstances pertaining to the particular offender. The task would be less difficult if there was a stronger knowledge base. It stands to reason that a medical doctor can make more accurate decisions regarding the treatment of an individual who has suffered a cerebral vascular accident

¹Payak, "Understanding the Female Offender," pp. 7-12.

because of what is known by the medical profession generally concerning cerebral vascular accidents. Every doctor does not treat his patient in exactly the same way but the degree or amount of variation is determined by knowledge which has become fairly well substantiated, at least clinically. With more knowledge, differences in treatment, sentencing for instance, might be lessened or qualified on a more scientific basis.

At present, the treatment the female offender receives varies considerably depending upon the charge that is laid, the offender's ability to post bail and her attitude toward law and law enforcement personnel who decide whether she should be placed on probation or sent to prison. Some studies have been made in an attempt to establish a theoretical base. Tittle and Tittle describe schemes which have been presented by social scientists such as Sykes, Messinger, Cloward and Merton.¹ These schemes attempt to explain various aspects of penal institutions in terms of general sociological theory, rather than in terms of the social problems approach. Tittle and Tittle say that with some over-simplification, these theories can be summarized in the following propositions:

¹Charles R. Tittle and Drollene P. Tittle, "Social Organization of Prisoners: An Emperical Test," Social Forces, Vol. 43, No. 2, December, 1964, pp. 216-221.

- "1. A prison code is a normative manifestation of an institutional social system, the major theme of which is inmate group solidarity.
2. The inmate social system emerges to counteract the deprivations of prison life.
3. A major depriving element of prison life is alienation, or isolation, from society, both physically and psychologically.
4. Lack of access to the legitimate means for attaining the goals of society gives a rationale for acceptance of anti-rehabilitative values of the inmate social group."

From the above propositions the following hypotheses were formulated:

- "1. Subscription to the prison code is positively associated with length of time spent in the hospital.
2. Difficulty of prison life for individuals in the hospital will be negatively associated with subscription to prison code.
3. Subscription to the prison code will be positively associated with degree of alienation from the larger society.
4. Meaningful participation in therapy is negatively associated with degree of alienation from the larger society.
5. Disparity between aspirations and expectations for accomplishment in the larger society is positively associated with subscription to the prison code."

The conclusions they reached as a result of their one study are as follows:

While not compelling, the results of this study do support the major tenets of the theories presented by Sykes, Messinger, and Cloward. The prison code does appear to be at least in part an institutional

product expressive of the norms of a prisoner social organization, which serves to help inmates overcome the deprivation of prison living. Evidence also confirms that individual ties to the outside community, as well as individual expectations of possible legitimate rehabilitation, affect the solidarity of that prison social organization. In addition, the lack of a clear association between one element of deprivation and subscription to the prison code is merely a device for survival, and has little effect on participation in the rehabilitation program.

Studies similar to the one above which would empirically test many hypotheses would greatly aid in treatment plans.

Comments from officials at Oakalla would point to a need for a completely equipped and well-staffed emergency hospital unit at the Vancouver City Gaol. It is there that treatment of the alcoholics and the drug addicts should commence under the direction of a fully qualified medical practitioner. The policewomen at the Vancouver City Police Office say that it is often necessary to arrest drunken women for their own protection and that, if they did not literally lift women off the street, there would be many more deaths on Skid Row. Many of the women are also physically or mentally ill, many have been injured physically and many are suffering from malnutrition. There should be some other provision made by society for these women which would make arrest by the police for their own protection unnecessary. In the meantime, adequate medical care should at least be provided. At present they arrive at Oakalla in pitiful condition.

A group work approach is applied almost exclusively in the treatment of deviant behaviour at the Women's Unit of Oakalla Prison Farm. The group work is based on Dr. Norman Fenton's book "What Will Be Your Life?"¹ In another book entitled "An Introduction to Group Counseling in Correctional Service," Dr. Fenton describes in some detail the various aspects of group counseling in a prison.² In still another book by Dr. Fenton entitled "Explorations in the Use of Group Counseling in the County Correctional Program," the author describes various group meetings some of which were taped for use in in-service training by the California Probation and Parole Association.³

In an article entitled: "Approaching the Institutionalized Female Delinquent Through Group Therapy," Norman G. Tolman states:

Many will agree that group therapy appears to be useful in working with the delinquent (just as it is sometimes indicated with other types of maladaptive behavior): however, few will assert that one particular kind of group therapy should be uniformly applied in all cases to a certain type of population or to certain types of problems. It is essential

¹Norman Fenton, What Will Be Your Life? New York, The American Correctional Association, 1963.

