

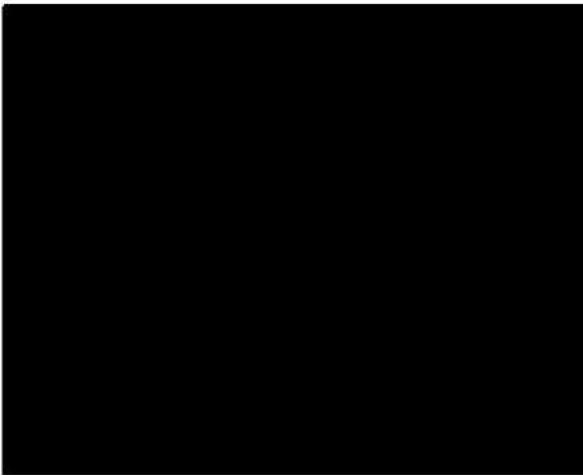
SURVEY OF INMATES' PERCEPTIONS OF NEEDS AND ATTITUDES
IN NOVA SCOTIA PRISONS
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by

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ABSTRACT

For the purpose of exploring the prison inmates' perception of needs and attitudes, a survey was carried out with randomly selected inmates in all prisons and jails in the Nova Scotia area. A self-administered questionnaire containing 31 major questions was used.

The major findings are: 1) the inmates' association with those who were in conflict with the law at the time of their first offense is related to the type of offense they had committed, 2) there was no sign the inmates perceived themselves as being treated poorly by their families, while expression of a relatively positive attitude towards the family was related to the variable of the type of offense committed, 3) there was high unemployment or unstable employment prior to entering the prison and a belief that employment is helpful to keep straight, 4) the variable of prior incarceration affected their attitude towards legal institutions and their own sentence, 5) there was no specific common agreement of the inmates' complaints concerning physical milieu and treatment in prison, 6) more than half of the inmates felt they had changed their behaviour since incarceration, which was related to two status variables, 7) the majority of the inmates anticipated facing difficulties with the basic needs of living upon release, and 8) almost one-half of them were uncertain whether they would be involved in further criminal activity.

Along with these findings and a literature review, this study makes seven recommendations as to future improvement of correctional policy in Canada.

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I Introduction

1. Rationale

A. Purpose of This Study

Involvement in the Criminal Justice Project* as a research assistant led the writer to conclude that information regarding prisoners and prisoners' needs is lacking in the present criminal justice system. On the other hand, in the course of evaluation research for Coalition Supportive Services**, it was found that most ex-convicts wish to have meaningful jobs rather than just a job for money. This finding eventually became a cornerstone of this study and at the same time a realization of our insufficient information concerning inmates and ex-convicts. Despite this fact the correctional policies have been and still are being established and implemented on those who commit crimes. It should be recognized by policy makers that change and foundation of a policy has to be based upon reliable information concerning its objectives. However, for some reason, the correctional policy has not been based on this premise. This fact is confirmed by various writers, as its details are described later in this chapter.

One of the functions of the Criminal Justice Project is to recommend desirable changes in the criminal justice system. This study is such an attempt, namely to uncover information regarding

*The details concerning the Project are listed in Appendix A.

**The report was made but not published. The content of Coalition Supportive Services is listed in Appendix B.

inmates and their views. Thus the purpose of this study is to find out prisoners' overall views and perceptions, such as prisoners' prior association with those who were in conflict with the law; attitudes towards their family and legal institutions; and their perceptions of prison, employment, and their needs in the community. It is extended to make recommendations to the criminal justice system, especially to the Ministry of Correctional Services.

At the present time, the Project is undertaking public opinion research concerning the criminal justice system. This study is an extension of the Coalition Supportive Services evaluation research and a counterpart of the public opinion research of the Project.

It seems to be logical to start at the root of the present system with correctional policy.

B. Historical Review

Throughout penal history, most historians credit the American Quakers of the eighteenth century with implementing confinement as the major means of dealing with civil criminals (Sommer, 1976). Prior to this, persons found guilty were tortured with a wide variety of most cruel methods and devices. If they were thieves, they had a hand cut off; some were branded on the forehead, had their tongues cut out if they were liars, or blinded, whipped or put in the stocks for certain other offenses (Alper, 1973).

In fact Roman law and the earliest English law viewed confinement only as a way of holding a person who could not give security (Nagel, 1973).

Confinement as punishment appears to have been used first by the Church and was derived from a custom of the early Church granting asylum or sanctuary to fugitives and criminals. During the reign of Constantine the Church had a large number of clergy and monks who fell under the jurisdiction of the ecclesiastical courts. Since the Church courts were traditionally forbidden to shed blood and drawing on the Christian theme of purification through suffering, the subjection of the deviant to seclusion and even solitary confinement developed, not only as punishment but also as a means of providing those conditions under which penitence would most likely occur (Nagel, 1973).

As the years passed, the early Church participated in the creation of another system of confinement institution and one which became an antecedent of the jail and prison system. Due

to the disintegration of the feudal system, a period of unrest spread throughout Europe. Serfs began to move about the countryside and into the cities, creating groups and gangs of vagabonds and vagrants who became involved in petty and serious criminal activities. The Church attempted to find acceptable alternatives to the harsh punishments of the period. In time, they arrived at the concept of the 'workhouse' (Nagel, 1973). In 1552 a workhouse called The Bridewell was built in London to provide compulsory labour for beggars, vagrants and the unemployed. Eventually such workhouses were used for petty offenders as well (Sommer, 1976). This workhouse contributed to two vital purposes. It would take vagabonds, beggars and petty thieves off the streets and at the same time it would introduce them to the work ethic. Thus, workhouses were built all over Europe, and soon became filled with petty offenders of both sexes and various ages whose crimes were considered to be too trivial to warrant the block, the gallows or the various forms of corporal punishment of the day (Nagel, 1973).

During the 18th and early 19th centuries, other forces slowly began to provide further impetus to the development of the prison. Public revulsion gradually developed as a reaction to the harsh and severe sentences of that era. This trend received support from a number of scientific and reform movements including the new spirit of scientific inquiry, and the practical trend in religious thought and devotion expressed by the Quakers.

In 1787 a group of Philadelphia Quakers were enlightened through humanitarianism into a concentrated effort toward a special goal - the reformation of the penal structure (Sommer, 1976). This group is known as "The Philadelphia Society for Alleviating the Miseries of Public Prisons" and later known as "The Pennsylvania Prison Society." They had submitted a number of recommendations to the State Legislature. These included the segregation of the sexes, hardened criminals from first offenders and the prohibition of liquor sales in jails (Nagel, 1973). In March 1789, the Supreme Executive Council of the Commonwealth accepted the main recommendations of the Prison Society and the penitentiary system was born (Nagel, 1973).

The first result of the legislation was to renovate the Walnut Street Jail in Philadelphia to include a cellblock for the more hardened criminals whom it was felt had an undesirable influence on other inmates. The inmate confined in a solitary cell with only the Bible to keep him company would have time to reflect upon his misdeeds. He could see only the guards who brought his food, and to whom he was not allowed to speak (Sommer, 1976).

In 1829 legislation was passed providing for solitary confinement as the state's official penal policy. To accomplish that end, Eastern State Penitentiary was built in Philadelphia. This event marked the birth of more than an institution. Indeed, an entire system of corrections came into being. The Pennsylvania System, as it came to be known, was based upon the concept of

solitary confinement whereby convicted prisoners were to be taken from the community and kept in cells isolated from one another (Nagel, 1973). The Quakers' notion of solitary confinement was not based upon punitive desires. Rather, the Quakers viewed solitude as necessary for penitence and, even more important, as a protection against the mutual pollution of offenders (Sommer, 1976).

However, within a short time interval, apprehension began to grow about the negative psychological effects on inmates who were forced into a high degree of self-isolation.

Charles Dickens, for example, visited the Penitentiary and was appalled at the effects of solitary confinement on men and women and children. And then he wrote:

I believe it, in its effects, to be cruel and wrong. In its intention, I am well convinced that it is kind, humane, and meant for reformation; but I am persuaded that those who devised this system of prison discipline ... do not know what it is that they are doing. I believe that very few men are capable of estimating the immense amount of torture and agony which this dreadful punishment ... inflicts upon the sufferers ... I hold this slow and daily tampering with the mysteries of the brain, to be immeasurably worse than any torture of the body.

(Nagel, 1973, p. 9)

It is true as George Bernard Shaw has said, that we cannot expect to train people for freedom in conditions of captivity; that is like expecting to turn a tiger into a Quaker by putting him in a cage (Alper, 1974).

Within a few years, in New York State, there appeared another philosophy of correction as an alternative to Pennsylvania's system.

In the State Penitentiary at Auburn, a system was developed whereby prisoners were isolated in cells in the evening but were permitted to congregate in communal workshops during the day. Because of the more economical use of communal facilities, this Auburn System was soon followed not merely by other jurisdictions in America, but also in Canada and throughout Europe as well. However, a significance of the Auburn System, regardless of this approach in change, was that the system did not question the concept of the use of imprisonment and this acceptance of the concept of penitentiaries which represented the real triumph of the reform ideology (Nagel, 1973).

C. The Purpose of Prison

A century and a half has now passed since the custodial prison made its entrance into the repertoire of legal sanctions imposed upon the criminal offenders, and criticism of the prison as a reformatory agent continues. Sommer (1976) expresses his sense of anger as the Philadelphia and the Auburn systems were united in the objective that contact between criminals must be avoided. Once this early rationale is understood, the divergence of the present system from its origins becomes apparent. The existing system of imprisonment isolates the inmate from contact with the outside and immerses him totally within a criminal society. Instead of preventing intercourse between offenders, we are in all ways encouraging it - the development of a sophisticated criminal society (p. 5). This fact is further confirmed by the orientation of prison staff as reflected in a statement of Nagel.

He writes:

Many of these men and women, in fact most who I have known in my long career, are good people. They often came into corrections with an optimism and a zeal for making their institutions more responsive to the needs of the people. If some of them became pragmatists - even pessimists - it was because the system changed them more than they changed the system.

(Nagel, 1973, p. 10)

There are many reasons for this, but a fundamental one is that society itself has been and still is, muddled about what prisons are supposed to accomplish. They operate the prison to be both a punitive confinement center and rehabilitation center, as if they are operating a junkyard and a salvage yard in the

same place.

In fact, there exist several explicit and implicit philosophies that have been used to justify imprisonment.

The first philosophy which has been delegated to the prison is that of deterrence, which has the same linguistic roots as terror and tremble, and its literal meaning is "that which frightens away from" (Sommer, 1976). Hence, the threat of imprisonment is presumed to deter other members of society from committing lawbreaking activities. Deterrence might be considered to have more relevance for other individuals than for the imprisoned offender himself. Obviously, in order to accomplish this end, the nature of incarceration cannot be made too pleasant lest some of us decide that the threat of incarceration is not really much of a deterrent. However, it is noteworthy that there is a lack of proof that the threat of imprisonment deters prisoners from criminal acts (Sommer, 1976). Rather, the threat of imprisonment is a deterrent to the law abiding citizen who has never experienced it.

Another acknowledged idea of the prison is that of retribution (or vengeance). The dictionary defines it as "something demanded in repayment; especially punishment" (Morris, (ed.), 1970). In practice, retribution is done as society paying back the offender for his misdeeds through some form of punishment or conversely, the offender repaying society through his pain and suffering. It is surprising enough that prisons in Canada employed corporal punishment until 1968 (Canadian

Committee on Corrections, 1969). Today in Canada, imprisonment is used by the courts as the ultimate punishment, its leniency or severity being determined not only by the nature of imprisonment, but by the length of time that the offender is incarcerated.

The transfer of punishment from the victim to the nation and change from a literal application of an eye for an eye to symbolic equivalents are fundamental factors in retribution.

Karl Menninger in his book The Crime of Punishment describes the psychology of vengeance:

It is natural to resent a hurt, and all of us have many unfulfilled wishes to hurt back. But, in our civilization, that just is not done...openly. Personal revenge we have renounced but official legalized revenge ... we can still enjoy. Once someone has been labelled an offender and proved guilty of an offence, he is fair game and our feelings come out in the form of a conviction that a hurt to society should be 'repaid'.

(Menninger, 1968, p. 190)

Retribution and punishment have a cathartic significance for the offender, who may believe that once he has repaid his debt to society the slate should be wiped clean. He has a right to start a new life without this stigma, since he has already paid for his crime. However, the legal and societal discrimination against 'ex-convicts', the loss of civil rights, and frequent harassment by authorities are usually imposed on him. The most important problem with retribution and punishment is to satisfy the public sense of justice, channelizing the sadistic and aggressive impulses of the community against the criminal. Finally, the idea of retribution puts all its emphasis upon the

punishment of the offender and ignores the victims (Sommer, 1976).

A third idea of the prison is for the sake of protection of society. This objective is probably one of the most commonly stated purposes of imprisonment. The prison achieves this function by means of the provision of constraints in the action - spaces of the violators of legal norms (Galtung, 1968). In other words, the prison acts as a physical constraint in that future violations of the offender are concentrated to a small area, namely the prison. It must be conceded that the prison performs this function quite adequately as far as the incarcerated offender is concerned.

Thus, it may be questioned, as it was mentioned previously, whether punitive fear of imprisonment acts as much of a deterrent to other potential law breakers. However, it is true that most offenders terminate their criminal activities in society, at least while they are in prison. Despite this fact, the crime rate increases in our society (Statistics Canada, 1972). Therefore, it is hardly proof of the ideology of protection of society as a function of prisons.

The fourth, but main ideology of the prison today may be considered to be that of the rehabilitation of the offender. During the last few years this purpose of imprisonment has obtained increasing acceptance within the criminal justice system not only in the U.S.A. but in Canada and European nations as well. The literal meaning of rehabilitation is "to restore to useful life through education and therapy" (Morris, (ed.), 1970) or "to render

fit again, to restore to a former status, and to reinstate" (Sommer, 1976, p. 23). Generally speaking, however, the term "rehabilitation" in corrections does not make much sense because society provides little for the returning inmates who are mostly in a state of need, temptation, and/or hostility that eventually results in criminal activities again. Nor does the fact of imprisonment have any connection with a restoration to a former status.

Of all the correctional goals, rehabilitation is perhaps the most elusive. First of all there is no commonly accepted definition of rehabilitation, and secondly it assumes that the person to be rehabilitated shares the values and motivations of the keeper, teachers, and therapists (Nagel, 1973, p. 13).

The Ontario Ministry of Correctional Services states its objectives as:

To attempt to modify the attitudes of those in its care and to provide them with the kind of training and treatment that will afford them better opportunities for successful personal and social adjustment in the community.

(Ministry of Correctional Services, 1974)

Therefore, programs of individual and group counselling, behaviour modification, inmate living units and token economy are implemented as a few reflections of such a philosophy which has developed in correctional institutions within recent years.

However, the priority of their purpose is the protection of society, that is stated as "to carry out the legal duties imposed upon the Ministry by the courts for the protection of

society" (Ministry of Correctional Services, 1974).

It is quite clear that one of the basic problems of penal institutions today is the unresolved conflict between the various above-mentioned philosophies and attitudes as to their purpose. Gordon Hawkins clearly expresses the point of view as follows:

Their dissatisfaction with the correctional treatment model stems from a different ideological basis. For them, that model is misconceived not because it involved some lack of respect for individual rights but because it is seen as representing a misguided and sentimental departure from older and sounder punitive principles.

(Hawkins, 1976, p. 12)

Furthermore, the general effect of imprisonment is an introduction for most of the inmates to attitude, codes, norms, and values which are in many ways contradictory to community norms. Because it causes inmates to identify themselves with persons quite different from non-criminals - the so-called prisoners' sub-culture, even contact with the universal factors will render difficult any effort at clinical treatment (Sutherland & Gressy, 1970).

On the other hand, prisoners must face community values, attitudes, and norms through various programs and treatments for rehabilitation and resocialization by correctional personnel.

Thus, it is quite conceivable that prisoners would experience dissonance in their personality, identity, values, and norms under such circumstances.

A few years ago, a discrepancy in the perception of

'rehabilitation' between correctional staff and inmates was identified. Shihadeh and Need, during the course of their study, found that to the inmates rehabilitation meant "getting out of prison", "earning good pay", or "living in a nice home." To the staff it implied the development of "a sense of responsibility", "a sense of social awareness", or "a feeling of self-confidence" in inmates, or "bringing about their social adjustment."

And they suggested that the staff and inmates of prisons constitute two sub-cultures that maintain antagonistic inter-relationships (Shihadeh & Need, 1973).

As a result, a notable problem in corrections is its muddled policy and the gap of value and norms between inmates and staff and/or between inmates and community. There is no doubt that a direction for correctional policy has been sought after by various people, groups and agencies, and it has now made its appearance.

The Canadian Committee on Corrections described the purpose of prison as follows:

The prison should be considered part of the community it serves, not as something apart leading an existence of its own. The purpose of the system as a whole may be stated with particular adaptations for the general corrections field:

- 1) To hold the individual inmate in custody for the period of his sentence, subject to remission and/or parole;
- 2) To prepare the individual for permanent return to community living as a law-abiding and contributing citizen.

(Canadian Committee on Corrections, 1969)

In other words, the goal in corrections is an integration with the prison and the community and a consonance within and between prisons in order to resocialize inmates as liable citizens.

This survey research is intended to contribute a change in the criminal justice system toward such a goal.

Obviously a key role in the criminal justice system is that of the one who is convicted of a crime. However, preceding correctional policies evidently indicate that that which has been formulated from outsiders' views and ideologies ignored the views and perceptions of the prisoners and convicts. Hawkins states, in his book The Prison, that it would be generally agreed that critical evaluations of penal measures is an essential pre-condition to rational and effective policy and formulation and planning (Hawkins, 1976). Namely, he blamed the lack of a knowledge base for the policy in corrections.

It is generally true that we have little knowledge about prison and prisoners, because of the fact that they are in absolute segregation from the community. Various changes made in corrections were mostly forced on the system itself. The California Department of Corrections reported findings that the most effective changes were not aimed at the offenders but at the system itself (Bennett, 1963). As a matter of fact, few people realize the fact that prisoners are the most deprived people in society. If you were handicapped, you would be able to organize a group and be able to lobby for your desired change. But prisoners cannot. Hostage taking or prison turmoil

is the only way for them to express their frustrations about treatment and policies, which unfortunately occurred even in the Nova Scotia area at Dorchester Maximum Security Penitentiary on October 27, 1976. There is no system existing in the Canadian criminal justice system to deal with prisoners' complaints and opinions, except individually based "ombudsman" system (it is also called the correctional investigator). For the most success in rehabilitating inmates, getting to know and to understand them might be an important first step. The purpose of this survey research is to know who incarcerated inmates are, what they have experienced, what they would like, what their needs are, and what they expect from us.

All endeavours made in this research is for the purpose of stimulating a change toward inmate-centered policy formulation and genuine rehabilitation programs to meet their real needs.

2. Previous Research

Few research projects have attempted to understand prisoners' overall opinions, needs, complaints and attitudes.

Gilroy (1974) investigated the view of women prisoners as to their release plan. This study was conducted in the only Federal prison for women in Canada (Kingston Penitentiary, Ontario) with a small sample of twenty-two and using interviewing as the method of data collection. She found that they leave prison with poor prospects for community life through such factors as lack of money for their immediate needs, lack of realistic employment plans, and the stigma of criminal records. Furthermore, she found that women prisoners are very sensitive about receiving help from others. They focus on the helper's personality and human qualities rather than his/her qualifications or the organization that he/she belongs to.

Other studies concerning inmates' attitudes are directed to specific variables such as inmates' culture, prison treatment and program and/or attitude toward law, legal institutions and parole.