²Norman Fenton, An Introduction to Group Counseling in Correctional Service, Washington, The American Correctional Association, 1965.

³Norman Fenton, Explorations in the Use of Group Counseling in the County Correctional Program, California, Pacific Books, 1962.

that the treatment process take into account such factors as the circumstances under which treatment is to be conducted, the degree of disturbance of the members and the treatment goals to be attempted.¹

Tolman says, as was suggested previously, that "most therapists continue to function on the basis of belief that the methods they are employing are helpful. Ideally they would be able to communicate certain hypotheses to those behavioral scientists operating in research-defined institutions, where these hypotheses could be experimentally tested."² Some interdisciplinary research into social problems has been done but unfortunately it appears that the vast majority of what little research has been done in this area has been carried out by one discipline with a similar study being carried out later on by another discipline to refute what the first one "discovered."

The Social group worker's focus, according to Peirce, will be on helping the individual use the positive and healthy aspects of his personality structure to improve his social functioning.³ Peirce continues:

The primary helping forces generated by the use of the social group work method are:

¹Norman G. Tolman, "Approaching the Institutionalized Female Delinquent Through Group Therapy," Federal Probation, June, 1961, p. 34.

²Ibid., p. 40.

³F.J. Peirce, "Social Group Work in a Women's Prison," Federal Probation, December, 1963, p. 37.

- (1) The conscious disciplined use of the relationship the worker has with group members.
- (2) The helping potential available in the relationships the members have with each other. These may provide valuable individual support, help with measuring and defining social reality, and other growth-producing stimuli.
- (3) The help that comes from the "group as a whole."¹

Peirce states that the focus on the meaning of the group as a separate and distinct entity is probably the feature that most distinguishes social group work from other helping processes used with groups. He says that the social group worker purposefully focuses on developing group identity, group bond, group "esprit de corps," and group standards and controls. Peirce believes that as group members develop a sense of the group as something more than a collection of individuals interacting they are able to use this identification with the group as a force for modifying their own behavior and attitudes. His rationale is that often an individual is able to risk change or growth because "the group is behind me."²

Peirce also points out that any program of group services must be based on the solid foundation of a well

¹Loc. cit.

²Loc. cit.

structured program of individual services,¹ and both case-workers and group workers must work with and within agency structure.² A group can prepare an individual for case-work services and individual interviews can prepare the individual for therapy within a group. Both have proven to be useful therapeutic tools.

The probation officers are academically qualified and appear to have manageable caseloads. However, the number of women placed on probation by the Vancouver Courts appears to be low in comparison with the number of female offenders sentenced to a term in prison. Pre-sentence reports completed by the probation officers frequently do not recommend probation. For probation to be successful a number of resources must be available such as living accommodation and job opportunities. According to Marguerite Marsh the recognition of treatment types and treatment limits represents half the battle in rehabilitation of human personalities. In her study of prostitutes in New York City, Marsh recognizes four treatment types of prostitutes:

The first is composed of those who are "young" in the business, a factor not necessarily related to chronological age, and who have not established habit patterns or personal connections that are hard to break. Rehabilitation may well follow

¹Peirce, "Social Group Work in a Women's Prison," p. 38.

²Ibid., p. 39.

referral to a private social agency if it is equipped to ascertain the character of the pressures which resulted in prostitution and ready and able to meet the needs both financial and emotional which are revealed.

The second group, usually with a long history of sexual delinquency, is composed of those who are disillusioned as to the satisfactions they once thought were to be found in the business, or who never really wanted to engage in it. Included here are the women who prostitute themselves to obtain money to buy drugs, where prostitution is a secondary effect of the drug habit. This group obviously needs more help of all types - medical and social - and over a longer period than those in the first category. In both, the desire on the part of the individual to change her way of living is the sine qua non for effective case work. The complex of emotional problems of most of these women means, however, that the client is not likely to show initiative in the case work relationship, a factor which needs to be faced and dealt with both by the agency and case worker.

A third group is composed of women who engage in prostitution for no other reason than to obtain a none-too-secure livelihood. Provision for comparable financial security with the added satisfaction which comes from living in a socially acceptable fashion, can serve the need of this group. While it cannot be stated with certainty, it is probable that many Negro recidivists, especially those in the early years, are in this class.

The fourth group is composed of those not likely to respond voluntarily to any social plan. It includes the women for whom prostitution has no moral or social significance, but is simply a more successful way of making money by which to obtain luxuries as well as necessities. There are also women whose connections with rackets and racketeers have greater strength and are more satisfying to them than any plan that a social agency can offer. For some the satisfaction may come from the element of danger and excitement that such connections possess. The mentally defective and the psychotic obviously require hospitalization or institution-alization if the community is to be protected, and

they, also fall in this fourth group. In addition, certain women, because of psychically traumatic experiences, are suspicious of the good will of others and reject any and all offers of help.¹

The philosophy and practice used in treatment in the prison, penitentiary and in parole have strongly religious connotations. Is the penitentiary still considered mainly as a means to make a prisoner penitent? New developments in the treatment of prisoners, particularly in some foreign countries suggest a swing away from religious philosophy to another approach. For example, in Japan male offenders may be rehabilitated on a prison training ship that teaches the men to be sailors, as reported by John Fornataro in November, 1965. He states that the ship practically pays its operating costs with squid the prisoners catch. He reports also that other prisoners work in shipyards alongside other workers. In Asian countries he states there is no compulsion of the offender who is on probation to report regularly to a penal officer. In Iran and Indonesia councils of elders handle many minor offences. The judgment of respected citizens in regard to minor crime is more readily accepted by the people than that of an impersonal court. It also

¹Marguerite Marsh, "Sex Delinquency," Criminology: A Book of Readings, New York, Henry Holt and Company, Inc., 1953, pp. 290-293.

avoids the stigma of a courtroom sentence on a young person.¹ Research into more effective methods of rehabilitating offenders is urgently needed, coupled with research into the present methods used in this country, its successes and its failures. Extended probation and parole services were recommended by the Research Department of the Community Chest and Councils for the Greater Vancouver area. With respect to penal institutions Tappan states:

It is the prevailing view of correctional authorities that separate institutions for women preferably facilities of an open or medium-security type constructed on a cottage plan should be more generally developed Sufficient space should be made available for the facilities required in a varied program of training and production and for a farming operation. The American Correctional Association Manual has emphasized that the vocational training opportunities in a women's institution should include not only such activities related to maintenance, as housework of all sorts, including the preparation and service of food, but "power sewing and other industrial operations commercial and family type laundry work, animal husbandry and other farm work requiring technical knowledge and skill, clerical and secretarial work, practical nursing and hospital attendants duties, child care, beauty culture, and the work of dental hygienists and X-ray technicians." The planning and design of the correctional institution must take into account this diversity of activities. Experimental programs in classification, housing, and treatment can be developed in these institutions²

¹"Professor Goes To Sea On Prison," The Vancouver Sun, Vancouver, November 12, 1965.

²P. Tappan, Crime, Justice and Correction, New York, McGraw-Hill Book Company, Inc., 1960, p. 654.

In summary, the thesis attempts to describe what happens to a woman who has been charged with a criminal offense. The attempts toward treatment or rehabilitation in the Vancouver area have been described with examples given. There are some excerpts from reports from other areas, mainly the United States. The material points to a need for closer co-operation between practice and research, between the various disciplines involved, between individual work and group work, between treatment and administrative policies, and so forth, so that the knowledge which is available can be shared, debated and tested and a more reliable knowledge base formed.

BIBLIOGRAPHY

Specific References

British Columbia, Department of the Attorney-General, Annual Report of the Director of Correction for the Year Ended March 31, 1963. Victoria, Queen's Printer, March 1964.

British Columbia, Department of the Attorney-General, Annual Report of the Director of Correction for the Year Ended March 31, 1964. Victoria, Queen's Printer, February 1965.

Fenton, N. An Introduction to Group Counseling in Correctional Service. Washington, The American Correctional Association, 1965.

Fenton, N. Explorations in the Use of Group Counseling in the County Correctional Program. Palo Alto, Pacific Books, 1962.

Fenton, N. What Will Be Your Life? New York, The American Correctional Association, 1963.

Laundy, D. "Professor Goes to Sea on Prison." The Vancouver Sun, 12 November 1965.

Litsky, H. "Justice in Vancouver Criminal Courts." The Administration of Justice in the Greater Vancouver Area, Master of Social Work Thesis, The University of British Columbia, 1965.