One of the pioneer studies about prisoners was performed by Clemmer (1958)* in 1940. His work was a thorough and detailed description of the socialization process of prisoners in the prison. The viewpoint expressed by Clemmer is based upon a direct social learning theory similar to Sutherland's theory of differential association. This work was actually a starting

*Reissue of original 1940 edition.

point for studying prisoners.

Schrag (1954), one of the followers of Clemmer, investigated interaction among inmates. His hypotheses in the study were to identify the general characteristics of leaders among prison inmates and to find what type of offenders are the most likely to be influential to other offenders.* He interviewed one hundred forty-five randomly selected inmates in an institution. He found that criminal career and institutional adjustment were significantly associated with leadership in a positive direction. Also he found leaders, as a group, do not differ from other inmates with respect to age, occupation, educational attainment, ethnic status, marital status or intelligence-test scores.

Watt and Maher (1958) tried to elicit the relationship between prisoners' attitudes toward law and justice, attitudes toward home and parents, and the influence of this relationship upon the type of offense committed. They assumed that measures of these two attitudes would be highly correlated, if the rejection of the demands of society for normal behaviour is regarded as an effect of an earlier rejection of parental authority. This research was conducted in a state prison with a random sample of seventy-four inmates stratified by type of offense. The outcome of the research, however, did not support the hypothesis that prisoners' attitudes toward the law are a reflection of attitudes developed towards home and parental figures. A problem in this research seems to be the method of measurement

*Although he set hypotheses, he used non-experimental research due to the fact that random technique and experimental control could not be fulfilled in the circumstances.

and the instrument used. They measured the samples with two different types of instruments* for each attitude toward law and home in order to examine the correlation between the two attitudes. The correlation between those two measurements shows +.526 in attitude toward law and justice and +.416 in attitude toward home and parents. It is assumed, therefore, that either reliability of the instrument was poor or the two types of instruments measured different content.

Mylonas and Walter (1963) extended their interest to inmates' attitudes toward law and legal institutions. They studied a sample of three hundred offenders admitted consecutively to a prison during a three-month period. This study considered first whether or not there is a significant difference between prisoners' attitudes toward law and legal institutions, and second whether these attitudes varied by the sub-groups of inmates according to race, age, residential origin, religion, education, intelligence, marital status, occupation, and amount of criminal history. He concluded that the attitudes of adult male property offenders toward law and legal institutions seem to be moderately associated with their socialization and morale. This conclusion resulted from the indication that the better socialized prisoner and the prisoner with high personal morale have more favourable attitudes. Other findings were: that the Negro offenders' attitudes were less favourable than that of the white offender, the single offenders had a less favourable attitude than the married,

*One uses incomplete sentence blanks; the other, conventional multiple choice opinion questions.

separated, or divorced offenders; first offenders have more favourable attitudes than the recidivist; and longer experience in the prison makes for a less favourable attitude.

The subject of prisoners' attitudes toward the law and legal institutions was further developed by Alpert and Hicks (1977), not only in the area of concerns but also in research techniques. They combined four different attitudinal scales from previous researches* into a battery. In order to extract meaningful items and to identify those which are highly interrelated, a factor analysis with Varimax rotation was performed, which revealed three distinct factors relating to attitude toward three different areas of the criminal justice system. They selected the items for inclusion in their scale which exceeded .50 inter-item correlations. The cross-sectional correlation with prisoners' attitudes toward the three areas of the criminal justice system were examined.** Their overall findings are that prisoners' attitudes toward police are essentially negative, toward lawyers are relatively positive and toward law and judicial system are intermediate.

Another study is focused on inmates' attitudes toward the program in an institution. Recently a number of prisons have offered inmates an opportunity to participate in many programs that are of a therapeutic nature or are expected to facilitate their rehabilitation. Shihadeh and Need (1973) examined inmates' evaluation of one of these programs (they named such a program as an "incentive program") in comparison with the staff's evaluation.

*Those scales came from Katz (1931), Rundquist and Sletto (1936), Cleaver et. al. (1968), and Watt and Maher (1958), according to their reports.

**As they did not take random sampling, they could not use a statistical test for a generalization.

They administered the Rehabilitation Value Perception Scale (R.V.P.S., which includes sixteen items) to both eighty-nine prison staff and one hundred sixty-nine inmates. They found that staff and inmates have separate sub-cultures with differing perceptions of the usefulness of penitentiary programs. It was also confirmed that inmates who participate in penitentiary programs evaluate more favourably than non-participants, in particular, the participants are more favourable to counselling by chaplains, counselling by classification officers and inmate membership of residential unit management committees than the non-participants.

On the other hand, Welford (1967) attempted to pursue the dynamics of prison inmates for the purpose of the understanding of the socialization process within a correctional community. He took a random sample of one hundred twenty from an institution in order to detect factors associated with adaptation to the inmate code. He found that the longer the imprisonment for inmates and the more expression of anti-social behaviour, the greater the adjustment to an inmate code. This finding was very similar to one of Mylonas and Walter's (1963) findings.

In contrast to the trend of internal issue within prisons, a new approach had been introduced, that is an attempt to understand prisoners in relation to the community and release.

Wheeler (1961) found earlier that increased contacts between the inmate and the community at large could strengthen tendencies towards positive change in attitude during the late phase of

imprisonment. However, it was not Wheeler's main concern of the study.

The Centre of Criminology, University of Toronto (1971) performed a large scale study in order to identify inmates' attitudes and opinions concerning parole, in five different institutions serving the Ontario area with a sample of two hundred eighty-three. They interviewed and asked the inmates approximately two hundred twenty questions regarding their opinions and their backgrounds. Their major findings are as follows:

- 1) The inmates are very conscious of parole and have strong feelings about it. At the same time, they have an inadequate understanding of the procedures to follow in applying for parole.
- 2) The inmates are very anxious about the Parole Board's criteria of selection.
- 3) Justice is questioned since it is believed there is a bias toward social status and the wealthy.
- 4) There is a pessimistic attitude about the chances of getting parole because of the record of past offenses, a poor recommendation from the institution and a lack of support from the community in terms of family, employment and a place to live.
- 5) Because of infrequency of contacts, relationships between the classification staff and inmates are not as beneficial as they might be.

This survey research investigated a detailed look at prisoners in the area of parole. However, too much information on hand can actually make it difficult to arrange a countermeasure for those findings and also the focal point of the study became elusive.

The research concerned with attitudinal changes of inmates through work-release programs* rather than with

*Inmates are released from incarceration during work hours for the specific purpose of locating and holding employment in the free community. It is also called work-furlough, day furlough, and day release. In Canada it is called day parole. The money earned by inmates usually belongs to the inmate to keep until the end of their term.

recidivism* was implemented by Waldo, Chricos, and Dobrin (1973).

They administered attitude questionnaires to two hundred sixty-nine randomly selected inmates from a state prison at two periods of time, immediately prior to the work release (Time 1) and just before the end of their prison sentence (Time 2). They found that there is no discernible improvement among work release participants with regard to perception of legitimate opportunity, achievement motivation, legal self-concept, and self-esteem. Furthermore, they found the level of self-esteem expressed by work release participants at the conclusion of the work release experience (Time 2) was significantly lower than that expressed at Time 1, and is significantly lower than that expressed by the control group at Time 2. Thus, they concluded that work release appears to have had a harmful effect upon inmate self-esteem.

The outcome of this research seems to be true and reliable. However, as Waldo et. al. (1973) documented in their report, the existence of other variables affecting the result such as type of job obtained in the work release program compared with their prior career and the treatment and attitude received from their boss, fellow workers, and the community at large are highly conceivable. If this is the case, then program implementation without sufficient knowledge has to be condemned.

Last of all, it is worthwhile to describe Mertinson's (1974) work. He attempted to review the available research literature on the subject of the success or failure of attempts

*These research projects regarding relationships between work-release programs and recidivism were carried out by the California Department of Corrections (1968), Newman and Bialen (1968), Adams and Dellinger (1969), and Rudolph, et. al. (1971).

to rehabilitate offenders with various treatments in various institutional and non-institutional settings. Mertinson and his colleagues undertook a search of the literature for any available English-language reports on attempts at rehabilitation that had been made in the American corrections system and those of other countries from 1945 through 1967. Then they analyzed in detail two hundred thirty-one selected studies which were acceptable in that their design and execution met the conventional standards of social science research. In the article, Mertinson deals only with the effects of rehabilitative treatment on recidivism, which he describes as "the phenomena which reflects most directly how well our present programs are performing the task of rehabilitation." He boldly summarized his finding in one sentence: "With few and isolated exceptions, the rehabilitative efforts that have been reported so far have had no appreciable effect on recidivism." (Mertinson's emphasis) (Ibid, p. 24-25).

After presenting ineffective outcomes of all those previous studies of various rehabilitative treatments with relation to recidivism, Mertinson concluded that "it may be simply that our programs are not yet good enough, that the education we provide to inmates is still poor education, that the therapy we administer is not administered skillfully enough, that our intensive supervision and counselling do not yet provide enough personal support for the offenders who are subject to them." (Ibid, p. 49)*

It is generally true that there are few reports that present

*Palmer (1975) disagreed with Mertinson's view of the research and his bold conclusion and summary. Then, Mertinson (1976) replied to Palmer's disagreement.

effective rehabilitative programs in corrections. Yet, it is difficult to conclude that our programs are not quite so effective. As Palmer (1975) states, various background factors and experimental conditions made the study difficult to have decisive conclusions. It is even true for this study. However, the point that this study wants to raise is how much we need to know about prison inmates before investigating whether or not particular treatment (or intervention) is effective on recidivism.

In summation, most of the studies done about prison inmates were focused upon inter-relationships among inmates and/or attitudes toward systems, attitudes experienced by inmates, and the effectiveness of the programs. Only Gilroy (1974) was exceptionally concerned with their needs and perceptions.

On the other hand, it was revealed by the study of Shihadeh and Need (1973) that there exists a separate sub-culture and different perceptions of the usefulness of penitentiary programs between inmates and prison personnel.

Moreover, Waldo et. al. (1973) found that work-release programs are harmful for inmates in terms of their self-esteem. Also, Mertinson (1974) summarized the results of studies suggesting that most rehabilitative programs do not indicate any appreciable effect on recidivism. Therefore it must be seriously considered that the lack of sufficient information is a critical issue in corrections. This fact is further confirmed by Irwin (1970). He states in his book The Felon:

A common dimension in the nature of the obstacles

and the ignorance which surrounds them is the disparity of perspectives of the officials and the felons. The program and policies obstructing the felon's progress instead of facilitating it are planned from an official or conventional viewpoint. The official image of the felon, the explanation of his acts, the definitions of the programs themselves are quite different than the felon's view of those same things. By the same token, the felon acts according to the officials. ... The lack of understanding continues and new and ineffective programs are introduced. The basic problem is the lack of understanding of the felon's own view.

(pp. 2-3) (emphasis added)

In this respect, this inmate survey study intends to expose all possible areas of inmates, opinions, and their expectations from the community in order to remove the barrier between inmates and people in the community.

II Method and Procedure

1. Questionnaire Construction

Since this study focused on exploring inmates' overall perceptions in the Nova Scotia area, an attempt was made to include in one battery all possible questions within the frame of the purpose of this study.

The first draft of the questionnaire included forty-nine questions comprised of seventy-eight items. Editing, reduction, and addition for each item of the first draft was carried out through consultation with professors of Dalhousie University, the Maritime School of Social Work and a professional researcher in the field of criminology. Exploratory research was the most realistic purpose of this study; therefore, previously developed attitudinal scales were not totally included in the questionnaire.

The final draft of the questionnaire was composed of fifty-three questions including eighty-one items. Furthermore, the language used in the questionnaire was carefully checked and modified after consultation with former probation officers and John Howard Society workers.

Finally, the draft was pre-tested by the inmates at Carlton Centre (Halfway House) in Halifax. During the pre-test period the opinion was consistently given - both by inmates and by research experts - that the questionnaire was too long. It is

generally true that there is a limited energy for those who respond to questions, - this is not merely among prison inmates, but among people in the public as well. Since the method of administering the questionnaire in this study was planned to be self-administering, it was supposed that an excess quantity of questions is an essential factor negatively affecting response rate. Therefore, after considering the result of the pre-test several questions and items were excluded. The questionnaire was shortened to thirty-one questions and fifty-six items. (See Appendix C)

The finalized questionnaire consists of personal data: family and educational background, criminal records, job experience, and prison experience, and attitude data toward: family legal institutions, and community needs. It was assumed that this information might help to cover the unknown area of inmates and it might be easier to depict the nature of inmates. Also it was supposed that the information suggests further investigation of prisoners. In the latter area of questions relating to attitudes, the Likert scaling method was used. The items in those areas were scored on a five-point scale from positive statement to negative statement. A cumulative score of the items in each area was considered to be a representation of a degree of attitude.

2. Sampling and Data Collection

This study's concern was inmates of all the prisons and jails serving the Nova Scotia area. This includes two Federal penitentiaries and seventeen county correctional centres and jails (excluding police detention centres, school for boys and girls, and a halfway house*). As the inmates' population obviously fluctuates from time to time, a certain date has to be set to measure the inmate population. Fortunately it was known that the Correctional Service of Nova Scotia compiles the population of all provincial cases on the last day of every month. Thus, the target date to measure the population from Federal penitentiaries was set on the last day of March, 1977. The information was obtained from the administration office of the Federal penitentiaries on that date. The populations of all institutions serving the Nova Scotia area are presented in Table 1.

The total inmate population of both Federal and Provincial cases on March 31, 1977 was 1,201. The study's intent was to understand the attitudes of all inmates in Nova Scotia, but including the entire population was unrealistic due to a financial problem, inadequate personnel, and limitation of time. However, this does not imply any loss of accuracy in outcome. According to Babbie (1973), the sampling survey is often more

*Halfway House was excluded for two reasons; the fact that they had been pre-tested and the treatment and environment are extremely different from other institutions. The latter reason applied for the exclusion of the Schools for Boys and Girls and the Police Detention Centre.

TABLE 1
The Correctional Inmate Population in the Nova Scotia Area
by Institutions

	<u>Population</u>	<u>Proportion</u>
<u>Federal Case</u>		
Dorchester Maximum Penitentiary	366	30.17
Springhill Medium Institution	395	32.89
<u>Provincial Case</u>		
Annapolis County Jail	2	0.17
Antigonish County Jail	6	0.50
Cape Breton County Correctional Centre	81	6.74
Colchester County Jail	38	3.16
Cumberland County Jail	9	0.75
Digby County Jail	1	0.08
Guysborough County Jail	4	0.33
Halifax County Correctional Centre	221	18.40
Hants County Jail	5	0.42
Inverness County Jail	3	0.25
Kings County Jail	45	3.75
Lunenburg County Jail	9	0.75
Queens County Jail	1	0.08
Richmond County Jail	0	0
Shelburne County Jail	1	0.08
Victoria County Jail	3	0.25
Yarmouth County Jail	11	0.92
TOTAL	1,201	99.99%*

NOTE: Provincial institutions include remand cases.

*Numbers do not total 100% due to rounding off.

accurate than would be the case for a total population.

In order to maintain maximum accuracy of the research outcome, the sampling method was carefully examined.

First of all, after referring to Pearson's 95% Confidence Belt for correlation coefficient (see Appendix D), samples of two hundred were set in order to maintain maximum ± 0.14 error between sample correlation coefficient and true value in population. On the other hand, however, the Public Opinion Survey Regarding Crime by the U. S. Department of Justice (1975) reports only 48% as the average response rate received from ordinary citizens. This information gave rise to the apprehension that a fair amount of no answers or refusals from the inmates might be anticipated. Therefore, for the sake of a caution, 40% more samples were added to the originally set sample size. Thus, the final planned sample size was established as two hundred and eighty.

Incarceration in different institutions characterizes inmates by type of offenses, length of sentence, and sometimes their personalities. Thus, it was assumed that the institution is one of the important variables affecting the outcome of responses. Each institution was, therefore, stratified by the size of the population and the sample size in each institution was decided by proportionately dividing the total planned sample size. By rounding off each proportion, the final sample figure came to two hundred and eighty-two.

Regarding sample selection, unfortunately, it was not possible

to select from a uniform sampling frame due to the fact that each institution compiles inmate lists differently.

However, random selection was carefully performed in each situation. In Dorchester Maximum Security Institution (Hereafter called Dorchester), for example, each third cell's inmate was selected as a sample, since each inmate resides in his own cell. On the other hand, each counsellor in the Halifax County Correctional Centre (hereafter called H.C.C.C.) assigned inmates' lists. All those lists were combined and each third inmate was selected in the samples.*

Inmates in other county jails were administered the questionnaire by probation officers and the Regional Co-ordinator of the Criminal Justice Project. However, the instructions (see Appendix E) suggest that each third inmate be selected from an alphabetically ordered inmates' list. As a result, it might be judged that stratified systematic sampling was fulfilled in this study.

Rather than interviewing, a self-administered survey was employed. The reason for this being, as Shihadeh & Need (1974) describes in their article, that usually prison inmates have a negative and unco-operative attitude toward authorities. It was, therefore, considered that the more freedom inmates have to respond to the questionnaire without any direct contact, the easier it would be for them to express their genuine feelings and attitudes, and consequently the more accurate the information obtained would be. On the other hand, a self-administering

*H.C.C.C. has a woman's section. As all inmates were considered as a sample frame, five women prisoners were selected and their response rate was 100%.

method, however, has a serious defect, which is the high probability of exclusion from the samples of those who do not want to respond and those who are unable to read at all or who have difficulty reading. Despite this dilemma, this study employed a self-administering method due to the fact that the Project could not afford to recruit and train interviewers.

In order to protect inmates from their liability for their responses, consequently to provide adequate freedom to respond, the questionnaire was conducted completely anonymously.

The procedure of administering the questionnaire varied a little under different circumstances. In Dorchester, Springhill Medium Security Institution (hereafter called Springhill), and H.C.C.C., this writer met with the chairman of the inmate committee and explained the purpose of the study and the method of selection of samples. All questionnaires were delivered to the selected inmates by the inmate committee members. The completed questionnaires were collected by the committee members and forwarded to the prison personnel, such as the Classification Officer or a Director. In other county jails, probation officers or the Regional Co-ordinator of the Criminal Justice Project selected inmates and delivered the questionnaires and then collected them a few days later, according to the given instructions.

It took approximately two months to complete the data collection. The number of responses and response rate are presented in Table II.

TABLE 2

Nova Scotia Correctional Population, Designed Sample,
Response and Response Rate by Institution

March 31, 1977

	<u>Population</u>	<u>Designed Sample Size</u>	<u>Response</u>	<u>Response Rate</u>
Dorchester	366	86	43	50.0%
Springhill	395	93	56	60.2%
H.C.C.C.	221	52	39	75.0%
Other Jails	219	51	39	76.5%
TOTAL	1,201	282	177	-----

Although the response rate of 62% is relatively lower than the expected rate, it does not discourage one from appreciating the outcome inasmuch as a randomness of the samples is still maintained. For example, the Public Opinion Survey Research Regarding Crime (U. S. Department of Justice, 1975) reported that they received only 48% of responses out of the total designed samples.

As a result, Pearson's 95% Confidence Belt indicates a little wider interval; approximately $\pm 0.16^*$ maximum error coefficient if the sample can be considered random.

*As this coefficient is read from the graph presented in Appendix D, inaccuracy due to reading the graph might be involved.

3. Limitations

There exist some limitations in all kinds of sociological research. One of the major limitations in this study is in the area of reliability. Reliability is usually checked by either a test-retest or a split-half method. In this research, neither was performed because of various difficulties; cost, time, and insufficient manpower.

However, a pre-test was implemented to improve and refine the instrument. The attitude scales that are part of the instrument are similar to Rundquist and Sletto's (1936) law scale and Cleaver et. al.'s (1968) law scale which obtained split-half reliability of 0.84 and 0.83 respectively. These results encourage the likelihood of reliability in the current study.