Marsh, M. "Sex Delinquency." Criminology: A Book of Readings, New York, Henry Holt, 1953.

Martin, J.C. Martin's Criminal Code. Toronto, Canada Law Book Company Limited, 1962.

Payak, B.J. "Understanding the Female Offender." Federal Probation, December 1963.

Peirce, F.J. "Social Group Work in a Women's Prison." Federal Probation, December 1963.

- Street, T.G. A Guide For Parole Supervisors. Ottawa, National Parole Board, 1963.
- Street, T.G. Canada's Parole System. Printed in Kingston Penitentiary, 1961.
- Street, T.G. Handbook on Parole. Ottawa, National Parole Board, 1963.
- Tappan, P. Crime, Justice and Correction. New York, McGraw-Hill, 1960.
- The Revised Statutes of British Columbia, Government Liquor Act, vol. II, ch. 166. 1960.
- The Statutes of Canada, Narcotic Control Act, vol. 1, ch. 35. 1960-61.
- The Statutes of Canada, An Act Respecting Penitentiaries, ch. 53, July 1961.
- Tittle, C.R. and Tittle, D.P. "Social Organization of Prisoners: An Empirical Test." Social Forces, vol. 43, no. 2, December 1964.
- Tolman, N.G. "Approaching the Institutionalized Female Delinquent Through Group Therapy." Federal Probation, June 1961.

General References

- Bonner, H. Group Dynamics - Principles and Applications. New York, Ronald Press, 1959.
- Cutcher, A.C. Group Methods in a Treatment Home For Girls. Master of Social Work Thesis, The University of British Columbia, 1958.
- Konopka, G. Group Work in the Institution. New York, Whiteside and William Morrow, 1954.
- Montpellier, A.L. Group Work in an Institution For Young Offenders. Master of Social Work Thesis, The University of British Columbia, 1960.
- Spicer, J.L. Recreation in the Authoritarian Setting. Master of Social Work Thesis, 1945.

APPENDIX B

The Booking Sheet

The booking sheet contains the following information.

Name		Alias
Address		Drivers Licence No.
Place of Arrest		Arrested by:
Offence Charged	Warrant No.	Disposition
Previous Arrests		
Birthdate	Age	Place of Birth
Racial Origin		Scars
Height	Weight	Tattoos
Bald	Complexion	Marks, etc.
Hair	Eyes	Amputations
Occupation		Deformities
Industry		Glasses
Employed by		Teeth
Religion		Alcohol
Education	Marital Status	Date arrived in Canada
Other property		Next of kin
		Address
Held by		Cash when booked
Searched by		Effects
Booked by		

The back of the form is entitled Disposition.

APPENDIX C

Application for Bail

Those who post bail on behalf of the accused must sign a form which reads as follows:

"I, _____ of _____ in the said City of Vancouver, Province of British Columbia, make oath and say:

1. I am the surety (one of the sureties) in the Recognizance hereto annexed.
2. I am not bail or surety for the above named accused or any other person except as follows:
3. I am possessed of real and personal property to the value of _____ dollars over and above what is sufficient to pay my just debts.
4. I am seized of real estate in _____ which may be described as follows:
5. I have not accepted or agreed to accept indemnity in whole or in part in connection herewith.
6. I have neither asked for, nor accepted, nor agreed to accept, any fee of any kind whatsoever for entering into the said recognizance."

The above affidavit of justification is sworn before a Justice of the Peace for the Province of British Columbia. The form quoted is Form 46MLH which is available at the Court Clerk's Office, Vancouver City Police Department.

APPENDIX D

Indictable and Summary Offences

Offences contained in the Narcotic Control Act are indictable offences. Part I of the Narcotic Control Act reads as follows:

"Part I.

3. (1) Except as authorized by this Act or the regulations, no person shall have a narcotic in his possession.

(2) Every person who violates subsection (1) is guilty of an indictable offence and is liable to imprisonment for seven years.

4. (1) No person shall traffic in a narcotic or any substance represented or held out by him to be a narcotic.

(2) No person shall have in his possession any narcotic for the purpose of trafficking.

(3) Every person who violates subsection (1) or (2) is guilty of an indictable offence and is liable to imprisonment for life.¹

Prostitution, or Vagrancy C, is punishable on summary conviction. Section 164, subsection (1) (c)

¹The Statutes of Canada, Narcotic Control Act, vol. 1, ch. 35, 1960-61.

of the Criminal Code of Canada reads as follows:

"(1) Every one commits vagrancy who

(c) being a common prostitute or night walker is found in a public place and does not, when required, give a good account of herself

(2) Every one who commits vagrancy is guilty of an offence punishable on summary conviction.¹

Theft over \$50.00 is an indictable offence.

The Criminal Code of Canada states:

"280. Except where otherwise prescribed by law, every one who commits theft is guilty of an indictable offence and is liable

(a) to imprisonment for ten years, where the property stolen is a testamentary instrument or where the value of what is stolen exceeds fifty dollars, or

(b) to imprisonment for two years, where the value of what is stolen does not exceed fifty dollars.

Fraud varies with every offence as outlined in the Criminal Code. For instance:

¹J.C. Martin, Martin's Criminal Code, Canada Law Book Company Limited, 1962, p. 147.

²Ibid., p. 277.

"340. (1) Every one who, with intent to defraud,

(a) destroys, mutilates, alters, falsifies, or
makes false entry in, or

(b) omits a material particular from, or alters
a material particular in,

a book, paper, writing, valuable security or document is
guilty of an indictable offence and is liable to imprison-
ment for five years.

(2) Every one who, with intent to defraud his
creditors, is privy to the commission of an
offence under subsection (1) is guilty of an
indictable offence and is liable to imprisonment
for five years.

341. Every one who, with intent to deceive, falsifies an
employment record by any means, including the punching
of a time clock, is guilty of an offence punishable
on summary conviction.

342. Every one who, being entrusted with the receipt,
custody or management of any part of the public
revenues, knowingly furnishes a false statement or
return of

(a) any sum of money collected by him or entrusted to
his care, or

(b) any balance of money in his hands or under his
control, is guilty of an indictable offence and

is liable to imprisonment for five years.¹

An offender charged with common assault can also be tried for an offence which can be considered either an indictable or a summary offence. The Criminal Code reads as follows:

"231. (1) Every one who commits a common assault is guilty of

- (a) an indictable offence and is liable to imprisonment for two years, or
- (b) an offence punishable on summary conviction.

(2) Every one who unlawfully causes bodily harm to any person or commits an assault that causes bodily harm to any person is guilty of an indictable offence and is liable to imprisonment for two years."²

Causing a disturbance is punishable on summary conviction:

"160. Every one who

- (a) not being in a dwelling house causes a disturbance in or near a public place,
 - (i) by fighting, screaming, shouting, swearing, singing or using insulting or obscene

¹Martin, Martin's Criminal Code, p. 331.

²Ibid., p. 248.

language

- (ii) by being drunk, or
- (iii) by impeding or molesting other persons;
- (b) openly exposes or exhibits an indecent exhibition in a public place;
- (c) Loiters in a public place and in any way obstructs persons who are there; or
- (d) disturbs the peace and quiet of the occupants of a dwelling house by discharging firearms or by other disorderly conduct in a public place, is guilty of an offence punishable on summary conviction."¹

Traffic offences have been omitted.

Section 103 of the Government Liquor Act reads as follows:

- "103. (1) Every person guilty of an offence against this Act for which no penalty has been specifically provided is liable, on summary conviction,
- (a) for a first offence to a penalty of not less than fifty dollars and not more than two hundred dollars, and, in default of immediate payment, to imprisonment for not less than

¹Martin, Martin's Criminal Code, p. 143.

thirty days and not more than two months,
with or without hard labour;

- (b) for a second offence to imprisonment for not less than two months and not more than four months, with or without hard labour, or to a penalty of not less than two hundred dollars and not more than one thousand dollars, and, in default of immediate payment, to imprisonment for not more than four months, with or without hard labour, and
- (c) for a third or subsequent offence to imprisonment for not less than three months and not more than six months, with or without hard labour, without the option of a fine."¹

¹The Revised Statutes of British Columbia, Government Liquor Act, vol. II, ch. 166, 1960, pp. 1665-66.

APPENDIX E

A Summons

Frequently a summons is issued as outlined in the Criminal Code.

"441. (1) a summons shall

- (a) be directed to the accused,
- (b) set out briefly the offence in respect of which the accused is charged, and
- (c) require the accused to appear at a time and place to be stated therein.

(2) A summons may be in Form 6.