The second limitation seems to be a by-product of the self-administering method; that is the fact that non-response is approximately 35%. In other words, some particular subsamples of man have been excluded from the study. It can be supposed that those excluded are those inmates who have antipathy against the inmate committee and/or against the subject of the study, and - most importantly - those who are illiterate. While there are formal procedures to check non-respondents, no record had been kept of respondents to insure the confidentiality of the inmate and the inmate committee. It is noteworthy, however, that the possibility of the exclusion of illiterate inmates from this study is highly expected.

The third limitation of this study regards the accuracy of the responses. In the course of the questionnaire construction, the risk concerning face validity was given deep attention. Due to the wide-ranging questions and the concern with the quantity of questions, some questions were asked directly. It is, therefore, conceivable that some of the questions may have offended feelings or forced answers. In other words, a perfect accuracy of the responses is questionable. Furthermore, it is uncertain whether the wording of each question conveyed its meaning to each respondent. In attitude scales for example, it was found that some respondents provided check-marks above the number despite the instructions given to circle the number. This fact implies an imperfect transmission of the instruction and possibly the contents of the questions as well. In the course of data processing, where those answers that deviated from the instruction could be clearly and explicitly understood, they were processed as legitimate answers. The questionable and uncertain answers were dealt with as inappropriate.

Another limitation in this research is contamination by other researches. In the Federal institutions, the newly admitted inmates are required to take a psychological test. Moreover, prison personnel indicated that within some institutions other research had already been conducted. Therefore, some inmates committee members and the subjects of the pre-test expressed a generally negative feeling toward the questionnaire study. It was anticipated that this fact might affect their attitude toward

the response. At the same time, it is almost impossible to avoid this limitation. This research made an effort to minimize this limitation through honest explanation of the purpose of this study, (which is also expressed concisely on the cover page of the questionnaire).

The last limitation of all is an inconsistency in the administering method of this study. Since county jails and county correctional centres are spread all over the province of Nova Scotia, the writer was obliged to ask for the assistance of other personnel. In the case of Yarmouth County Jail and Cape Breton County Correctional Centre, the selected inmates were interviewed rather than self-administering the questionnaire, owing to a limitation of time. Thus, the response rate of both institutions uniquely gained 100%. It is certain, therefore, that only these institutions did not exclude any illiterates.

According to the report from the person who administered the questionnaire at Yarmouth County Jail, more than half of the selected inmates were illiterate.

Although most of the aforementioned limitations stem from lack of personnel, geographical and/or financial problems, the limitations should be considered for the interpretation of the findings of this study.

III Data Analysis

Given the purpose of this study, namely, an exploratory survey study, a sophisticated statistical analysis was beyond the level of the data. However, the number of questions and the relatively large sample size forced use of a computer for the data analysis.

All of the completed questions were codified and processed through a computer. Fiortrain IV was used to create a special program. Although it seemed that a simple quantitative analysis for all items was proper, the attitude scales were categorized by the cumulative scores and analyzed with other items, (see Alpert's (1977) analytical method) and then chi-squares and association coefficients were calculated.

In these attitudinal scales, each item was scored from one point for the most positive statement to five points for the most negative statement. The cumulative scores of the items in each area were sorted in five different categories; strongly positive, positive, mixed, negative, and strongly negative. In this analysis, some unrelated items measuring the attitude, for example slow or prompt decision in court, were obviously excluded from this analysis.

Questions allowing two choices were presented as to the

frequencies of their multiple responses and its ratios.

Those who chose more than two items were treated as inappropriate and were not accepted in the analysis. Regarding ranking questions, it was found that there were many people who responded with checkmarks instead of ranking. Therefore, those questions were processed with the same method as two-choice questions.

If they answered and ranked more than two items in the ranking questions, the first two choices were included in the analysis. The responses concerning prison condition and treatment were considered to vary from institution to institution, a qualitative analysis by the four categorized institutions; Dorchester, Springhill, H.C.C.C. and others, were performed.

The processed and analyzed results were logically clustered in eight areas; socio-demographic characteristics, nature of offenses and criminal associates, educational background, family background and attitude toward family, issues concerning employment, attitude toward legal institutions, attitude toward prison, and needs in the community and future prospects. The substance of these analytical results will be presented in the following chapter.

IV Results and Findings

1. Socio-Demographic Characteristics

First of all, socio-demographic characteristics of the sample were examined by conventional descriptive analysis (A table is included as Appendix F-1.). In the analysis regarding age, approximately 80% of the inmates are under 30 years of age, 13% are in their thirty's, approximately 5% are in their forty's, and less than 1% are in their fifty's. A further amazing fact is that more than 26% of the inmates are under 20 years of age. Both teenagers and those in their early twenty's account for almost 60% of the total inmate population.

According to Statistics of Crime and Other Offenses (Statistics Canada, 1972), of the 2,260 people who were charged with indictable offenses and were sentenced in Nova Scotia in 1972, 870 were young people under 20 years of age. That is, more than 38% of the total convicts sentenced in Nova Scotia were teenagers. In addition, both teenagers and those in their early twenty's (under 25 years of age) who were sentenced in Nova Scotia in 1972 exceed 64%. Combining both the sample of this study and the 1972 national statistics, it presents an extremely high ratio of young offenders. This is not only true in Nova Scotia but also true in Canada at large. There exist some differences between the sample of this study and the national statistics possibly for one of the

following two reasons. First, some change has occurred in terms of the age of convicts since 1972. Second, there exists a bias in the sample of this study. In any case, this fact raises several apprehensions for the present legal system.

Since young people are emotionally unstable and still in the process of establishing their own personality, self-concept, self-identity, etc., it might be conceivable that they are likely to learn crime and prison culture - Clemmer (1958) called it "prisonalization". Consequently, the extremely high proportion of young offenders seems to contribute to high recidivism in Canada.

The ethnic group in this sample of prisoners in the Nova Scotia area indicates a White domination. Seventy-eight percent of the inmates are White, 10% are Black and only 5.6% are Native peoples.

Regarding marital status, the single person is dominant, making up almost 60% of the total sample. Married persons, including common law, comprise 23% of the sample; while divorced, included separated, constitutes 15.8%. The same trend is seen in Statistics of Crime and Other Offenses (Statistics Canada, 1972) - 62% are single, 26% are married, excluding common law, in Nova Scotia. However the figure of divorced and separated in Statistics Canada in 1972 shows only 2.8%. The point of this difference may spring from one of three reasons: 1) high no-response in Statistics Canada (8.3%) while on the contrary only 0.1% of no-answers in this study, 2) a change from 1972, or 3) a bias in the sample of this study.

The high proportion of single status persons seems to be related to the high proportion of young offenders.

Regarding the place where the inmates grew up, Nova Scotia represents almost 60%. Among the inmates who grew up in Nova Scotia, approximately 35% came from either the Halifax or the Dartmouth area. The next most common province was New Brunswick - 13.1%, followed by 11.3% for Newfoundland. In other words, more than 85% of the selected inmates came from the Atlantic Region. As far as this study is concerned, a tendency for high drift of criminals was not detected. Since women offenders who have received more than a two-year sentence have to go to Kingston Penitentiary in Ontario, the proportion of sex in this study is totally unreliable. About 97% are male and only 30% are female. Statistics Canada (1972) indicates that 84.7% of convicts sentenced in Nova Scotia in 1972 were male and 15.3% were female.

2. Nature of Offense and Criminal Associates

There are many ways to classify types of crime. In this study, the method of classification was basically that used by Statistics Canada.

Six categories of types of crime - 1) crime against person, 2) crime against property with violence, 3) crime against property without violence, 4) crime concerning drugs and narcotics, 5) alcohol charge, and 6) traffic offense - were formed, with the prisoner asked to indicate which was the type(s) of offense he had committed throughout his past history. The results are presented in Table 3.1.

TABLE 3.1

Types of Offenses Reported by Prisoners

	<u>Multiple Response</u>	<u>%</u>	<u>Modified*</u>	<u>%</u>
Against person	61	17.4	32.2	18.2
Against property with violence	36	10.3	17.7	10.0
Against property without violence	112	32.0	68.4	38.7
Drugs and narcotics	41	11.7	22.5	12.7
Alcohol charge	45	12.8	14.6	8.3
Traffic Offense	30	8.5	10.6	6.0
Other	24	6.8	9.0	5.1
No answer	<u>2</u>	<u>0.6</u>	<u>2.0</u>	<u>1.1</u>
	351	100.1**	177.0	100.1**

Most convicts committed multiple types of offenses. Thus, the multiple responses were modified, that is each response was

*Multiple responses were divided by number of the individual's choice. Thus, weight for each individual is always one.

**Sum total is not 100% due to rounding off.

divided by the person's number of choice in order to weight a person's response(s) to a total of one. This modification presents a fair picture of its proportion. According to Table 3.1, crime against property without violence is the most frequent type of offense. However, the second highest proportion is crime against person, which ranked approximately 18%.

Crime concerning drugs and narcotics comes third with 12.7%. From a differential proportion of the multiple response and modified, it indicates that crime against property without violence, crime against person, and crime regarding narcotics and drugs are less likely duplicated with other types of offenses. On the contrary alcohol offenses are more likely associated with other types of offenses.

In order to understand the nature of individual offenders, further analysis was attempted to categorize whether individual prisoners are violent or not. The prisoner who chose the type of crime against person and/or against property with violence was classified as violent; those who chose only the rest of the categories were classified as non-violent; and those who combined the above two categories were classified as mixed. The results are presented in Table 3.2.

TABLE 3.2

Reclassification of the Type of Offense Reported by
Prisoners According to the Presence or Absence of Violence

Violent	31	17.5
Mixed	48	27.1
Non-violent	96	54.2
No answer	<u>2</u>	<u>1.1</u>
TOTAL	177	99.9*

Fifty-four percent of the prisoners are classified as non-violent. Only 17.5% of the inmates committed violent crimes only. This figure suggests that more than 60% of those who are involved in violent crime do not limit themselves to such criminal activities. Apparently the convict population is heavily dominated by individuals involved in general criminal activity rather than by violent and aggressive individuals.

This fact is further reinforced by the figures of Statistics Canada (1972). They illustrate approximately 25% of all indictable offenses were associated with violence only.

Meanwhile one of the interesting areas for criminologists is the previous association of prisoners. A well-known theory - differential association established by Sutherland (1970) - explains crime as a result of association; consequently social learning is a major factor in developing illegitimate behaviour. On the basis of this theory, the questionnaire asked the prisoners how many associates who were in conflict with the law they had

*The sum total is not 100% due to rounding off.

at the time of their first conviction. The results are presented in Table 3.3.

TABLE 3.3

Previous Associations Reported by Prisoners with
Those Who Were in Conflict with the Law at
The Time of Their First Conviction

	<u>N</u>	<u>%</u>
No friends	53	29.9
One friend	17	9.6
2 - 3 friends	36	20.3
4 - 5 friends	14	7.9
More than five	23	13.0
Unknown	31	17.5
No answer	<u>3</u>	<u>1.7</u>
TOTAL	177	99.9%

Although the quality of the association is an essential factor rather than the quantity of the association, this percentage (50.8%) seems a relatively high figure. A more precise measure for this issue should be considered in future correctional policy with relation to the quality of their association (i.e. how often and how close their associations were) under both community environment and general criminal activity.

Additional consideration was given to how the prisoners' associations with criminal friends were related to the nature of their offenses. The data was cross-classified as presented in Table 3.4. The chi square is relatively high, which suggests the variation does not follow a random pattern.

TABLE 3.4
 Type of Offense Reported by Prisoners
 by
 Reported Criminal Associates

	Violent N (%)	Mixed N (%)	Non-violent N (%)	Total N
No friends (N)	13 (50.0)	9 (23.7)	30 (38.0)	42
Some friends (N)	13 (50.0)	29 (76.3)	49 (62.0)	91
Total (N)	26 (100.0)	38 (100.0)	79 (100.0)	143

Loss of N = 34

$\chi^2 = 4.82$ $p < .1$

df = 2

Cramer's V = 0.184

Those involved with violent activity only are less likely to have been associated with others involved in criminal activity.

An association coefficient, Cramer's V, shows just .184, which is a relatively low association coefficient. Thus, it might be stated that there exists a very mild association between the nature of the offense and the association with those who are in conflict with the law.

On the other hand, the number of prison terms served was also asked of the inmates. The outcome is arranged in Table 3.5.

TABLE 3.5

Number of Incarcerations Reported by Prisoners

	N	%
This is the first time	58	32.8%
second time	34	19.2%
third time	24	13.6%
fourth time	21	11.9%
fifth time	8	4.5%
sixth time	7	4.0%
More than six times	23	13.0%
No answer	2	1.1%
	<hr/>	<hr/>
TOTAL	177	100.1%

The inmates who answered that this was their first imprisonment numbered just 58 - 32.8% of the total inmates. In other words, 65% of the inmates are recidivists, which is relatively low compared to the national figure of 74% in 1972 (Solicitor General of Canada, 1972). As this report documented in a previous section, this discrepancy may stem from one of three reasons: 1) the recidivism rate in Nova Scotia is really lower than the national figure, 2) different date data collected made this difference, or 3) the random sampling of this study is biased.

Under the hypothesis that the older offenders are, the more imprisonments they have served, rank correlation was examined between age and number of incarcerations. As a result, Goodman-Kruskal Gamma .190 and Kendall's Tau (A) .116 was obtained. These rank correlations are too low to suggest a definite correlation between the two variables.

A relation between age and type of offense was measured. The chi square did not indicate any sign for mutual relationship. A

relationship between the number of incarcerations and the type of offense was also examined. However, again chi square did not indicate any unique pattern of relationship between these variables.

In conclusion, most of the prisoners are not purely violent criminals; they had been associated with others involved in criminal activity; and most of them are recidivists.

3. Educational Background of Inmates

First of all, the inmates were asked the extent of their formal education. (See Appendix F-2 for a detailed table.)

Approximately 33% of the inmates responded that they had finished grade 9 or 10; while about 30% reported finishing grade 7 or 8; 13% finished less than grade 7; 12% finished grade 11 or 12; and 9% went beyond grade 12. Finishing school between grade 7 and 10 is the most common overall pattern representing almost two-thirds of the inmates. As stated in Chapter II of this report, the fact that illiterate inmates were most likely excluded from this study could mean that these figures may present a higher educational background among inmates than is actually true.

In a separate question, 33.3% of the inmates indicated attendance at a trade school. Within this group of 33.3% who attended trade school, further information concerning the length of their attendance and the completion of trade school was obtained and is presented in Table 4.1.

TABLE 4.1

Inmates' Reported Background of Vocational Training

1. Trade School

	<u>N</u>	<u>Proportion</u>
Attended	59	33.3%
Not attended	114	64.4%
No answer	<u>4</u>	<u>2.3%</u>
TOTAL	177	100.0%

2. Reported Completion and Length of the Attendance at Trade School

	<u>Completion</u>		
	<u>N</u>	<u>Proportion with the Category</u>	<u>Proportion of total N</u>
Completed	23	39.0	13.0%
Not completed	22	37.3	12.4%
No answer	<u>14</u>	<u>23.7</u>	<u>7.9%</u>
TOTAL	59	100.0	33.3%

	<u>Length of Attendance</u>		
	<u>N</u>	<u>Proportion with the Category</u>	<u>Proportion of total N</u>
Less than 6 months	11	18.6	6.2%
6 months - less 1 yr.	13	22.0	7.3%
1 yr. - less 2 yrs.	23	39.0	13.0%
2 yrs. and over	7	11.9	4.0%
No answer	<u>5</u>	<u>8.5</u>	<u>2.8%</u>
TOTAL	59	100.0	33.3%

More than half of those who had experience in a trade school attended for more than one year. And about 50% of those answering the question reported completion of the school program. Of the total inmates, just 13% had completed trade school.

In summation, finishing school between grade 7 and 10 is the most common pattern of the inmate with only one-third indicating they had gone to trade school and only 13% indicating completion.

4. Family Background and Attitude Towards Family

A. Alternative Interpretation for Attitudinal Scale

Before proceeding with this section, it seems imperative to note the potential biases involved in attitudinal measurements not only concerning attitude towards family in this section but also attitudes toward legal and behavioural change in forthcoming sections. This study is carried out under the assumption that the instrument used is valid and reliable. However, there are many potential risks that are involved in measuring prisoners' attitudes not only because the sample frame is the prisoner but also because of the general psychological tendency of man. However, these risks could not be tested because of the lack of resources, as already stated in Chapter II, Section 3. These potential risks are as follows:

1) Usually prisoners have a negative and/or unco-operative attitude towards authority. As a result of this their responses on the questionnaire can take one of two forms: i) they would respond untruthfully in a manner detrimental to their own situation, or ii) they exaggerate their own self-worth by again answering untruthfully but to their benefit.

2) In relation to the first risk, because prisoners are subject to being judged by the surrounding legal authorities, for instance application for parole or T.L.A., they tend to find the "right" answers or "preferable" answers for the authorities.

3) Because of a lack of interest in the study or their poor education, prisoners' responses may be biased by an inadequate understanding of the question.

4) If one experienced negativeness or positiveness in their dealings with a particular individual or agency, he/she is more likely to express the same attitude towards the representatives of that agency as well as to related agencies. This is known as the Halo Effect.

With these potential biases in mind, this report proceeds with a further description of the findings of this study.

B. Findings Concerning Prisoners' Family Backgrounds

A family is one of the critical factors for an individual's socialization and development of self-concept and self-esteem. Many sociologists and criminologists theorized family background as a cause of crime (i.e. Merton (1939), Cloward & Ohlin (1961), and Miller (1958)). Thus it is useful to know the family background of the inmates and their attitude towards family.

The first question asked was with whom the inmates had grown up. The summary of the investigation is presented in Table 5.1.

Since it was assumed that the inmate was possibly raised by any one of several different people, all possible choices for the individual prisoner were allowed. However, only 9.6% of the inmates chose more than two items from the question. Table 5.1 presents two forms of frequency distributions: 1) the multiple response - that is, all responses for each item are presented, and 2) the modified response - that is, each response of each individual is recorded as a fraction with the numerator one and the denominator the number of choices the individual made. The latter was used to put into proportion each individual's response.

TABLE 5.1

Person Identified as Having Raised the Prisoner

	Multiple Response	Modified (N)	%
Both natural parents	123	118.1	66.7%
One natural parent	25	20.1	11.3%
Grand-parent(s)	13	9.6	5.4%
A natural and a step-parent	10	8.8	5.0%
Foster home(s)	7	5.8	3.3%
Adopted parent(s)	6	5.5	3.1%
Brother and/or sister	8	3.4	1.9%
Relatives	3	2.3	1.3%
Other	3	2.3	1.3%
No answer	<u>1</u>	<u>1.0</u>	<u>0.6%</u>
TOTAL	199	176.9*	99.9%*

According to the analysis, more than 66% of the inmates were raised by both natural parents. All possible combinations with natural parent(s) - both natural parents, single natural parent, and natural and step-parent - apply to 83% of the total inmate population.

Considering the fact that approximately 10% of the inmates had experienced more than one form of child rearing and that the majority of them were raised by natural parent(s), family background among the inmates is not seen as having been particularly disturbing. As the above figure does not explain the quality of the rearing, five items regarding their attitude towards this aspect of family were asked. Each item was measured on a five-point scale from a positive statement to a negative statement.

*Sum total is not 177 due to rounding off.

**Sum total is not 100% due to rounding off.

The accumulated scores of each item were again classified into five different categories*, which were assumed to be a representation of their general attitude towards the family. The responses are presented in Table 5.2.