(3) A summons shall be served by a peace officer who shall deliver it personally to the person to whom it is directed, or, if that person cannot conveniently be found, shall leave it for him at his last or usual place of abode with some inmate thereof who appears to be at least sixteen years of age.

(4) Repealed. 1960-61, c.43, s.15.

(5) Repealed. 1960-61, c.43, s.15.

(6) Service of a summons may be proved by the oral evidence, given under oath, of the peace officer who served it or by his affidavit made before a justice."¹

¹Martin, op. cit., p. 403.

APPENDIX F

Persons Who Make Arrests

Arrests are sometimes made by persons other than the police. Sections 436 and 437 of the Criminal Code provide examples:

"436. Any one may arrest without warrant a person who, on reasonable and probable grounds, he believes
(a) has committed a criminal offence, and
(b) is

(i) escaping from, and

(ii) freshly pursued by,

persons who have lawful authority to arrest that person.

437. Any one who is

(a) the owner or a person in lawful possession of property, or

(b) a person authorized by the owner or by a

person in lawful possession of property,

may arrest without warrant a person whom he finds committing a criminal offence on or in relation to that property."¹

¹Martin, Martin's Criminal Code, pp. 400-401.

APPENDIX G

Bail

Bail is provided for in Section 451 of the Criminal Code.

"451. A justice acting under this Part may

(a) order that an accused, at any time before he has been committed for trial, be admitted to bail

(i) upon the accused entering into a recognizance in Form 28 before him or any other justice, with sufficient sureties in such amount as he or that justice directs,

(ii) upon the accused entering into a recognizance in Form 28 before him or any other justice and depositing an amount that he or that justice directs, or

(iii) upon the accused entering into his own recognizance in Form 28 before him or any other justice in such amount as he or that justice directs without any deposit."¹

¹Martin, Martin's Criminal Code, p. 409.

APPENDIX H

A Summary Conviction Court

A summary conviction court is described in the Criminal Code as follows:

"692. In this Part,

(1) (g) 'summary conviction court' means a person who has jurisdiction in the territorial division where the subject matter of the proceedings is alleged to have arisen and who

(i) is given jurisdiction over the proceedings by the enactment under which the proceedings are taken,

(ii) is a justice or magistrate, where the enactment under which the proceedings are taken does not expressly give jurisdiction to any person or class of persons, or

(iii) is a magistrate, where the enactment under which the proceedings are taken gives jurisdiction in respect thereof to two or more justices."¹

¹Martin, Martin's Criminal Code, pp. 653-654.

Table 1. Adult Persons (Over 18) Charged with the Following Offences During the Fiscal Year April 1, 1963 to March 31, 1964.

Offence	Total	
	Male	Female
01. Capital Murder	3	--
02. Non-Capital Murder	2	--
03. Attempted Murder	2	1
04. Manslaughter	--	--
05. Rape	7	--
06. Other Sexual Offences	50	--
07. Wounding	22	3
08. Assaults (not indecent)	819	34
09. Robbery	101	11
10. Breaking and Entering	204	7
11. Theft - Motor Vehicle	54	1
12. Theft - Over \$50.00	162	29
13. Theft - \$50.00 and Under	625	184
14. Have Stolen Goods	104	8
15. Frauds	343	50
16. Prostitution	3	210
17. Gaming and Betting	71	12
18. Offensive Weapons	90	8
19. *Other Criminal Code (except Traffic)	1,441	142
20. *Federal Statutes (except Traffic and Opium and Narcotic Drug Act)	438	24
21. *Provincial Statutes (except Traffic)	15,309	1,804
22. *Municipal By-laws	4,158	480

*See Explanation

Source: Vancouver City Police Records - Dominion Bureau
Statistics Judicial Section, Form "C" - Crime
Statistics.