A small proportion of the inmates responded that they were treated negatively. Approximately 19% of the inmates indicate a negative experience with the person who raised them in terms of receiving kind treatment. Again it is seen that the inmates were not treated negatively when they were children. Fifty-eight percent of the inmates indicated they had received fair treatment, 44% of the inmates believed that they were treated kindly, approximately 40% of the inmates responded that the person who raised them was generous, and more than 57% of the inmates expressed that they were well provided for. The area of strongly negative attitude regarding family, however, is towards their families' financial conditions. Close to 30% of the total inmates responded that the person who raised them was poor or relatively poor. On the contrary, less than 10% of the inmates answered that they came from rich or relatively rich families. On the whole, the majority of the prisoners appear to have had less negative experiences with their families in terms of treatment; however, there is a slight illustration that they view themselves as coming from relatively poor families in terms of wealth. Thus, the overall attitude

*A score of 5-6 indicates a strongly positive attitude; 8-12 indicates a positive attitude, 13-17 indicates mixed feelings, 18-22 indicates a negative attitude, and 23-25 indicates a strongly negative attitude. Only those who answered all five items were measured in the survey.

TABLE 5.2

Prisoners' Attitude Towards Family Measured by 5 Different Items

	Item 1 Fair Treatment		Item 2 Kind Treatment		Item 3 Wealth		Item 4 Generosity		Item 5 Well-Provided For		Overall	
	N	%	N	%	N	%	N	%	N	%	N	%
Strongly positive	84	47.5	50	28.2	1	0.6	35	19.8	76	42.9	17	9.6
Positive	20	11.3	28	15.8	16	9.0	35	19.8	26	14.7	57	32.2
Mixed	29	16.4	33	18.7	64	36.2	40	22.6	30	16.9	31	17.5
Negative	8	4.5	17	9.6	31	17.5	17	9.6	16	9.0	18	10.2
Strongly negative	19	10.7	16	9.0	21	11.9	9	5.1	8	4.5	4	2.3
Loss of N	17	9.6	33	18.7	45	24.9	41	23.2	21	11.9	50	28.2
TOTAL	177	100.0	177	100.0	177	100.1*	177	100.1*	177	99.9*	177	100.0

*Sum total is not 100.0% due to rounding off.

towards family indicates a relatively positive tendency.

Nevertheless, approximately 12.5% of the inmates fall in the negative categories in the overall analysis of their attitude towards family.

In order to investigate whether the early experience with the family had any effect upon the later characteristics of the inmate, the general family attitude was examined with seven different status variables. These variables are: race, marital status, education, employment status at the time of their conviction, prior incarceration, type of prison, and type of offense. The arranged data is presented in Table 5.3.

Chi squares between the attitude towards family and race, marital status, education, prior employment, prior incarceration and type of prison are quite low. None of these status variables exceed a probability of less than 0.1 for the chi squares. Namely, there appeared to be no relationship between their family attitude and these status variables. Within these variables, the variable of prior incarceration (recidivism) shows the highest chi square. It comes very close to exceeding the probability of less than 0.1.

It might be supposed, therefore, that there is a slight relationship between the prisoner's attitude towards family and recidivism. However, there is an insufficient pattern to clearly identify the above relationship.

On the other hand, the attitude towards family and the type of offense produced a high chi square. It is sufficient to suggest

TABLE 5.3

Prisoners' Attitude Towards Family

Attitude	Race		Marital Status*		Education**		Prior Employment		Prior Incarceration		Institution		Type of Offense		
	White/Non-White N	White/Non-White N	Married/Single N	Married/Single N	Over 12/Less 12 N	Over 12/Less 12 N	Unemployed/Employed N	Unemployed/Employed N	No/Yes N	No/Yes N	Fed./Prov. N	Fed./Prov. N	Viol./Mixed/Non-Viol. N	Viol./Mixed/Non-Viol. N	Viol./Mixed/Non-Viol. N
Strongly Positive	13	3	2	15	5	12	7	10	7	10	8	9	4	4	9
Positive	47	8	11	46	15	42	34	23	24	33	30	27	8	11	37
Mixed	25	5	7	24	8	23	18	13	9	22	16	15	2	13	16
Negative	16	2	4	14	3	13	9	9	3	15	10	8	3	3	12
Strongly Negative	3	1	0	4	0	4	3	1	0	4	2	2	0	4	0
Total	104	19	24	103	31	94	71	56	43	84	66	61	17	35	74
χ^2	.741 p > .1		1.91 p > .1		1.91 p > .1		2.73 p > .1		6.88 p > .1		.275 p > .1		18.5 p < .02		
df	4		4		4		4		4		4		8		
Cramer's V	.078		.123		.124		.146		.233		.047		.271		
Tschuprow's T	.055		.087		.088		.104		.165		.033		.228		

*Married includes common law; Single includes widowed, separated and divorced.

**Less 12 - up to and including Grade 12; Over 12 - Grade 13 and higher.

a relationship does exist. Thus, a relatively high association coefficient, when compared to the other variables studied, is seen between these two variables; Cramer's V is .271 and Tschuprow's T is .228.

Consequently we are able to conclude that prisoners' attitudes towards family are related to the type of offense they had committed. Namely, solely violent criminals are more likely to be positive towards family than other types of offenders.

On the contrary, race, marital status, educational history, and prior employment status revealed no relationship to their attitude towards family.

However, the variable concerning prior incarceration appeared to be left unjudged in terms of the relationship to the variable of family attitude.

5. Issue Concerning Employment

It is generally believed that the unemployed are more likely to commit crimes than the employed. The employment status of the prisoners at the time of their conviction was asked in the questionnaire. The results in Table 6.1 indicate that almost 50% of the inmates were in a state of unemployment at the time of their conviction.

TABLE 6.1

Prisoners' Reported Employment Status at the Time of Conviction

<u>Status</u>	<u>N</u>	<u>%</u>
Unemployed	84	47.5
Part-time employment	20	11.3
Full-time but not steady employment	22	12.4
Full-time, steady employment	38	21.5
Housewife or student	9	5.0
Other	3	1.7
No answer	<u>1</u>	<u>0.6</u>
TOTAL	177	100.0

Only 21.5% of all inmates had been working as a full-time, steady employee. These results indicate a high rate of either unemployment or unstable employment when they had committed the crimes. As supplemental information to examine the above figure, the question was asked whether or not they had a skill or training which would qualify them for employment. One hundred one inmates, 57.1%, answered that they felt they had enough skill to qualify for a job. Although it is their subjective judgement, there seems to be

many skilled workers among the inmates.

Another area of concern in the area of employment is whether or not the prisoners had experienced any internal trouble in their jobs. As presented in Table 6.2, approximately 35% of the inmates who responded to the question expressed that they had not experienced any conflicts in their jobs.

TABLE 6.2

Prisoners' Expressed Experience of Conflict in Their Jobs

Persons Answered = 155

Loss of N = 22

<u>Type of Conflicts</u>	<u>Multiple Response*</u>	<u>%</u>
None	104	34.8%
Low wage	32	10.7%
Job too routine/meaningless	24	8.0%
Working conditions	23	7.7%
Dirty job	22	7.3%
With boss	15	5.1%
With health conditions	11	3.7%
With fellow workers	9	3.0%
With customers	7	2.3%
Other**	22	7.4%
I have never worked	30	10.0%
TOTAL	299	100.0%

Also 10% of the inmates replied that they had never worked before.

If there are any problems in the area of employment, they are low wages (10.7%), meaningless or too routine work (8.0%), working conditions (7.7%), and dirty jobs (7.3%). However none of these responses are popular or general among the inmates. The question

*Two choices are required. However, those who answered only "None" or "Never worked" are adjusted to double for the sake of fair representation of the proportion.

**The items receiving less than 2% of responses were omitted from the table and included in the category of "Other".

was developed further by asking which factors are important to keeping the respondent on the job. The results, presented in Table 6.3 show 36% of the choices went to the type of work as an important factor.

TABLE 6.3

Factors Noted as Important in Motivating the Prisoner
To Maintain Employment Prior to Incarceration

Persons Answered = 165 Loss of N = 12

<u>Factor</u>	<u>Multiple Response*</u>	<u>%</u>
Type of work	121	36.8
Salary	63	19.1
Work expected of me	39	11.4
Working hours	29	8.8
Working conditions	23	7.0
Own skill	19	5.8
Fellow workers	14	4.3
Good boss	7	2.1
Easy work	1	0.3
Other	2	0.6
Don't care	<u>11</u>	<u>3.3</u>
TOTAL	329	100.0

As a matter of fact, it was expected that salary should be their first choice. Salary received only 19% of their popularity, which is far short of the expectation. Their third choice was work expected of me (11.4%).

After considering the above, it appears that they are more

*Two choices are required; however, those who answered only "Don't care" are adjusted to double for the sake of fair representation of the proportion.

interested in the quality of the job, although their primary problem is their wage. It is difficult to fulfill their desires under the long-term, nation-wide, inflationary tendency and the consequently high unemployment rate of today. However, this suggests the inadequacy of providing ex-convicts with whatever job is available. They are looking for a job with certain qualities rather than just wages, as is the ordinary citizen.

As was stated earlier in this Section, the fact that employment helps those who are potential criminals from getting mixed up in criminal activities is a common belief among correctional personnel. The scaling question was directly asked of inmates: how much would steady employment help them to stay out of conflict with the law? The results are presented in Table 6.4.

TABLE 6.4

Prisoners' Perception About the Helpfulness of Jobs in
Discouraging Conflict with the Law

<u>Degree of Helpfulness</u>	<u>N</u>	<u>%</u>
Very helpful	120	67.8
Helpful	21	11.9
Not certain	14	7.9
Unhelpful	1	0.6
Not helpful at all	14	7.9
No answers & inappropriate answers	<u>7</u>	<u>3.9</u>
TOTAL	177	100.0

Almost 80% of the inmates replied that employment is helpful in terms of staying out of trouble. However, more than 8% of them replied that they believe employment is not helpful in keeping them out of legal trouble. Furthermore, approximately 8% of them replied that it was neither helpful nor unhelpful. Namely, 16% of the inmates did not indicate that steady employment would help keep them out of criminal activities. Keeping in mind the fact that approximately 45% of the inmates held employment of some kind at the time of their conviction, it should be researchable in the future as to how helpful employment is in keeping the potential criminal from conflicting with the law.

6. Prisoners' Attitudes Towards Legal Institutions

A primary interest of this study is the attitude towards different legal institutions reflected by each prisoner. Alpert (1977) did an intensive study of this area. According to his report, 77% of the inmates replied negatively towards the police, 44% of them responded negatively towards the law and the judicial system, and 30% of them answered negatively towards lawyers. In Alpert's study, random sampling was not used for various reasons. Thus he was unable to generalize the outcome of his study. In contrast, this study attempted to fulfill the random requirement, which will allow generalization from the outcome.

It should be mentioned, before the analysis of the outcome, that Canada has two different kinds of police forces; namely the Royal Canadian Mounted Police (hereafter called the R.C.M.P.) and the municipal police forces (hereafter called the police). There is no significant difference between the R.C.M.P. and the police in terms of their functions. The difference is a regional coverage by two police forces. As far as the province of Nova Scotia is concerned, the police cover their own municipal areas, on the contrary the R.C.M.P. mainly cover all remaining areas. Namely, the metropolitan areas are covered by the police, while the R.C.M.P. cover those areas outside of the cities. For these reasons, the question concerning the attitude towards the police had to be asked separately in this study for these two categories.

The inmates' attitude towards the R.C.M.P.* in this study indicates slightly negative feelings from about 38% of the inmates who answered the questions. (See Table 7.1.) Mixed feelings towards the R.C.M.P. account for approximately 2.8% of the total. The inmates' attitudes towards the police* were predominantly negative in approximately 50% of the cases, while about 25% of the inmates responded positively. Approximately one-fourth of the inmates did not indicate either positive or negative attitudes towards the police. Alpert (1977) states that to a criminal suspect who is searched and arrested, policework may be seen as harrassment or as an abuse of authority. Often police use techniques in the course of obtaining information or confessions that are viewed as either brutal or as having adverse social effects. Despite the above statement, this study shows a relatively low proportion of negative attitudes towards the police as compared with the outcome of Alpert's study which found 77% of the inmates had negative feelings.

The prisoners' attitude towards lawyers** revealed that 25% of the reactions were negative and more than 55% were positive; which is the highest positive attitude expressed by the inmates towards a selected legal agency. In this respect, it is similar

*For both the R.C.M.P. and the police, the identical four scaling items were used. The cumulative score 4-5 indicates a strongly positive attitude; 6-9 indicates a positive attitude; 10-14 indicates mixed feelings; 15-18 indicates a negative attitude; 19-20 indicates a strongly negative attitude.

**Three scaling items were used for this analysis. The cumulative score 3-4 indicates a strongly positive attitude; 5-7 indicates a positive attitude; 8-10 indicates mixed feelings; 11-13 indicates a negative attitude; 14-15 indicates a strongly negative attitude.

TABLE 7.1

Prisoners' Attitude Towards Different Legal Agencies; and the Sentence They Received

Attitude	Attitude Domain									
	R.C.M.P.		Police		Lawyer		Court		Sentence	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
Strongly Positive	<u>21</u>	14.2	<u>18</u>	12.2	<u>48</u>	33.8	<u>13</u>	8.4	<u>25</u>	15.2
Positive	29	19.6	19	12.9	25	17.6	28	18.1	27	16.4
Mixed	42	28.4	37	25.2	33	23.2	44	28.4	43	26.1
Negative	37	25.0	30	20.4	18	12.7	42	27.1	30	18.2
Strongly Negative	<u>19</u>	<u>12.8</u>	<u>43</u>	<u>29.3</u>	<u>18</u>	<u>12.7</u>	<u>28</u>	<u>18.1</u>	<u>40</u>	<u>24.2</u>
TOTAL	148	100.0	147	100.0	142	100.0	155	100.1*	165	100.1*
Loss of N	<u>29</u>	-	<u>30</u>	-	<u>35</u>	-	<u>22</u>	-	<u>12</u>	-
GRAND TOTAL	177	-	177	-	177	-	177	-	177	-

*Sum total is not 100% due to rounding off.

to Alpert's study which noted 43% positivism towards lawyers.

Regarding the court*, 45% of the responses were negative and 26% were positive. Thus the negative attitude towards the court is actually higher than towards the R.C.M.P. Furthermore, the question was extended to ask how the prisoners felt about the sentence they had received**. Almost 42% of the inmates replied negatively (unfair), but on the other hand approximately 31% of the inmates expressed that it was a fair one.

These differing attitudes were further analyzed with seven selected background variables. The summary of this analysis is presented in Table 7.2. First of all, their attitude towards the R.C.M.P. was analyzed, and this analysis is presented in Appendix F-3. Concerning the variables of race, marital status, education, prior employment, prior incarceration, and type of offense, there is no indication of a relationship to the attitude towards the R.C.M.P. The type of institution shows a relatively high chi square in relation to the attitude towards the R.C.M.P. which indicates less than .05 probability of its occurrence as an accidental result of sampling. Namely, the attitude towards the R.C.M.P. is related to the length of the sentence the inmates received (for less than a two-year sentence the convicts go to a provincial institution, and for more than a two-year sentence they

*Four scaling items were used. The five categories were analyzed by the same cumulative score system as for the police and the R.C.M.P.

**Two scaling items were used. The cumulative score 2 indicates a strongly positive attitude; 3-4 indicates a positive attitude; 5-7 indicates mixed feelings; 8-9 indicates a negative attitude; 10 indicates a strongly negative attitude.

TABLE 7.2

A COMPARISON OF PRISONERS' STATUS VARIABLES ACROSS ATTITUDE DOMAIN

VARIABLES	df	<u>R.C.M.P.</u>				<u>POLICE</u>				<u>LAWYER</u>				<u>COURT</u>				<u>SENTENCE</u>			
		x ²	p	V	T	x ²	p	V	T	x ²	p	V	T	x ²	p	V	T	x ²	p	V	T
Race	4	1.42	>.1	.10	.07	5.48	>.1	.20	.14	3.51	>.1	.16	.11	4.30	>.1	.17	.12	3.24	>.1	.14	.10
Marital Status	4	3.73	>.1	.16	.11	2.26	>.1	.12	.09	4.84	>.1	.19	.13	2.25	>.1	.12	.09	3.09	>.1	.14	.10
Education	4	2.85	>.1	.14	.10	3.58	>.1	.16	.11	8.08	<.1	.24	.17	7.69	>.1	.22	.16	2.71	>.1	.13	.09
Prior Employment	4	5.04	>.1	.19	.13	1.62	>.1	.11	.07	2.20	>.1	.13	.09	5.27	>.1	.18	.13	7.14	>.1	.21	.15
Prior Incarceration	4	7.05	>.1	.21	.15	8.10	<.1	.24	.17	6.43	>.1	.21	.15	5.36	>.1	.18	.13	10.9	<.05	.26	.18
Institution	4	11.6	<.05	.28	.20	10.2	<.05	.26	.19	12.5	<.02	.30	.21	22.1	<.001	.38	.27	11.9	<.02	.27	.19
Type of Offense	8	10.7	>.1	.19	.16	6.14	>.1	.15	.12	4.81	>.1	.13	.11	23.3	<.01	.28	.23	9.14	>.1	.17	.14

Note: x² = Chi Square
 p = probability of Chi Square
 V = Cramer's V association coefficient
 T = Tschuprow's T association coefficient

go to a federal institution). The inmates who are in federal institutions are more likely to be negative than those in provincial institutions. An association of the above two variables is not really strong. Cramer's V is .280 and Tschuprow's T is .198.

The same analysis was attempted concerning the attitude towards the police. (Please refer to Appendix F-4.) As with the attitude towards the R.C.M.P., the variables of race, marital status, education, prior employment, and type of offense do not indicate any significant chi square results. The variable of prior incarceration illustrates some connection with the attitude towards the police. A chi square indicates this relationship is not a random pattern; less than .1 level of significance and the association coefficients indicate .235 for Cramer's V and .166 for Tschuprow's T respectively. That is, recidivists are more likely to be negative towards the police than non-recidivists.

The variable of the inmates' institution, namely the length of their sentence, revealed a high chi square (less than .05 level of significance, which again indicates a unique pattern between the attitude towards the police and the type of institution. Namely, the inmates who are in federal institutions are more likely to be negative towards the police than those in provincial institutions. As a result, it might be stated that prior experience of incarceration mildly relates to the attitude

towards the police and the type of institution (length of sentence) exerts a relatively stronger influence on the attitude towards the police.

A variable which affects both the inmates' attitude towards the R.C.M.P. and their attitude towards the police is the type of institution - federal or provincial.

The same examination was extended to the attitude towards lawyers. According to Table 7.2 (a further detailed table is presented in Appendix F-5), most of the variables do not show any significant relationship with the attitude towards lawyers. Only the variables of the institution and educational background indicate high chi squares. A probability of the chi square with the variable of educational background is less than .1. The level of significance for chi square with the variable of the type of institution is less than .02. These facts from observing Table E-5 in the Appendix can be seen to connote that prisoners who completed more than grade 12 are more likely to be positive than those who did not complete grade 12 or less; and those who received more than a two-year sentence are more likely to be negative towards lawyers than those who received less than a two-year sentence.

In the case of the attitude towards the courts, similar to those attitudes towards the R.C.M.P. and the police, there was no apparent relationship to the variables of race, marital status, education, prior employment, and prior incarceration. However,

the variable of the type of institution indicated a strong relationship to the attitude towards the Court. Table 7.2 indicates a strong chi square with the type of institution with a probability of less than .001. The association coefficient also revealed a high score; Cramer's V is .377. Observing Table F-6 in the Appendix, the prisoners who were sent to a federal institution were most likely to have negative attitudes than those who were sent to provincial institutions. Likewise, the variable of the type of offense is also strongly related to the attitude towards the court. Chi square in Table 7.2 indicates a probability of less than .01. The association coefficients are relatively high; Cramer's V is .276 and Tschuprow's T is .232. That is, violent criminals (including combinations of other types with violence) are more likely to be negative towards the court than non-violent criminals.

Consequently, the type of offense and the type of institution appear to be significant variables affecting the prisoners' attitude towards the court.

Last of all, the prisoners' attitude towards the sentence they received was also examined in the same manner. Unlike the attitude towards the court, the type of offense does not seem to be related to the attitude towards the sentence received. Rather the variable of prior incarceration indicates a relationship with the attitude towards the sentence. Chi square suggests a probability of less than .05. Also the variable of the type of

institution is significantly related to the attitude towards the sentence received; the probability being less than .02.

This result seems to stem from the fact that the convict who commits a first offense receives a shorter sentence than those who commit the same crime having previous criminal records.

Thus, generally speaking, the prisoners who received a longer sentence (more than two years) express a more negative attitude towards the sentence they have received.

As a result, the variable of prior incarceration, the type of institution where the inmates are located, and the type of offense the inmates have committed are more or less related to the attitude towards legal institutions and the sentence they received. On the contrary, the variables of race, marital status, education, and prior employment status did not reveal any significance with the attitude towards legal institutions and the sentence the inmates received.

7. Prisoners' Perceptions of Prison

There has been little research done on how prisoners feel about the given environment and treatment in prison. Such information is one of the main objectives of this study. The first question concerning the prison was focused on its physical milieu.

More than 10 items are listed in the question with instructions for the inmate to choose the two strongest complaints he has about the prison. The results are presented in the total column of Table 8.1. There is no indication that the inmates are in agreement as to their complaints. This fact could probably be explained by stating that the inmates do not have serious complaints regarding the physical milieu of the prison. However, approximately 79% of the total responses indicate some complaints. The top choice within those complaints was "over-crowded" (17.1%), followed by "noisy" (10.9%), and "uncontrolled room temperature" (10.9%).

The above-mentioned three most common complaints seemingly relate to each other; namely they all stem from the problem of over-crowdedness. Thus, it seems that the main concern about the prison milieu is over-crowdedness and the factors associated with over-crowdedness.

On the other hand, 16.2% of the responses indicated that the inmates were "satisfied" with the milieu.

It is obvious that the prison milieu differs from institution to institution. The responses were analyzed by breaking down the results according to institutions. Then it is possible to detect which institutions are perceived as having milieu problems.

The results are listed in Table 8.1.

In Dorchester the main complaint about the condition of the prison is over-crowdedness (21.1%). The second and third complaints are "filthy" and "unclean clothes" which are tied with 11.8% each. In Springhill the most common complaint among the inmates is again "over-crowdedness" (21.5%). The second and third are "uncontrolled room temperature" and "noisy". Unlike Dorchester, Springhill inmates did not respond commonly to "filthy" and "unclean clothes". A common complaint between two federal institutions was "over-crowdedness". The reason for this complaint could be explained by the fact that both Dorchester and Springhill are the only federal prisons - having different security levels - in the Maritime region which constantly operate to their full capacities.

In the H.C.C.C. their choices are spread throughout all of the areas. Although it is a relatively low proportion of the response, the first complaint is 16.7% for "noisy" and the second is "over-crowded" (13.7%), followed by "uncontrolled room temperature" (12.1%).

In other jails, the first choice is both "uncontrolled room temperature" and "poor washroom facilities". As a result, one

*As the sample of each county jail is too small, county jails were clustered as one unit, excluding the H.C.C.C.

TABLE 8.1

Prisoners' Complaints About Prison Milieu by Major Institutions

	DORCHESTER N=38		SPRINGHILL N=54		H.C.C.C. N=36		OTHER N=38		TOTAL N=166	
	* Multiple Response	%	* Multiple Response	%	* Multiple Response	%	* Multiple Response	%	* Multiple Response	%
Over-crowded	16	21.1	23	21.5	9	13.7	7	9.7	55	17.1
Noisy	4	5.3	10	9.4	11	16.7	10	13.9	35	10.9
Uncontrolled room Temperature	3	3.9	13	12.2	8	12.1	11	15.3	35	10.9
Not enough day light	6	7.9	2	1.9	7	10.6	5	6.9	20	6.2
Unclean clothes	9	11.8	3	2.8	5	7.6	3	4.2	20	6.2
Poor Wshroom facility	3	3.9	4	3.7	7	10.6	5	6.9	19	5.9
Filthy	9	11.8	4	3.7	3	4.5	1	1.4	17	5.3
Poor ventilation	6	7.9	2	1.9	2	3.0	3	4.2	13	4.0
Messy	2	2.6	1	0.9	2	3.0	4	5.6	9	2.8
Bad smell	2	2.6	3	2.8	2	3.0	2	2.8	9	2.8
Other	7	9.2	10	9.3	2	3.0	4	5.6	23	7.2
Do not care	6	7.9	6	5.6	0	0	2	2.8	14	4.4
Satisfied	3	3.9	26	24.3	8	12.1	15	20.8	52	16.2
TOTAL	76	100.0	107	100.0	66	** 99.9	72	** 100.1	321	** 99.9

* Two choices were allowed. However, those who chose only "Don't Care" or "Satisfied" had their responses doubled in order to present a fair proportion.

** Sum total is not 100% due to rounding off.

might conclude that the main issue in prison conditions in the Nova Scotia area is the over-population of prisons. In addition, for Dorchester only, "filthy" and "unclean clothes" are considered problems from the point of view of the inmates.

Concerning prison treatment, again there is no specific indication that the prisoners are in agreement as to their complaints according to the total column in Table 8.2. First of all, it is noteworthy that there appeared to be an extremely low response in the area of physical treatment; such as physical attack, unfair guards, and homosexuality. The strongest complaint of the inmates was their "dull, routine life" (15.6%), followed by "not enough communication with the outside" (15%). The rest of the complaints did not exceed more than 10% of the overall proportion. Interestingly enough, however, the inmates expressed "not enough counselling" (8%) as the fourth highest problem bothering them, followed by "not enough T.L.A.'s" (9.2%) although the proportion is very low. As documented in Chapter I, Shihadeh and Need (1973) found that inmates who participated in penitentiary programs, including counselling, evaluate more favourably than non-participants. This fact may have caused the low proportion of complaints in this study in regard to prison treatment. However, it may be summarized that many inmates are bored with their life in prison and wish to leave or at least to have communication with the outside world.

The results were further analyzed by the different major institutions (Table 8.2).

TABLE 8.2

Prisoners' Complaints About Prison Treatment by Major Institution

	DORCHESTER N=35		SPRINGHILL N=56		H.C.C.C. N=35		OTHER N=38		TOTAL N=164	
	* Multiple Response	%	* Multiple Response	%	* Multiple Response	%	* Multiple Response	%	* Multiple Response	%
Dull Routine	12	17.1	17	15.3	6	8.7	16	21.1	51	15.6
Not enough communication with out side	12	17.1	14	12.6	13	18.8	10	13.2	49	15.0
Not enough T.L.A.'s	6	8.6	10	9.0	7	10.2	7	9.2	30	9.2
Not enough counselling	6	8.6	11	9.9	6	8.7	3	3.9	26	8.0
Unfair selection of T.L.A.'s	7	10.0	7	6.3	6	8.7	0	0	20	6.2
Not enough upgrading programs	5	7.1	4	3.6	7	10.2	4	5.3	20	6.2
Unfair guards	4	5.7	5	4.5	5	7.2	4	5.3	18	5.5
Not enough recreation	3	4.3	3	2.7	4	5.8	8	10.5	18	5.5
Wrong type of counselling	6	8.6	5	4.5	3	4.4	3	3.9	17	5.2
Poor food	5	7.1	5	4.5	1	1.5	5	6.6	16	4.9
Other inmates	0	0	5	4.5	2	2.9	1	1.3	8	2.5
** Other	2	2.9	19	17.1	4	5.8	5	6.6	32	9.8
Nothing	2	2.9	6	5.4	5	7.2	8	10.5	21	6.4
TOTAL	70	100.0	111	*** 99.9	69	*** 100.1	76	100.0	326	100.0

* Two choices were allowed. However, those who chose only "Nothing" had their responses doubled in order to present a fair proportion.

** Items gaining less than 2% of responses were omitted from this presentation and included in "Other".

*** Sum total is not 100% due to rounding off.

Some characteristics of the complaints are seen in each institution. The H.C.C.C. showed a low proportion for the complaint "dull, routine". The inmates in Dorchester and the H.C.C.C. indicated a higher proportion for the complaint "not enough communication with the outside" than the overall figure. "Not enough upgrading programs" in the H.C.C.C. and "not enough recreation" in other jails illustrate a higher proportion of the complaints than the total proportion of the figure.

Five items were asked and scored on a five-point scale from a strong change in one direction to a strong change in the opposite direction. A middle score between two statements was indicated as "no change". Since it was difficult to judge whether a change in a certain direction was positive or negative, both ends (1 point and 5 points) were seen as strong change and points two and four were classified as some change. The point three was decided to stand for the area of no change. The cumulative scores of these five items are also sorted into these three categories*. Table 8.3 represents the outcome. Approximately 54% of the inmates saw themselves as changed in behaviour since incarceration; on the contrary 46% of the inmates believed that they had not changed their behaviour in the prison.

A further analysis was attempted with the seven selected variables to examine which component was more likely to have affected the attitudinal change while in prison. The results are presented in Table 8.4. Race, marital status, education, prior incarceration,

*The cumulative score 5-7 and 23-25 indicate strong change; the scores 8-12 and 18-22 indicate some change; the score 13-17 indicates no change.

TABLE 8.3

Prisoners' Perceptions of Their Behavioural Changes
Since Incarceration

	N	%
Definite change	22	14.1
Slight change	62	39.7
No change	72	46.2
TOTAL	156	100.0
Loss of N	21	-
GRAND TOTAL	177	-

type of institution do not indicate any significant relationship with the prisoners' behavioural change in the prison.

However, prior employment and the type of offense show some relationship with the behavioural change. With the variable of prior employment, the chi square rejects chance variation at a level of significance of .1. Also, chi square with the type of offense rejects chance variation at the same .1 level. However, a .1 level is not usually considered powerful.

Thus, it might be stated that the prisoners' behavioural change in the prison was probably associated with the variables of prior employment status at the time of their conviction and the type of offense committed. That is, the unemployed are more likely to feel they have changed while in prison; and the solely violent criminals are less likely to feel their own behavioural change while in prison than other types of offenders.

TABLE 8.4

Prisoners' perception of Own Behavioral Change Since Incarceration by Selected Variables

Attitude	Race		Marital Status		Education		Prior Employment		Prior Incarceration		Institution		Type of Offense		
	White/Non-white N	Non-white N	Married N	Single N	Over 12 N	Less 12 N	Unemployed N	Employed N	No/ N	Yes N	Fed./ N	Prov. N	Viol./ N	Mixed/ N	Non-Viol. N
Strong Change	16	5	7	15	2	20	16	6	8	14	9	13	3	15	13
Some Change	48	12	14	48	15	47	33	29	20	42	34	28	6	16	31
No Change	61	9	16	56	19	51	36	36	22	29	39	33	13	22	46
TOTAL	125	26	36	119	36	118	85	71	50	105	82	74	22	44	90
χ^2	1.90	p>.1	0.93	p>.1	3.08	p>.1	3.58	p<.1	0.22	p>.1	1.40	p>.1	9.61	p<.1	
df	2		2		2		2		2		2		4		
Cramer's V	.112		.077		.142		.151		.038		.098		.209		
Tschuprow's T	.094		.065		.119		.127		.032		.080		.175		

In summation, the majority of the inmates felt that there had been more or less some change in their behaviour since their imprisonment, regardless of its direction.

There is a suggestion that previous employment status and the type of offense might have influenced the change.

8. Prisoners' Needs in the Community

It is important to know what the inmates wish to have when they are released, in order to provide better community care for them.

Twelve alternatives are listed in order that the inmates can choose what they think are the two most important needs on being released. The most popular choice was a job with approximately 37% of the total inmates (which is represented in Table 9.1).

TABLE 9.1

Prisoners' Anticipated Needs Just After Being Released

<u>Need</u>	Persons Answered = 165	Loss of N = 12	<u>%</u>
		Multiple Response*	
Job		121	36.8
Money		63	19.1
Place to live		39	11.8
Family		29	8.8
Warmth and understanding from people		23	7.0
Support and help from people		19	5.8
Good friend(s)		14	4.3
Counselling		7	2.1
Acquaintance (a person to talk to)		7	2.1
Don't know		2	0.6
Other		5	1.5
TOTAL		329	100.0

The second highest choice was money, followed by a place to

*Two choices were allowed; however, if a person answered only "Don't know" his response was doubled in order to present a fair proportion.

live, with 19.1% and 11.8% of the inmates respectively. These figures illustrate that a major need for the inmates upon release is finances, which connotes that many inmates have to encounter basic human needs for living when they are released. Incidentally this is the same result as Gilroy's (1974) findings; that is, that inmates do not expect to have the appropriate community background in order to secure their basic needs.

On the other hand, 21.3% of the responses indicate some kind of human relationship as an important need.

The other question was concerned with factors that might help the prisoner keep out of trouble with the law. (Table 9.2) Approximately 45% of the responses were inclined to think that a job was the main factor in keeping them straight in the community, while two-thirds of them were more concerned with money. However, human relationships such as a girlfriend, family, marriage, warmth and understanding from people, were also relatively high in the proportion of responses, with approximately 37% of the inmates believing that a human relationship was an important factor in keeping them straight in the community, although it is conceivable that the same person could have picked up two items from the category of human relationships.

These figures suggest that the prisoners have a relatively high belief that a better human milieu is important to keep them straight, although material and financial needs are dominant. It seems to be believed, therefore, that both a better financial

position and better human relationships significantly influence their recidivism. On the other side of the coin, this fact indicates that most of the prisoners have anxieties about possible conflicts with financial problems and/or human relationships.

TABLE 9.2

Prisoners' Perceptions of Factors Important
To Help Them Keep Straight in the Community

Persons Answered = 169

Loss of N = 8

<u>Factor</u>	<u>Multiple Response*</u>	<u>%</u>
Steady job for money	107	32.0
Steady job to keep out of trouble	53	15.9
Good girlfriend	39	11.7
Good friend(s)	32	9.6
To get married	21	6.3
To have a family	19	5.7
Warmth and understanding from people	14	4.2
Sports and recreation	11	3.3
Don't know	11	3.3
Other**	<u>27</u>	<u>8.1</u>
TOTAL	325	100.1***

Last of all, their feelings concerning their future relationship to crime was asked. Namely, it was asked whether or not they believed they would commit a crime again. Approximately 55% of the inmates believed that they would not commit another crime during the remainder of their lifetime. However, 28% of

*Two choices were allowed; however, the response for those who answered only "Don't know" was doubled in order to present a fair proportion.

**Items receiving less than 2% of the responses were omitted in this table and included in "Other".

***Sum total is not 100% due to rounding off.

the inmates expressed a fifty-fifty possibility and 4% of them answered that they might commit crimes again. Furthermore 9.6% of the inmates replied that they were not sure about their future criminal activities. Thus, only a little more than one-half of the inmates projected that they would not commit another crime during the rest of their lives after incarceration. The rest of the inmates are either uncertain about their own future in terms of conflicts with the law, which might be interpreted as meaning that crime is dependent upon the circumstances, or they are certain that they will commit another crime. Although this response is the inmates' subjective opinion which is likely to involve various biases, it could still be stated that the effect of prison as a deterrent is very weak as far as the outcome of this study is concerned.

In summation, most of the prisoners will be released with an anxiety over financial security, and with a relatively weak determination for avoiding further criminal activities.

V Discussion and Recommendations

1. Summary of Findings

It would seem to be beneficial to concisely summarize the findings of this study before continuing on with further discussion. The major findings in this study are as follows:

A) There are many young persons in prisons in the Nova Scotia area. This study found that almost 60% of the respondents were under 25 years of age. Furthermore, over one-fourth were under 20 years of age.

The ethnic group of the inmates in this study was mainly white (Caucasian, 78%). Blacks comprised a little more than 10% of the total.

This study found that the majority of the inmates - almost 60% - came from the province of Nova Scotia.

B) With regard to the type of offense, more than half of the inmates were reported as non-violent. Less than one-fifth of the inmates committed violent crimes only. As a matter of fact, this study found that 60% of those in prison who were involved in violent crimes do not limit themselves to such criminal activities.

On the other hand, almost two-thirds of the inmates indicated that they had some association with those who were in conflict with the law at the time of their first conviction. A mild relation was

also found between the type of offense and association with those who were in conflict with the law. This relationship indicates that solely violent criminals are less likely to have associated with others involved in criminal activities.

Concerning prior incarceration, almost two-thirds of the respondents had experienced incarceration previously.

C) Concerning their educational backgrounds, this study found that leaving school between grades seven and ten is the most common overall pattern, as represented by almost two-thirds of the inmates. Moreover, one-third of the inmates attended trade school. However, only 13% of the total inmates indicated completion of the trade school program.

D) Regarding family background, approximately 10% of the inmates had experienced more than one form of child rearing, and the majority of them (66%) were raised by natural parent(s) including all possible combinations.

With regard to the inmates' attitude towards the family, 42% of them indicated a positive overall attitude towards the family. However, more than half of the inmates indicated that they were from a financially poor family. Meanwhile, this study found that the variable of the type of offense is related to the prisoners' attitude towards the family, in that violent criminals are more likely to have a positive attitude towards the family than those having committed other types of offenses.

E) Regarding the employment status of the prisoners at the

time of their conviction, this study indicates there was a high rate of either unemployment or unstable employment, although the majority of the prisoners reported that they felt they had enough skill to qualify for a job. It was also found that prisoners reported the type of work undertaken (36%) as a more important factor in keeping them on the job than the salary (17.1%). Moreover, the majority of the prisoners - approximately 80% - believe that employment is helpful in preventing them from becoming involved in legal trouble.

F) Regarding the prisoners' attitude towards legal institutions and the sentence they received, the most negative attitude is towards the police, then towards the court, followed by their sentence. The prisoners' attitude towards lawyers was the most positive, and the least negative among those five attitudinal domains.

It is found that the type of penal institution, which also indicates the length of the sentence, is a common variable relating to the attitude towards legal institutions and the sentence received; that is the inmate who received more than a two-year sentence is more likely to have negative feelings towards legal institutions and their sentence than the one who received less than a two-year sentence. The variable of prior incarceration tends to affect the attitude towards the police and the sentence received, which implies that recidivists have more negative attitudes. Negative attitudes towards the court were also found

among inmates who committed solely violent crimes.

This study also discovered that the inmates who completed more than grade 12 were more likely to have positive attitudes towards lawyers than those who did not complete grade 12 or less.

G) Regarding prisoners' complaints about the prison environment, this study found that there was no concensus among the inmates. Dorchester inmates chose over-crowdedness (21.1%), unclean clothes (11.8%), and filthy conditions (11.8%) as their major complaints.

In both Springhill and the H.C.C.C., over-crowdedness, uncontrolled room temperature, and poor washroom facilities were chosen as major complaints.

The highest response for "satisfied" is from Springhill (24.3%), followed by the other jails (20.8%), and then by the H.C.C.C. (12%). From the inmates' point of view, Dorchester was the least satisfactory institution in terms of its physical environment.

This study also found that the prisoners' main complaints about prison treatment were dull/routine and not enough communication with the outside, although again there does not seem to be a consistent agreement about the complaints regarding treatment. The inmates in both Dorchester and Springhill listed dull/routine and not enough communication with the outside as their two highest complaints. The inmates in the H.C.C.C. expressed not enough communication with the outside, not enough T.L.A.'s, and insufficient upgrading programs as their complaints.

According to the prisoners' perceptions, more than half indicated that their behaviour had changed somehow since being incarcerated. This study discovered that their perception of behavioural change is related to the variable of unemployment status at the time of their conviction (the unemployed are more likely to feel they have changed) and to the variable of the type of offense (those having committed mixed crimes are more likely to feel they have changed, while those having committed solely violent crimes are less likely to feel they have changed).