*Explanation:

19. Other Criminal Code (except Traffic) includes:

Abandoning a Child; Abduction; Abortion, Arson, Bigamy; Breach of Recognizance; Bribery; Carnal Knowledge; Causing a Disturbance; Concealing Birth; Conspiracy; Criminal Negligence; Cruelty to Animals; Currency or Coins; Contempt of Court; Cheating at Play; Damage to Property Under \$50.00; Escape custody - accessory after fact; Escape lawful custody; Explosives in Possession; Threatening Message; Extortion; False Message; Failing to Appear for Trial; Fire Alarm - False; Fortune Telling; Fraudulently Obtain Meal; Forcible Entry; House-breaking Instruments - Possession; Illegal Entry; Impersonating Peace or Public Officer; Incest; Indecency - Gross; Indecent Act; Infanticide; Libel; Mischief (damage over \$50.00); Molesting; Non-support; Obstruct Justice; Obscene Literature, Pictures, etc.; Phone Call - Threat of Obscene letters; Obstructing Peace or Public Officer; Personation; Perjury; Seduction; Sexual Immorality; Skipping Bail; Suicide Attempts; Take Motor Vehicle without owner's consent; Threatening (bomb threat); Trespassing by Night; Unlawful Assembly; Unlawfully Being in Dwelling house; Unsatisfactory Probation; Vagrancy A - no apparent means of support;

Vagrancy B - begging; Vagrancy D - living by gaming or crime; Vagrancy E - sexual offender - loiter near school.

20. Federal Statutes (except Traffic and Opium and Narcotic Drug Act) includes:

Customs Act; Employment Agencies Act; Excise Act; Export - Import Act; Explosives Act; Fisheries Act; Food Drug Act; Immigration Act; Income Tax Act; Indian Act; Juvenile Delinquency Act; Lord's Day Act; Militia Act; National Harbours Board Act; Opium and Narcotic Drug Act; Conspiracy to traffic in Narcotics; Possession of Narcotics; Possession Narcotics for Purpose Trafficking; Trafficking in Drugs; Post Office Act; Railway Act; Shipping Act; Small Vessels Regulation; Unemployment Insurance Act; Weights and Measures Act; Other Federal Statutes.

21. Provincial Statutes (except Traffic) includes:

Animals Act; Annual Holidays Act; Children of Unmarried Parents Act; Deserted Wives Maintenance Act; Elections Act; Employment Agencies Act; Engineering Profession Act; Fire Marshal's Act; Game and Fisheries Act; Gas Act; Highway Act; Hours of Work Act; Labour Relations Act; Medical, Dental, Pharmacy Act; Mental Hospitals Act; Minimum Wage Act; Motor Carrier Act; Motor Vehicle Regulations; Public Health Act; Public Works Act;

School Laws Act; Government Liquor Act - state of intoxication in a public place; keeping liquor for sale; selling or serving to minor; consuming in public place; having liquor in restaurant; seizure of liquor; Social Security and Mother's Allowance Act; Securities Act; Semi-Payment of Wages Act; Social Assistance Act; Wives and Children's Maintenance Act; (There are many Traffic offences included in Provincial Statutes which are not included in this report.)

22. Municipal By-laws includes:

Air Pollution Control; Bailiff; Banners across Streets; Blasting; Failure to pay Cab Fare; Curfew; Early Closing; Discharging Firearms; Use or Sale of Fireworks; Licences; Lodging House; Maintenance of Real Properties; Meat and Fish; Motor Vehicle Inspection Night Patrols; Noise; Oil Burner Inspection; Oil Tanks; Gas Tanks; Overhead Wires; Parades; Parks; Plumbing; Pound; Racial Discrimination; Slot Machines; Snow Clearing; Short Weight; Signs; Sign-boards; Sprinkling lawns; Transport of Explosives; Vending Machines; Streets - material deposited on; Scavenging and garbage; Swimming Pools; Trailer Courts; Water Works; Weights and Measures; Zoning and Development.

Table 2. Female Offenders (Over 18) Charged with the Following Offences During the Fiscal Year April 1, 1963 to March 31, 1964. Listed in Order of Frequency.

Offence	Total
01. (21) Provincial Statutes (except Traffic)	1,804
02. (22) Municipal By-laws	480
03. (16) Prostitution	210
04. (13) Theft - \$50.00 and Under	184
05. (19) Other Criminal Code (except Traffic)	142
06. (15) Frauds	50
07. (08) Assaults (not indecent)	34
08. (12) Theft - Over \$50.00	29
09. (20) Federal Statutes (except Traffic and Opium and Narcotic Drug Act)	24
10. (17) Gaming and Betting	12
11. (09) Robbery	11
12. (18) Offensive Weapons	8
13. (14) Have Stolen Goods	8
14. (10) Breaking and Entering	7
15. (07) Wounding	3
16. (03) Attempted Murder	1
17. (11) Theft - Motor Vehicle	1
	3,008

Source: Table 1 on page 95 of this thesis.

Table 3. Offences for which Prisoners were Committed to Oakalla During the Fiscal Year 1963-64.

(a)

Crimes Against the Person	Committed		
	Male	Female	Total
Abduction	13	1	14
Abortion	1	4	5
Assault, Common	213	6	219
Assault, felonious	214	--	214
Attempted Suicide	3	--	3
Bodily harm	31	9	40
Shooting with intent	7	--	7
Manslaughter	13	--	13
Murder and attempt	18	4	22
Carnal knowledge	8	--	8
Rape and assault with intent to rape	35	--	35
Criminal negligence	13	--	13
Child neglect	--	1	1
Totals	569	25	594

Continued

Table 3(b) continued

Crimes Against Property	Committed		
	Male	Female	Total
Arson and incendiarism	7	4	11
Breaking and entering	729	13	742
Robbery	136	12	148
Forgery	136	12	148
Fraud	140	5	145
False pretences	308	20	328
Conspiracy	49	3	52
Possessing house-breaking instruments	18	1	19
Uttering	9	4	13
Taking auto without owner's consent	21	--	21
Receiving stolen goods	300	12	312
Trespass	48	--	48
Mischief (damage property)	51	1	52
Theft over \$50	484	5	489
Theft under \$50	784	23	807
Theft by conversion	6	37	43
Totals	3,226	152	3,378

Continued

Table 3(c) Continued

Crimes Against Public Order and Peace	Committed		
	Male	Female	Total
Breaches of Government Liquor Act	7,362	833	8,195
Breaches of Excise Act	1	1	2
Breaches of Narcotic and Drug Act	154	83	237
Breaches of by-laws (not including Government Liquor Act)	96	4	100
Breaches of Motor-vehicle Act	449	13	462
Possessing offensive weapon	70	6	76
Breach of recognizance	9	16	25
Escaping	5	--	5
Failing to stop at scene of accident	20	--	20
Impaired driving	738	21	759
Obstructing an officer	65	10	75
Selling or giving liquor to Indians (not including Government Liquor Act)	5	--	5
Unlawful Shooting	3	--	3
Vagrancy	493	7	500
Causing a disturbance	231	19	250
Totals	9,701	1,013	10,714

Continued

Table 3(d) Continued

Crimes Against Public Morals and Decency	Committed		
	Male	Female	Total
Bigamy	8	--	8
Indecent assault	36	--	36
Indecent exposure	12	--	12
Gross indecency	23	--	23
Incest	5	--	5
Keeper of a bawdy house	--	1	1
Juvenile delinquency	51	1	52
Perjury	4	2	6
Prostitution	--	69	69
Buggery	7	--	7
Preventive detention	--	--	--
Totals	146	73	219
Other offenders	620	29	649
Grand totals 1963-64	14,262	1,292	15,554

Source: Province of British Columbia, Department of the Attorney-General, Annual Report of the Director of Correction for the fiscal year April 1, 1963 to March 31, 1964, p. AA57.

Table 4. Offences for which Female Offenders Were Committed to Oakalla During the Fiscal Year 1963-64 Listed in Order of Frequency.

Offence	Total
01. Breaches of Government Liquor Act	833
02. Breaches of Narcotic and Drug Act	83
03. Prostitution	69
04. Theft by conversion	37
05. Theft under \$50.00	23
06. Impaired Driving	21
07. False Pretences	20
08. Causing a Disturbance	19
09. Breach of Recognizance	16
10. Breaking and Entering	13
11. Breaches of Motor-vehicle Act	13
12. Robbery	12
13. Forgery	12
14. Receiving stolen goods	12
15. Obstructing an Officer	10
16. Bodily harm	9
17. Vagrancy	7
18. Assault, common	6
19. Possessing Offensive Weapon	6
20. Fraud	5
21. Theft over \$50.00	5
22. Abortion	4
23. Murder and Attempt	4
24. Arson	4
25. Uttering	4
26. Breaches of by-laws (not including Government Liquor Act)	4
27. Conspiracy	3
28. Perjury	2
29. Abduction	1
30. Child Neglect	1
31. Possessing house-breaking instruments	1
32. Mischief (damage property)	1
33. Juvenile delinquency	1
34. Keeper of a bawdy house	1
35. Breaches of Excise Act	1
36. Other offenders	29
	1,292

Source: Table 3 on pages 100 - 103 of this thesis.