H) In the area of prisoners' needs in the community, this study suggests that the majority (68%) of the inmates anticipate difficulties with the basic needs for living; i.e. job, money and a place to live. However, approximately one-third of the responses were connected to some kind of human relationship as an important need after release. Similarly the prisoners believe that an important factor to keep straight is a job (48%). More than one-third of the responses leaned towards a human relationship. On the other hand, regarding the inmates' view of a possibility of future criminal activity, this study found that only a little over one-half of the inmates believe that they will not commit another crime again in the future, while the rest of them indicate that they may commit crimes again or that they are uncertain.

2. Alternative Interpretations for Findings

In the course of presenting the findings of this study, small discrepancies appeared between the figures of Statistics Canada or the Ministry of the Solicitor General of Canada and the figures of this study. These discrepancies are mainly in the area of the prisoners' socio-demographic backgrounds and recidivism ratio. It is necessary to express alternative explanations on why there are such discrepancies. The reason is simply that forthcoming implications (Section 3 in this Chapter) are made on the premise that the findings are true and the procedure used in this study is correct and reliable. However, in reality, there are so many conceivable and inconceivable explanations involved in sociological study. These possible interpretations should be kept in mind in order to appreciate the findings. It is this writer's responsibility to summarize what he thinks are the alternative interpretations. There appear to be four alternative interpretations:

- 1) Actually the figures obtained in this study are a reflection of the true figures.
- 2) The difference in the year the data was collected is responsible for these discrepancies.
- 3) The sampling technique employed in this study was either inappropriate or imperfect.
- 4) The probability of the response may be low because of a lack of interest or hostility towards this study, or the poor

educational background of the sample.

Regarding the prisoners' attitudinal measurement as was documented in Chapter IV, Section 4, there are some biases involved in this measurement. In other words, it is risky to take the outcome literally without prior consideration of the potential biases involved in the results. These potential biases are as follows:

1) As Shihadeh & Need (1973) found, prisoners have negative and unco-operative attitudes towards authority. Since this study was conducted under the name of the Criminal Justice Project, Department of the Attorney General of Nova Scotia; the inmates may either respond untruthfully in a manner detrimental to their own situation or exaggerate their own self-worth by again answering untruthfully but to their benefit.

2) In relation to the first risk, usually the inmates must yield to the values or regulations of persons in authority in order to obtain a better status for future prospects such as an application for parole, T.L.A., or day parole. Thus, the inmates may be likely to find the "right" answer or "preferred" answer rather than a truthful answer.

3) Halo effects must be considered; that is, an experience of negativism or positivism related to one issue or situation may cause a similar reaction to other situations as well. Thus, the outcome of the attitudes are most likely to be overridden.

4) Because of a lack of interest in this study or their

poor educational backgrounds, the prisoners' responses may be biased by an inadequate understanding of the question.

5) Perhaps the outcome obtained in the attitudinal measurement in this study is a real reflection of the inmates' attitudes.

Regarding the prisoners' complaints about the prison environment and treatment, this study did not indicate a high consensus among the inmates. The inmates probably do not have a high level of agreement concerning their grievances because of the fact that they come from different socio-economic and socio-cultural backgrounds. In addition, the differences from one prison to another may reflect different conditions. Springhill received the highest satisfactory responses for its physical environment and Dorchester received the least satisfactory responses, which is probably due to the fact that Dorchester is very old (constructed in 1877) while Springhill is very new.

The above is an attempt to summarize the types of alternative interpretations applicable to the findings of this study.

3. Implications and Recommendations

The findings of this study illustrate that there are many teenagers and young people in prison who did not commit solely violent crimes, and who had associated with those who were in conflict with the law at the time of their first conviction. This fact implies that young people are more easily influenced, although the quality of their associations is not known, by others who were in conflict with the law and consequently they in turn tend to commit crimes.

More importantly, more than one-fourth of the inmates are under 20 years of age, which raises the apprehension that these teenagers are more likely to be influenced and led by older inmates into further involvement in criminal activities. Thus, it is recommended that: 1) Teenage offenders should be separated from adult inmates and incarcerated in a special institution for teenagers only. However, in order to implement this end, further more detailed information regarding teenage offenders must be obtained.

Non-violent criminals and those having committed both violent and non-violent crimes tend to be influenced by their associations with those in conflict with the law and become involved in criminal activities, while solely violent criminals did not indicate any special relationship between their associations with criminal friends and their own involvement in crime. Therefore, it could be stated that Sutherland's (1970) theory is only

applicable to those who commit non-violent and a combination of violent/non-violent crimes. This tendency is further seen in the prisoners' behavioural change after having been incarcerated. Non-violent and a combination of violent/non-violent criminals notice a greater change in their behaviour since being incarcerated. In other words, violent criminals are more likely to be solid, independent and not easily influenced. Therefore, it could be stated that the solely violent criminals are less likely to make any behavioural changes towards "personal reform" (rehabilitation). In light of the above statement, it could be recommended that:

2) The solely violent criminals should be treated differently from the other types of criminal. However, it is not possible to recommend any methods of treatment here as this should be dependent upon further information and data collected from future research investigations.

On the other hand, there is no particular indication that the inmates in general were not treated fairly by their families according to their own perceptions. But the reason why the violent criminals have a more positive attitude towards the family than other types of offenders is uncertain.

Most of the inmates believe that employment would be helpful in terms of helping them to stay out of further criminal activities, since a high rate of unemployment or unstable unemployment exists among the inmates at the time of their conviction. At the same time, the findings illustrate that they may encounter difficulties with basic needs upon release. It could be stated, therefore, that

the majority of the inmates have to face the same problems upon release. It should be considered that this vicious circle should somehow be stopped. However, it is not a good idea to provide them with whatever job is available. This study showed that the inmates believed that the quality of the job is an important factor in maintaining steady employment. Therefore, it could be recommended that: 3) A community "after-care" system for ex-prisoners should be established. Its function should be focused upon their financial aid and employment in order to establish their independence and a higher standard of living. Coalition Supportive Services*, established in Halifax, is a good model for the recommended after-care system.

It is not known why those who were unemployed at the time of their conviction felt a greater behavioural change after being incarcerated.

The most negative attitude towards legal institutions was shown towards the police, followed by the court. The police probably receive the most negative attitude because the offender's first contact is made with the police. The police usually use scientific devices and a strong show of authority on offenders in the course of their investigations. The offender is most likely to see this as harrassment. Consequently, they form a negative attitude towards the police. However, it is difficult to understand why they have a more negative attitude towards the court than they do towards the R.C.M.P. and the sentence they

*See Appendix B for details of this Service.

received.

The prisoners' attitude towards lawyers was the most positive of the legal institutions, which is understandable in its nature.

The fact that those who received more than a two-year sentence expressed a more negative attitude towards legal institutions and towards the sentence they received implies that those who received harsher sentences become more negative towards legal institutions at large as well as towards the sentence they received. The recidivist indicated a negative attitude towards the police and the court. It could be explained that usually the recidivists receive harsher sentences than the non-recidivists; consequently, they express a more negative attitude towards the police and the court. However, again it is not known why the recidivist expresses his negativeness towards only the police and the court, and not towards the R.C.M.P. and their own sentence. In addition, it is not known why the educated (completed more than grade 12) express a more positive attitude towards lawyers than those who are less educated and why the type of offense is related to their attitude towards the court.

The inmates' complaints concerning the prison environment and treatment spread throughout all areas, probably because they came from different socio-economic and cultural backgrounds. The fact that Springhill received the highest satisfactory rate in terms of its physical environment is perhaps due to the fact that Springhill institution is the newest institution in Nova Scotia, while Dorchester which is one hundred years old received the least

satisfactory responses. It is commonly seen (although the percentage is not high) that over-crowdedness is an issue in Nova Scotia prisons and jails. The complaints regarding prison treatment gave a slight indication of a dull/routine life and a lack of communication with the outside. This could mean that some of the inmates are bored in prison and wish to have some contact with the outside. In any case, it can be seen from the analysis, that the inmates' perception of the prison milieu and prison treatment differs from institution to institution. Moreover, the type of institution the inmates were located in was the common variable related to their attitude towards legal institutions and the sentence they received. In the light of these findings, it is important that each institution should have its own information and trends concerning the inmates' attitudes for the sake of effective program implementation. Thus, it is recommended that: 4) Each penal institution should be given the information concerning its own inmates' perceptions, needs, complaints and trends. Any programs and treatment for the prisoners in each institution should be developed primarily according to this information.

A weak determination on the part of the inmates to avoid any further criminal activities indicates that a relatively high rate of recidivism is apparent before release not only to correctional personnel but also to the inmates themselves. It is necessary to investigate why they are not certain of being able to prevent

themselves from committing further criminal activities.

In summary, this study explored many incomprehensive variables related to prisoners' attitude. It is imperative to do further research with the inmates themselves. In view of this fact, it is recommended that: 5) Further investigation and research with inmates should be implemented in order to obtain appropriate information concerning prison inmates, their perceptions and needs. This information should be reflected in future correctional programs and policies.

4. Discussion of and Recommendations for the Current Situation of Corrections in Canada

This Section is not only based on the findings of this study, but also includes the findings and discussions from the literature review in Chapter I in relation to the current situation of corrections in Canada.

Before beginning the discussion, it is imperative to grasp the current situation in the field of corrections in Canada.

Due to the occurrence of 69 major incidents (including 35 hostage-takings, involving 92 victims) in Canadian penitentiaries in the last two years - 1975 and 1976 - the House of Commons, on October 21, 1976, agreed to the motion of the Solicitor General that the Standing Committee on Justice and Legal Affairs inquire into the penitentiary system in Canada. On October 26 that Committee referred the subject in turn to a Sub-Committee (formally called the Parliamentary Sub-Committee on the Penitentiary System in Canada). After their thorough investigations (72 formal hearings with 407 witnesses, informal hearings and interviews with many individual inmates, guards, doctors, classification officers, psychiatrists, psychologists, wives of staff, and concerned citizens), they raised 65 recommendations to Parliament regarding internal and external reforms in Canadian federal penitentiaries (Sub-Committee on the Penitentiary System in Canada, 1977).

In August, 1977 the Honourable Francis Fox, Solicitor General of Canada formally announced that he had accepted, in whole or in

part, 53 of the 65 recommendations of the Sub-Committee (Solicitor General of Canada, 1977B)*.

Prison reform in Canada is currently progressing in accordance with the Sub-Committee's recommendations.

With this situation in mind, the discussion will be developed with regard to the Sub-Committee's recommendations and its rationale and the Solicitor General's response.

First of all, when observing the history of correctional policy, approximately four major differing ideologies are apparent. These ideologies seem to contribute to the lukewarm correctional policy of today. Consequently, they reflect the ineffectiveness of rehabilitation (personal reform) for prisoners. There appear to be mutually contradictory, implicit ideologies of corrections, as have been documented in Section 2 of Chapter I in this report.

The ideologies of rehabilitation and punishment are not mutually compatible. In this respect the Sub-Committee commits the same traditional mistakes. As the rationale of their Recommendation 2 ("the criminal justice system should be carefully re-examined with a view to enlarging the alternatives to incarceration"), they explained that punishment means any form of official control exercised over the freedom of a wrongdoer; whether it be incarceration for a term of years in the case of serious offenses, or in less serious matters subjection to supervision, control, mandatory restitution, restrictions on

*The 65 recommendations by the Parliamentary Sub-Committee on the Penitentiary System and the response of the Solicitor General of Canada are presented in Appendix G.

movement or activities or other forms of sentence, appropriate to the individual circumstances of each offense. At the same time, they recommend a purpose of imprisonment as being "personal reform", which is a new term to replace the term "rehabilitation". (The Sub-Committee Report, 1977, p. 37)

The notion of punishment became lenient, humane, and reasonable. And it is seen that they are trying to focus on prisoner-centered treatment, which should be appreciated*. Yet, they did not notice that "personal reform" (rehabilitation) under the punitive environment is a serious issue, which might be one of the causes for ineffective program outcome in corrections.

In order to have consistent ideologies and policies in corrections, the notion of "punishment" for the offender should be removed.

However, as the Sub-Committee indicated, the ideology of the security of society should be maintained. The security of society applies not only during the time of incarceration but also before and after the incarceration as well. Therefore, this study makes the following recommendation that: 6) Any correctional policies and programs should not include the explicit and implicit notion of punishment. Correctional policy should only focus upon personal reform (rehabilitation) of the convicts and the prevention of crime for the purpose of the security of society. The term "security of society" should not imply only the time during the incarceration period. Crime reduction should be the objective in

*The Solicitor General did not make any comment about the notion of "personal reformation", focusing instead on the alternatives to incarceration.

corrections for the security of society.

In the course of this study, it was discovered that information concerning inmates themselves is extremely limited. The recommendations made by the Parliamentary Sub-Committee are again not based upon sufficient objective knowledge of prison inmates (although the Committee did interview many inmates, there was no indication of what information they received), their needs, and their perceptions. The majority of their recommendations are aimed at the administration of prisons, the organizational management of the penitentiary system, and the introduction of a new program*.

However, they realized that the grievances of individual inmates in each institution should be resolved through involvement with the inmates. Consequently, Recommendation 36 was made (please refer to Appendix G). Furthermore, despite the fact that the key figures in the criminal justice system are the convicts themselves, they do not have any authorized organization to express their opinions within the criminal justice system. At least some reflection of their opinion of the criminal justice system is necessary. On the basis of these premises, this report expands Recommendation 36 of the Sub-Committee to the following:

7) A system to deal with prisoners' grievances should be established.

*The Sub-Committee suggested introducing a "social therapy technique" to all federal penitentiaries (Recommendation 45) that was only successful in a small psychiatric setting (Oak Ridge Division of the Ontario Mental Hospital at Penetanguishene). There is no reason why it should be applicable to other federal penitentiaries, which again shows a lack of sufficient data. The Solicitor General wisely did not totally accept this recommendation.

Unlike the present system of correctional investigator*, the system should deal with the discrepancies between correctional policies and programs and prisoners' needs as well as individual grievances. In this respect, the system should be composed of equal numbers of staff and inmates. The decision of the Director shall be final. However, the Director of the institution should respect and implement their decision as much as possible.

The present inmates' organization (Inmates' Committee) should be developed, and the committee should be allowed to participate in the criminal justice system. Their opinion should be reflected in the system, particularly in correctional policies and programs.

Regarding youthful offenders, the Sub-Committee made Recommendation 61 (At least one separate institution should be provided for youthful offenders on a selective basis. ...), which was partially accepted by the Solicitor General.

This study also found that there are many young offenders in prisons (one-fourth of the inmates are under 20 years of age). In prison history, early reformers made efforts to segregate women and boys from other prisoners. But in Canada boys over 16 years of age are sent to prison as well as the adults. It is plausible that mentally immature boys are easily influenced by others - Clemmer (1958) called it prisionalization - and could learn illegitimate behaviour and morals. Consequently, this fact

*The Correctional Investigator may take quite some time to report back to those who complained. Furthermore, the Correctional Investigator may only suggest solutions to the proper authority. The functions of the Correctional Investigator are presented in detail in Appendix H.

seems to be one of the causes of the high recidivism rate in Canada. It seems to be imperative to separate teenage prisoners from the others. The recommendation in this report was already made in a previous section as recommendation one.

In conclusion, this study found much useful information about the inmates themselves, their needs, and their perceptions. At the same time much incomprehensive information, particularly variables relating to their attitude, was discovered. Still we know so little about prison inmates. It is our responsibility to continue to make an effort to know them better and this is where the real solution of crime and corrections might exist.

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APPENDIX ATHE NOVA SCOTIA CRIMINAL JUSTICE PROJECT

The Nova Scotia Communications Project in Criminal Justice is a joint, four-year undertaking between the Federal Department of the Solicitor General and the Department of the Attorney General Nova Scotia. It marks the first time an effort has been made to evaluate the total criminal justice system of a Canadian province. The formal objectives of the project are:

- a) to assess and determine attitudes to criminal justice services in the Province of Nova Scotia possessed by members of the Public and persons involved in the said system, including police and R.C.M.P., the judiciary, prosecutors, persons who have appeared before the courts, and probation and other corrections personnel;
- b) to assess and determine the receptivity of the public and persons now involved in the said criminal justice system to charges in the said system;
- c) to identify areas in which change is desirable in the said criminal justice system;
- d) to develop a plan of action for the implementing of changes in the said system, such as, but not to limit the generality of the foregoing, designing specific crime prevention measures, planning and expansion of community policing, developing alternatives to the said criminal justice system, planning diversion programs at all levels, diversification of manpower, including volunteers and ex-offenders.

The project is particularly concerned to improve communications between the professionals working in the criminal justice system and the public they serve.

APPENDIX B

(Photo-copied from the Nova Scotia Criminal Justice Project(1976) Evaluation Report: Coalition Supportive Service. pp 2-4)

COALITION SUPPORTIVE SERVICE (CSS)

CSS is located in a two-storey house in the low-income North end of Halifax. For the past four years the organization has made a material contribution to the North end community** by painting houses, repairs to property and housing, refinishing furniture, fixing appliances and other household items, pick up and delivery of household goods, and moving families. Although CSS is paid by some clients, the bulk of its work is not charged for because it is done for individuals and families who have no ability to pay; this includes the old, the disabled, single parent families, welfare recipients and the unemployed.

At any given time the organization employs between 19 to 22 people. What distinguishes it from a comparable business or social agency is the staff it chooses to employ: most workers have joined CSS upon release from Federal and Provincial prisons and especially Dorchester, Springhill, and Halifax County Correctional Institution. In addition these same workers are chosen largely because they cannot expect to find a job due to marginal or no previous work experience and few, if any, marketable skills.

CSS itself is not incorporated but rather is sponsored by Coalition for Development, The Social Action Arm of the Halifax-Dartmouth Council of Churches in the field of social development. Coalition for Development, in turn, has entered into an agreement with the Job Creation Branch under their Local Employment Assistance Program (LEAP) whereby salaries and overhead are provided to Coalition Supportive Services - a grant of \$198,430 for fiscal year 1976-77. The LEAP agreement ends as of March 31, 1977, in accordance with Manpower regulations which stipulate a maximum of three years funding.

LEAP is concerned with people who very likely would be unemployed regardless of the favourable or unfavourable condition of the job market. Their objective is to generate the self-sufficiency of the individual through either "retention programs" (e.g. the establishment of small businesses) or through "preparation programs" (enabling the individual to enter the job market). CSS falls under the latter program as is reflected in one of its stated objectives:

to provide an adjustment from that of no work to the general labour market through 'on-the-job learning', exposure to varied types of work and office routine and skill training

Thus, CSS not only has material production objectives in the larger low-income community; it also undertakes to hire workers on a short-term basis until they are more prepared to enter the general labour market. Consequently, over the two and one-half years under LEAP and another 16 months under L.I.P. grants, CSS has employed a total of 86 "disadvantaged" persons whose average length of stay has been approximately six months.

The majority of the workers are and have been between the ages of 21 to 35, male and caucasian although there are or have been a total of 11 females, blacks and Mic Macs. A full 82 percent of the workers have been in prison with an average length of 4.7 years spent in penal institutions. Another 15 percent of the workers are classified as disadvantaged without prison records. The average amount of formal schooling of the workers is Grade VIII. At present the organization employs

four people in administrative positions who are not ex-prisoners*, but one of the two senior positions is held by an ex-prisoner.

APPENDIX CQUESTIONNAIRE

INMATES' SURVEY

Nova Scotia Criminal Justice Project
P. O. Box 1060, Halifax, Nova Scotia

Your institution: _____

Date: _____
 Month Day Year

INTRODUCTION

The purpose of this survey is to obtain information regarding your background, your needs in the community and your feelings concerning the criminal justice system, including its jails.

This information will be used in an attempt to create desirable changes in the criminal justice system at large and to provide you with an environment which better meets your needs - not only in the criminal justice system, but in the community as well.

We at the Criminal Justice Project are not in a position to produce these changes, but we can make recommendations for any changes that would be necessary and/or desirable. For this reason we ask that you answer these questions concerning your opinions and your experiences with complete honesty.

Please keep in mind that this is not a test or an examination. There are no right or wrong answers. We want to get your point of view. As this questionnaire is to be answered anonymously (*PLEASE DO NOT PUT YOUR NAME ON THE QUESTIONNAIRE!), you will not be held responsible or liable for your answers. Please answer as fully and as honestly as you can.

Thank you for your co-operation.

1. How old are you? (Please check only one)
- | | |
|-----------------------------|-------------------------|
| 1 () 15 years old or under | 5 () 30 yrs. - 39 yrs. |
| 2 () 16 yrs. - 19 yrs. | 6 () 40 yrs. - 49 yrs. |
| 3 () 20 yrs. - 24 yrs. | 7 () 50 yrs. - 59 yrs. |
| 4 () 25 yrs. - 29 yrs. | 8 () 60 yrs. or over |
2. Sex: 1 () Male 2 () Female
3. Are you a member of the following racial groups? (Please check only one)
- | | |
|-----------------------------|--------------------------|
| 1 () Native people(Indian) | 3 () Asian |
| 2 () Blacks | 4 () Caucasian(White) |
4. What is your marital status? (Please check only one)
- | | |
|----------------------------|------------------------------|
| 1 () single | 4 () widowed |
| 2 () married (common law) | 5 () other - specify: _____ |
| 3 () divorced (separated) | |
5. Where did you grow up? (Please check one only)
- | | |
|---|---|
| 1 () City of Halifax | 8 () other area of New Brunswick -
specify: _____ |
| 2 () City of Dartmouth | 9 () P.E.I. |
| 3 () City of Sydney | 10 () Newfoundland |
| 4 () other area of Nova Scotia -
specify: _____ | 11 () other Canadian province -
specify: _____ |
| 5 () Saint John | 12 () U.S.A. |
| 6 () Moncton | 13 () foreign country other than U.S.A. |
| 7 () Fredericton | |
6. By whom were you raised? (Please check as many as are appropriate)
- | | |
|-----------------------------------|------------------------------|
| 1 () both natural parents | 6 () adopted parent(s) |
| 2 () one natural parent | 7 () relatives |
| 3 () a natural and a step-parent | 8 () foster home(s) |
| 4 () grandparent(s) | 9 () other - specify: _____ |
| 5 () brother and/or sister | |
7. On the scale below circle the number which best describes the person who raised you ?
- How you were treated by those who raised you?
- A. very fairly 1 2 3 4 5 very unfairly
- B. gently 1 2 3 4 5 violently
- What was the financial position of the person(s) who raised you?
- C. very rich 1 2 3 4 5 very poor
- D. very generous 1 2 3 4 5 very stingy
- E. I was well provided for 1 2 3 4 5 I was not well provided for
8. How many times (including this time) have you been sentenced to jail for a criminal offence (do not include times on remand)? (Please check only one)
- | | |
|------------------------------|---------------------------|
| 1 () this is the first time | 5 () fifth time |
| 2 () second time | 6 () sixth time |
| 3 () third time | 7 () more than six times |
| 4 () fourth time | |
9. What type(s) of offences were you found guilty of or did you plead guilty to (including this offence) ? (Please check as many as are appropriate)
- | |
|--|
| 1 () against person (e.g. assault, muder, rape, etc.) |
| 2 () against property <u>with</u> violence (e.g. robbery with violence) |
| 3 () against property <u>without</u> violence (e.g. theft, break & enter, fraud etc.) |
| 4 () drugs and narcotics (e.g. illegal use/possession, trafficking, etc.) |
| 5 () alcohol charge |
| 6 () traffic offence |
| 7 () other - specify: _____ |

17. What is the most important factor that keep you on a job? (Please check the TWO MOST important factors)

1 () salary	7 () good boss
2 () type of work	8 () working condition
3 () work expected of me	9 () my skill
4 () fellow worker(s)	10 () I don't care
5 () working hours	11 () other - specify: _____
7 () easy work	12 () I have never worked

18. How helpful do you think a steady job would be in helping you to "stay straight"?

very helpful 1 2 3 4 5 not very helpful at all

19. Regarding your sentence, do you think it was a fair one? On the scale below circle the number which best describes your belief in the fairness of your sentence.

A. compared to others:

very fair 1 2 3 4 5 very unfair

B. compared to what you thought you deserved:

very fair 1 2 3 4 5 very unfair

20. What is your opinion of the R.C.M.P.? On the scale below circle the number which best describes your opinion of them.

A. fair 1 2 3 4 5 unfair

B. treated me politely 1 2 3 4 5 roughed me up

C. listened to me 1 2 3 4 5 never listened to me

D. trustworthy 1 2 3 4 5 untrustworthy

21. What is your opinion of the police? On the scale below circle the number which best describes your opinion of them.

A. fair 1 2 3 4 5 unfair

B. treated me politely 1 2 3 4 5 roughed me up

C. listened to me 1 2 3 4 5 never listened to me

D. trustworthy 1 2 3 4 5 untrustworthy

22. What is your opinion of legal aid lawyers and/or your own lawyer(s)? On the scale below circle the number which best describes your opinion of them. (Please skip this question if you have never had a lawyer)

A. fair 1 2 3 4 5 unfair

B. listened to me 1 2 3 4 5 never listened to me

C. trustworthy 1 2 3 4 5 untrustworthy

D. expensive 1 2 3 4 5 inexpensive

23. What is your opinion of the court system? On the scale below circle the number which best describes your opinion of it.

A. fair 1 2 3 4 5 unfair

B. free to talk 1 2 3 4 5 restricted from talking

C. listened to me 1 2 3 4 5 never listened to me

D. prompt decision 1 2 3 4 5 slow decision

E. trustworthy 1 2 3 4 5 untrustworthy

24. What bothers you the MOST about conditions in this jail? (Please select the TWO WORST problems by putting the number "1" before your first choice and the number "2" before your second choice)

- | | |
|--------------------------------|-------------------------------------|
| 1 () bad smell | 8 () uncontrolled room temperature |
| 2 () messy | 9 () not enough daylight |
| 3 () filthy | 10 () unclean clothes |
| 4 () noisy | 11 () I am satisfied |
| 5 () crowded | 12 () I don't care |
| 6 () poor ventilation | 13 () other - specify: _____ |
| 7 () poor washroom facilities | |

25. What bothers you the MOST about your treatment in this jail? (Please select the TWO WORST problems by putting the number "1" before your first choice and the number "2" before your second choice)

- | | |
|---|-------------------------------------|
| 1 () not enough upgrading programs | 9 () homosexuality |
| 2 () dull routine | 10 () not enough recreation |
| 3 () physical attack | 11 () not enough T.L.A.'s |
| 4 () excessive work | 12 () not enough counselling |
| 5 () poor food | 13 () other inmates |
| 6 () not enough communication with the outside | 14 () unfair selection of T.L.A.'s |
| 7 () not enough work | 15 () wrong type of counselling |
| 8 () unfair guards | 16 () nothing |
| | 17 () other - specify: _____ |

26. Do you feel that you have changed since being imprisoned? On the scale below circle the number which best describes your direction of change in each area.

A. bad language 1 2 3 4 5 good language
(no change)

B. bad habits 1 2 3 4 5 good habits
(no change)

C. aggressive attitude 1 2 3 4 5 defensive attitude
(no change)

D. sneaky 1 2 3 4 5 open and honest
(no change)

E. harder to get along with others 1 2 3 4 5 easier to get along with others
(no change)

27. What do you see as the MOST important need just after you are released? (Please select the TWO MOST important needs by putting the number "1" before your first choice and the number "2" before your second choice)

- | | |
|---------------------------|--|
| 1 () money | 7 () counselling |
| 2 () job | 8 () warmth and understanding from people |
| 3 () place to live | 9 () support and help from people |
| 4 () very good friend(s) | 10 () a person to talk to |
| 5 () family | 11 () I don't know |
| 6 () acquaintance(s) | 12 () other - specify: _____ |

28. Who will be MOST likely to help you after you are released? (Please select the TWO persons who will give you the MOST help)

- | | |
|--------------------------------------|--|
| 1 () parent(s) | 7 () relative(s) - specify: _____ |
| 2 () grandparent(s) | 8 () friend(s) |
| 3 () wife/husband | 9 () associate(s) |
| 4 () fiancé(e)/girlfriend/boyfriend | 10 () agency worker - specify agency: _____ |
| 5 () son(s)/daughter(s) | 11 () no one |
| 6 () brother(s)/sister(s) | 12 () I don't know |
| | 13 () other - specify: _____ |

29. In order to "stay straight" on the outside, what do you feel is the MOST important need for you? (Please select the TWO MOST important needs by putting the number "1" before your first choice and the number "2" before your second choice)

- | | |
|--|-------------------------------|
| 1 () steady job for money | 10 () sports and recreation |
| 2 () steady job to keep me out of trouble | 11 () help and support |
| 3 () good girlfriend/boyfriend | 12 () social services |
| 4 () to get married | 13 () nothing |
| 5 () to have a family | 14 () I don't know |
| 6 () good friends and associates | 15 () other - specify: _____ |
| 7 () warmth and understanding | |
| 8 () counselling | |
| 9 () religion | |

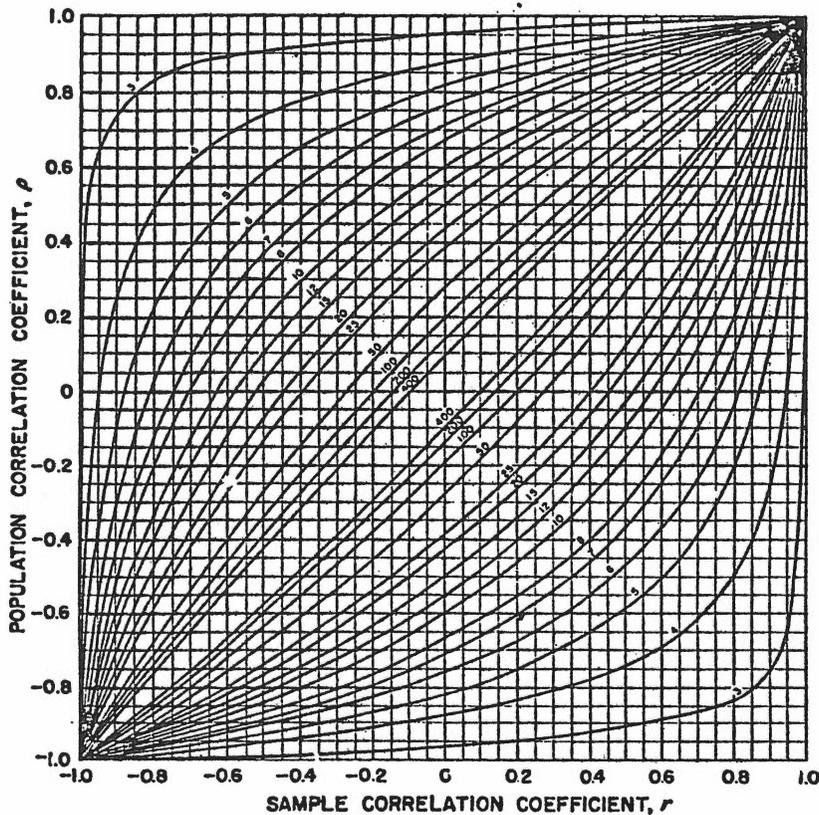
30. Do you believe that you are capable of "staying straight" for the rest of your life? (Please check only one)

- | | |
|------------------------------|------------------------------|
| 1 () yes, I believe so | 4 () I don't care |
| 2 () fifty-fifty chance | 5 () I don't know |
| 3 () no, I don't believe so | 6 () other - specify: _____ |

31. Do you have any opinions regarding the criminal justice system (police, court, probation, prison, parole, etc.) including private agencies? If so, please express your opinion below.

APPENDIX D

CHART XI. 95% CONFIDENCE BELTS FOR CORRELATION COEFFICIENT *



* Use explained in Sec. 6.1.4b. The numbers on the curves indicate sample size for the case of a two-variable linear regression. Use the curve labeled $n - k + 1$ to find confidence intervals for the partial correlation coefficients in a multiple linear regression with a total of $k + 1$ variables and n observations. Reproduced, with the permission of E. S. Pearson, from F. N. David, *Tables of the Correlation Coefficient*, London, Biometrika Office, 1938, Chart II. Charts for 90, 98, and 99% confidence belts are given in the book.

Photocopied from CROW, L.E. (1960) *Statistics Manual-With Examples*
 Taken from Ordinance Development. New York: Dover Publication. p 279.

APPENDIX E

Examples of the letter of inquiry and instructions regarding the administering of the questionnaire.



Brian Joseph
Chief Co-ordinator/Coordonnateur en chef
P.O. Box 1060
Halifax, Nova Scotia
424-7703

April 15, 1977

Mr. Tim Boudreau, Regional Co-ordinator
Nova Scotia Criminal Justice Project
P. O. Box 99
Yarmouth, Nova Scotia

Dear Tim:

I hope everything is going well with you.

As you may already know, we are conducting an inmate survey research in all jails and prisons in the Nova Scotia area. After having proportionately divided the total number of questionnaires by the total inmate population in all penal institutions in the Nova Scotia area, I find that we need three (3) questionnaire responses from the Yarmouth County Jail.

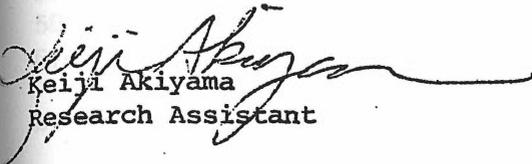
Would you please help to administer the three (3) enclosed questionnaires to inmates in the Yarmouth County Jail. The following steps are suggested as a guide to follow when conducting the questionnaire:

1. Select the first, fourth, and seventh inmates from a list of inmates' surnames arranged in alphabetical order.
2. If the selected inmates are unable to answer the questionnaire due to illness or some other reason, replace them with the next inmate on the list; i.e. the first would be replaced by the second, the fourth by the fifth, etc. If the selected inmate is illiterate, would you please read the questions and all possible answers to the inmate so that he may answer the questions.
3. Before providing the selected inmates with the questionnaire, please ask them to read the instructions found on the cover page and also explain how they were chosen.
4. Allow the inmates a couple of days to complete the questionnaire (except those who are illiterate) making certain that they do not sign their names on the questionnaires.
5. Please pick up the questionnaires a few days later and mail them to our Halifax office at your earliest convenience.

I hope that this task does not interfere too greatly with your research work.

Thank you for your co-operation and assistance in this matter.

yours truly,


Keiji Akiyama
Research Assistant

KA:jal
Enclosures (3)



Brian Joseph
Chief Co-ordinator/Coordonnateur en chef
P.O. Box 1060
Halifax, Nova Scotia
424-7703

May 11, 1977

Mr. Brian Smith
National Parole Service
Suite 214, Cabot House
500 Kings Road
Sydney, Nova Scotia B1S 1B1

Dear Brian:

I hope you enjoy your new position and everything is going well with you.

I am writing this letter for the purpose of asking your direct or indirect help on a current project. As you may already know, we are conducting an inmate survey research in all jails and prisons in the Nova Scotia area. After having proportionately divided the total number of questionnaires by the total inmate population in all penal institutions in Nova Scotia, I find that we need nineteen (19) questionnaire responses from the Cape Breton County Correctional Centre.

Would you please help to administer the nineteen (19) enclosed questionnaires to inmates in the C.B.C.C.C.? I imagine that you are extremely busy in your new job, and might not have the time to do this yourself. If this is the case, would you please find a person, hopefully from the Probation Office, to administer the enclosed nineteen (19) questionnaires. When you or your friend conduct the questionnaire, please follow the instructions attached to this letter. I hope to have the completed questionnaires by May 25.

I hope that this request will not interfere with your work. Thank you for your co-operation and assistance in this matter.

Yours truly,


Keiji Akiyama
Research Assistant

KA:jal

Inmate Survey Research

The following steps are suggested as a guide to follow when conducting the questionnaire:

1. Select 19 inmates by choosing every third inmate from a list of inmates' surnames arranged in alphabetical order; e.g. first, fourth, seventh, tenth, etc., until 19 inmates have been selected.
2. If a selected inmate is unable to answer the questionnaire due to illness or some other reason, select the next inmate on the list as a substitute. If by chance both the originally selected inmate and his substitute are illiterate, would you please read the questions and all possible answers to the originally selected inmate so that he may answer the questions himself.
3. Before providing the inmates with the questionnaires please read the instructions found on the cover page to them and also explain how they were chosen.
4. Give the questionnaires to the inmates.
5. Allow the inmates as much time as necessary to complete the questionnaire making certain that they do not sign their names on the questionnaire itself.
6. Collect the completed questionnaires and return them to us in the self-addressed, stamped envelope.

APPENDIX FTABLES

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TABLE F-1

Socio-Demographic Characteristics of Inmates

<u>Characteristics</u>			<u>Characteristics</u>		
	<u>Sample</u>			<u>Sample</u>	
<u>AGE</u>	<u>N</u>	<u>%</u>	<u>CHILDHOOD HOME</u>	<u>N</u>	<u>%</u>
under 20	46	26.0	Nova Scotia	105	59.3
20 - 24	59	33.3	New Brunswick	23	13.1
25 - 29	38	21.5	P.E.I.	5	2.8
30 - 39	23	13.0	Newfoundland	20	11.3
40 - 49	9	5.1	Other Provinces	11	6.2
50 and over	1	0.6	U.S.A.	6	3.4
no answer	1	0.6	Other country	6	3.4
			no answer	1	0.6
Total	177	* 100.1	Total	177	100.0
<u>ETHNICITY</u>	<u>N</u>	<u>%</u>	<u>SEX</u>	<u>N</u>	<u>%</u>
White	138	78.0	Male	172	97.2
Black	18	10.2	Female	5	2.8
Native people	10	5.6			
Other	1	0.6	Total	177	100.0
no answer	10	5.6			
Total	177	100.0			
<u>MARITAL STATUS</u>	<u>N</u>	<u>%</u>			
Single	104	58.8			
Married (Common law)	41	23.2			
Divorced (separated)	28	15.8			
Widowed	3	1.7			
no answer	1	0.6			
Total	177	* 100.1			

* Sum total is not 100% due to rounding.

TABLE F-2

Prisoners' Background of Formal Schooling

	<u>N</u>	<u>%</u>
No schooling	0	0
Grade 4 or less	2	1.1
Grade 5-6	21	11.9
Grade 7-8	54	30.5
Grade 9-10	58	32.8
Grade 11-12	22	12.4
Grade 13 or University Attendance	13	7.3
University Degree or more	3	1.7
No answer	1	0.6
Inappropriate answer	3	1.7
<hr/>		
Total	177	100.0

TABLE F-3

Prisoners' Attitude Toward R.C.M.P

Attitude	Race		Marital Status *		Education **		Prior Employment		Prior Incarceration		Institution		Type of Offense		
	White N	Non-White N	Married N	Single N	Over 12 N	Less 12 N	Unemployed N	Employed N	No N	Yes N	Fed. N	Prov. N	Viol. N	Mixed N	Non-Viol. N
Strongly Positive	16	4	8	13	7	14	9	12	8	13	5	16	3	5	12
Positive	21	4	5	24	9	20	17	12	14	15	14	15	8	8	13
Mixed	35	6	9	33	8	34	23	19	14	28	24	18	5	14	23
Negative	31	6	7	30	8	29	25	12	7	30	22	15	1	14	22
Strongly Negative	14	5	4	15	3	14	8	11	5	14	14	5	5	5	9
Total	117	25	33	115	35	111	82	66	48	100	79	69	22	46	79
χ^2	1.42 p >.1		3.73 p >.1		2.85 p >.1		5.04 p >.1		7.05 p >.1		11.6 p <.05		10.7 p >.1		
df	4		4		4		4		4		4		8		
Cramer's V	.100		.159		.140		.185		.218		.280		.191		
Tschuprow's T	.071		.112		.099		.131		.154		.198		.161		

*Married includes common law; Single includes widowed, separated and divorced.

**Less 12 - up to and including Grade 12; Over 12 - Grade 13 and higher.

TABLE F-4

Prisoners' Attitude Toward Police

Attitude	Race		Marital Status*		Education**		Prior Employment		Prior Incarceration		Institution		Type of Offense		
	White/Non-White		Married/Single		Over 12/Less 12		Unemployed/Employed		No/Yes		Fed./Prov.		Viol./Mixed/Non-Viol.		
	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
Strongly Positive	13	3	5	13	6	12	9	9	8	10	8	10	2	5	10
Positive	18	1	4	15	5	14	10	9	10	9	5	14	4	3	12
Mixed	29	7	10	27	11	26	23	14	14	23	23	14	5	10	22
Negative	26	2	4	26	5	25	19	11	8	22	14	16	3	11	16
Strongly Negative	32	10	9	34	7	34	23	20	9	34	28	15	8	17	18
Total	118	23	32	115	34	111	84	63	49	98	78	69	22	46	78
χ^2	5.48 p >.1		2.26 p >.1		3.58 p >.1		1.62 p >.1		8.10 p <.1		10.2 p <.05		6.14 p >.1		
df	4		4		4		4		4		4		8		
Cramer's V	.197		.124		.157		.105		.235		.264		.145		
Tschuprow's T	.139		.088		.111		.074		.166		.186		.122		

*Married includes common law; Single includes widowed, separated and divorced.

**Less 12 - up to and including Grade 12; Over 12 - Grade 13 and higher.

TABLE F-5

Prisoners' Attitude Toward Lawyer

Attitude	Race		Marital Status*		Education**		Prior Employment		Prior Incarceration		Institution		Type of Offense		
	White/Non-White N	Non-White N	Married/Single N	Single N	Over 12/ Less 12 N	Less 12 N	Unemployed/ Employed N	Employed N	No/Yes N	Yes N	Fed./Prov. N	Prov. N	Viol./Mixed/Non-Viol. N	Mixed N	Non-Viol. N
Strongly Positive	38	9	10	38	12	36	23	25	20	28	23	25	6	14	28
Positive	23	2	10	15	4	21	14	11	8	17	9	16	3	5	17
Mixed	28	4	8	25	13	20	19	14	6	27	22	11	5	12	16
Negative	12	4	3	15	2	16	12	6	4	14	11	7	3	6	9
Strongly Negative	12	4	3	15	2	14	9	9	4	14	15	3	4	7	7
Total	113	23	34	108	33	107	77	65	42	100	80	62	21	44	77
χ^2	3.51 p > .1		4.84 p > .1		8.08 p > .1		2.20 p > .1		6.43 p > .1		12.5 p < .02		4.81 p > .1		
df	4		4		4		4		4		4		8		
Cramer's V	.161		.185		.240		.125		.213		.297		.130		
Tschuprow's T	.114		.131		.170		.088		.150		.210		.109		

*Married includes common law; Single includes widowed, separated and divorced.

**Less 12 - up to and including Grade 12; Over 12 - Grade 13 and higher.

TABLE F-6

Prisoners' Attitude Toward Court

Attitude	Race		Marital Status*		Education**		Prior Employment		Prior Incarceration		Institution		Type of Offense		
	White/Non-White N	White/Non-White N	Married/Single N	Married/Single N	Over 12/Less 12 N	Over 12/Less 12 N	Unemployed/Employed N	Unemployed/Employed N	No/Yes N	No/Yes N	Fed./Prov. N	Fed./Prov. N	Viol./Mixed/Non-Viol. N	Viol./Mixed/Non-Viol. N	Viol./Mixed/Non-Viol. N
Strongly Positive	11	2	4	9	2	11	9	4	5	8	3	10	0	1	4
Positive	22	4	8	20	9	19	12	16	12	16	8	20	4	4	11
Mixed	39	4	7	37	8	36	26	18	17	27	22	22	2	2	27
Negative	36	5	10	32	15	27	27	15	10	32	28	14	8	18	13
Strongly Negative	19	7	6	22	3	23	13	15	6	22	22	6	9	19	31
Total	127	22	35	120	37	116	87	68	50	105	83	72	23	44	86
χ^2	4.30 p > .1		2.25 p > .1		7.69 p > .1		5.27 p > .1		5.36 p > .1		22.1 p < .01		23.3 p < .01		
df	4		4		4		4		4		4		8		
Cramer's V	.170		.121		.224		.184		.186		.377		.276		
Tschuprow's T	.120		.085		.159		.130		.132		.267		.232		

*Married includes common law; Single includes widowed, separated and divorced.

**Less 12 - up to and including Grade 12; Over 12 - Grade 13 and higher.

TABLE F-7

Prisoners' Attitude Toward Sentence

Attitude	Race		Marital Status*		Education**		Prior Employment		Prior Incarceration		Institution		Type of Offense		
	White/Non-White		Married/Single		Over 12/Less 12		Unemployed/Employed		No/Yes		Fed./Prov.		Viol./Mixed/Non-Viol.		
	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
Strongly Positive	21	3	16	9	5	20	16	9	12	12	9	16	3	4	18
Positive	22	4	9	18	8	19	14	13	11	16	12	15	4	7	16
Mixed	36	4	10	33	10	33	17	26	18	25	22	21	10	11	22
Negative	23	7	7	23	9	21	20	10	7	23	20	10	6	8	16
Strongly Negative	29	8	6	34	6	32	24	16	7	33	29	11	5	17	17
Total	131	26	38	127	38	125	91	74	55	109	92	73	28	47	89
χ^2	3.24 p >.1		3.09 p >.1		2.71 p >.1		7.14 p >.1		10.9 p <.05		11.7 p <.02		9.14 p >.1		
df	4		4		4		4		4		4		8		
Cramer's V	.144		.137		.129		.208		.258		.266		.167		
Tschuprow's T	.102		.097		.091		.147		.182		.188		.140		

*Married includes common law; Single includes widowed, separated and divorced.

**Less 12 - up to and including Grade 12; Over 12 - Grade 13 and higher.

APPENDIX G

The Parliamentary Sub-Committee's Recommendations on the
Penitentiary System and the Response of the Solicitor General.

Photocopied from Solicitor General Canada (1977b) Response of The Solicitor
General to The Parliamentary Sub-Committee Report on The Penitentiary
System in Canada. Ottawa: Information Canada.

A. PREFACE

1. " A crisis exists in the Canadian Penitentiary system. It can be met only by the immediate implementation of large-scale reforms. It is imperative that the Solicitor General act immediately on this Report as a matter of the utmost urgency."

The Solicitor General strongly supports the call for reform of the system, and evidence of his commitment is contained in this document itself, and in his pledge to implement those recommendations which further the goal of reform which he shares with the Committee. Approximately four out of five recommendations are accepted in principle, as this detailed response demonstrates. While there are serious problems which must be resolved, doubt is expressed about use of the term 'crisis' to describe a situation which has been of ongoing concern for some time. It should also be noted that the Sub-committee was established as a result of disturbances in 3 institutions in a system containing 54.

B. THE PURPOSES OF IMPRISONMENT

2. "The criminal justice system should be carefully re-examined with a view to enlarging the alternatives to incarceration."

The Sub-committee's call for expansion of the alternatives to incarceration is one of the areas in which action, already well underway, will be continued on a priority basis. Pilot projects in the area of diversion and restitution have been funded in all regions of the country by the Ministry of the Solicitor General. Legislative proposals based on recommendations of the Law Reform Commission in the area of sentencing options were presented by the Solicitor General and the Minister of Justice to their counterparts at the Federal/Provincial Minister's Conference at the end of June. Furthermore, the approach contained in the proposals for a Young Offenders Act constitutes direct application of this principle in the field of youth justice. The proposals on Young Offenders would give the sentencing judge a whole range of options: imposition of a community work order, payment of a fine, compensation to the victim, restitution, probation conditions, with detention orders the ultimate sanction.

3. "The federal government should commence discussions with the provinces with a view to establishing standardized correctional operations across the country."

Discussions with the provinces on the subject of standards and division of jurisdiction have been held at several meetings of federal-provincial Ministers and Deputy Ministers of Corrections. A working group was established on the decision of the Ministers' Conference in May 1975 to examine the issue of jurisdictional divisions in more detail. These discussions were continued at the Federal/Provincial meeting of Ministers responsible for Corrections held in late June of this year. The recommendations of the Parliamentary Sub-committee have also been brought to the attention of provincial Ministers. The conference has directed the Continuing Committee of Deputy Ministers to examine the question of standards and jurisdictional split on a priority basis. The Continuing Committee of Deputy Ministers is to report progress at the next Conference of Ministers.

C. THE CORRECTIONAL STAFF

4. "The basic qualification for a correctional officer should be a grade 12 education (or its tested equivalent) and a minimum of three years' experience in a field involving extensive person-to-person relationships (teaching, corrections, counselling, supervision, sales). Additional education should be substitutable for experience or additional experience for education. The selection procedure should carefully consider the psychological attributes of prospective recruits to ensure their aptitude, maturity, stability and self-discipline for penitentiary work. They should also be required to pass security clearance."

The Minister strongly supports the principle underlying this recommendation, forming as it does part of the Subcommittee's theme that the Penitentiary Service be a professional career service. Within the Penitentiary Service, a major study is underway already on the role of the correctional officer, and another is addressing the question of selection procedures and qualification requirements, including the use of psychological testing as a selection tool. Therefore, while the very specific qualifications for selection may be subject to refinement and adjustment, the principle is one which can readily be accepted. It is agreed that all employees should be required to pass security clearance.

5. "Retirement at 55 years of age must be mandatory for all employees other than professional staff, with full pension after 25 years of service. Early voluntary retirement at age 50 after 20 years of service should be optional."

The Penitentiary Service will examine with Treasury Board the question of providing special consideration in terms of pension status to penitentiary employees. CPS has developed a proposal which could add flexibility to the Subcommittee recommendation by addressing not only the question of early retirement, but also the problem of "burn out" at an earlier career stage, the class of employees who would qualify for the plan, and the possible loss of valuable and experienced employees through mandatory retirement at age 55. As only 4% of employees now stay in the Service until retirement age, it is important to establish a plan which takes into account the "burn out" problems which occur among young employees. Changes in legislation would be required to implement this recommendation.

6. "All custodial personnel must have an initial training course of three months' duration which combines instruction and field work, and they must not begin regular work in an institution before completing it. The best instructors available in the system should be utilized."

The principle is supported, although the specific details of the training program may be subject to refinement. CPS will work toward eliminating the operational constraints which have at present led to difficulties in implementing the policy of universal induction training. CPS is developing a system in which initial training programs can be closely matched to the requirements of particular positions. It should be noted that the accelerated construction program will require many more people to be trained in a short time, and CPS is now looking at the possibility of establishing special courses, in conjunction with local educational institutions.

7. "Custodial personnel must have full opportunity for continuing professional educational development and should be required to spend a minimum of one week a year in refresher courses or upgrading."

The Minister agrees with this proposal, which has now been issued as a CPS policy directive.

8. "A sufficient number of training positions must be established to allow for the full and adequate training and continuing professional education of custodial personnel without depriving institutions of necessary staff. This number should be established annually."

The Minister supports the principle of this recommendation as well, and would establish as a goal that the proposal be expanded to include all personnel, not just custodial personnel in respect of which some allocation has already been made. Work on determining the number of such additional positions will begin immediately, but it should be recognized that current restrictions on growth in the size of the public service are an important factor to be taken into account.

9. "Staff appointments above the initial level should either be made by promotion within the system, or appointees (other than professional persons or those who already have equivalent experience) should be required to spend a period of six months gaining experience in security before assuming their positions. It is vital that the service hold out the probability of promotion for the deserving officer."

The Minister fully supports the professional career concept which is at the heart of this recommendation. Within CPS, steps have already been taken to establish a strong program of human resources career planning, centering on the development of a clearly set out career ladder, made accessible by a full program of training opportunities and promotional opportunities from within. The recent appointment to a newly-created position of Director General of Human Resources in CPS demonstrates the importance attached to this area.

The idea of exposing new personnel to security experience is excellent, with the qualification that a mandatory six month period may not be necessary or appropriate. It is agreed that all staff in contact with inmates, except professional staff such as doctors, dentists and psychiatrists, but including Regional staff having an impact on inmate programming, should be required to have security experience.

10. " The period of probation for new employees must be one year after the completion of the initial training course."

Agreed. This will be implemented. The word "course" should be taken to include both courses at staff college and on-the-job training. A change will be sought to the regulations under the Public Service Employment Act in order to implement this recommendation.

11. " Staff must be paid in keeping with their training and status and we find the R.C.M. Police to be the appropriate model."

The principle that pay should reflect training and status is accepted, with the additional comment that pay should also reflect responsibilities and job performance. The particular point that the R.C.M.P. model be adopted requires more detailed study in the context of the examination of recommendation 26, as well as other proposals dealing with the organization, management and staffing of the Penitentiary Service. The new contract for correctional officers has just been approved by the AIB, and provides that newly appointed correctional officers are paid \$11,050. After four years of service, a correctional officer (CX 1) can earn up to \$15,050 under the terms of this contract. Living unit officers earn, upon entry into the Service, \$14,250, and up to \$16,650 after three years service under the terms of this contract.

12. " In order to increase staff experience and to enhance the quality of Canadian penology, there must be regular programs of exchange of manpower for periods up to a year or two with penitentiary systems in other countries. "

The Minister is in total agreement with the Sub-committee's point that exposure to ideas and practices in effect in various other jurisdictions is of value. The principal approach to this goal is continuation and expansion of the current program of contacts through short-term visits and participation in international correctional organizations and conferences.

13. " As far as possible, all staff members should have dual responsibility for security and program. "

The Minister supports this recommendation, and notes the Committee's endorsement of the Team and Living Unit concepts which have been adopted as CPS policy. See also the response to recommendation 46.

14. " All staff members and all inmates in penitentiaries must wear name identification."

Accepted for all maximum and medium security institutions. Target for implementation of this recommendation is two months.

15. " A "no deals" rule should establish that no agreements of any kind will be negotiated in hostage-takings while hostages are being held."

The twin objective of government policy is to effect the safe release of hostages and to enforce the law firmly and strictly. Hostage takers will be subject to immediate transfer to special handling units, where further appropriate action will be determined. Charges will also be laid in all cases of hostage taking. In summary, it is firm government policy that no hostage taker derive any ultimate benefit from his illegal act, and that institutional directors be in full command of the resolution of such incidents.

16. " Each maximum and medium security penitentiary must have a tactical unit of staff trained to deal with hostage-taking and other crises. When necessary, a director should also call on the assistance of police tactical forces. The decision as to the role of Inmate Committees, if any, should also be left to the director."

Again, the underlying principle that institutional directors be in command is supported. A three-pronged approach to this question is already underway in CPS, with the establishment of institutional emergency response teams, to be trained and complemented by regionally-based teams. The use of outside resources--police--is also to be decided by the director when required.

This policy of establishing regionally-based emergency response teams provides maximum flexibility and a variety of options to institutional management responding to hostage and other crisis situations. Regional emergency response teams will assume a multi-faceted role ranging from police liaison and technical squad operations to the development of contingency plan models for institutions, and the training and conditioning of staff to crisis management. In effect, their duties embrace both preventive and response functions, covering both normal and emergency operations. In addition to their primary role as members of an emergency response team, they will be coordinating body in the regional security organization in the following fields:

- a) contingency planning and training;
- b) security surveys and evaluation;
- c) security investigations;
- d) security manpower deployment; and
- e) security operations and resources.

Twenty-five man years, distributed on the basis of five per region, have already been allocated in order to put these emergency response teams in place. Position descriptions for each function have been developed following consultation with senior security personnel from the field and each region is now in position to formally establish a regional emergency response capability.

During the past several months, a crisis management model has been developed, again following extensive field consultation both at the operations and training level, as well as with members of the police community and the Department of National Defence. The model was developed in order to provide line managers a standard and appropriate system of dealing with crises within institutions. All institutional and regional directors were introduced to the concept at the Directors' Conference held in Ottawa in January. As a follow-up to this, a national training seminar was held at the Correctional Staff College in Kingston, and was attended by selected representatives from all five regions.

All regions are now engaged in the preparation and presentation of training sessions at the local level to ensure that appropriate contingency plans and procedures are developed and implemented in keeping with the crisis management model.

Also, senior members of CPS have, during the past year, attended a number of national and international conferences and seminars dealing with the subjects of violence and terrorism and our efforts in the field of the prevention and control of such incidents remain, as one would expect, a high priority with senior management.

In addition, research programs are being conducted through the joint efforts of CPS management and the Ministry of the Solicitor General Secretariat in an effort to determine more accurately the causes of hostage-taking incidents and by so doing, to enable CPS to develop and implement preventive and remedial measures.

17. "Women should be employed on the same basis as men in the penitentiary service. Selection must be according to the same criteria used for men to ensure that recruits have the aptitude, maturity, stability and self-discipline required for penitentiary work."

The principle of the recommendation is supported. **CPS** will be guided by the provisions of the Human Rights Act (Bill C-25) in this regard, and work has already begun with the Public Service Commission on this issue.

A three-member committee chaired by the PSC Anti-Discrimination Branch is currently in the process of reviewing the whole question of the employment of women within the Correctional Officer category of the penitentiary service, and this committee is examining the American system as part of its work. Also, women are already employed on the same basis as men in several occupational categories.

18. "When the new system of qualifications, pay, promotion and pensions is being instituted, all present penitentiary staff should be re-examined with a view to determine their continuing suitability for penitentiary service. Those who are not deemed suitable should be transferred to other government departments, retired from the Service with appropriate pensions, or dismissed."

This question is dependent upon several other recommendations dealing with the structure of the penitentiary service. Its acceptance is therefore contingent upon the findings of the senior working group which is announced in response to recommendation 26.

D. ORGANIZATION AND MANAGEMENT OF THE PENITENTIARY SERVICE

Principles 7-10, as statements of purpose, are certainly accepted by the Minister. The difficulty, however, arises in finding the most appropriate ways of applying these principles in a complex organization which is currently undergoing merger, decentralization and development simultaneously. To some extent, recommendations 24 and 26 can be interpreted as determining the content of the other recommendations in this section, but in this response an attempt has been made to deal with many of the detailed recommendations within the framework of the present system--pending decisions on the major re-organizational proposals contained in recommendations 24 and 26.

19. "A rigorous post analysis must be carried out in all maximum and medium security institutions to eliminate overmanning of posts."

Agreed. An analysis of post requirements is also automatic when preparing for the introduction of the Team and Living Unit concepts, which reflects existing CPS policy. Further Regional Emergency Response Teams will have as part of their duties the carrying out of regular security surveys which will include post analysis. The Minister points out that increases in security personnel resulted from concern about escapes during 1972 and 1973, and that action taken as a result reduced escapes from institutions by approximately 75%. The Minister also wishes to draw attention to the Sub-committee's own analysis of staff-inmate ratios, and to their support for small, specialized institutions, programs and work--all of which require a higher staff-inmate ratio than do the large 1000-inmate institutions common in the United States. It should also be kept in mind that the ratio of security personnel to inmates is about 1:2.4. The balance of CPS staff consists of program, professional and institutional support personnel required to run a complex, program-oriented system such as that encouraged by the Report itself. (By the Report's own analysis, if all Regional and Headquarters staff were to be eliminated, the staff-inmate ratio would only change from 1:1.1 to 1:1.3.)

20. "The penitentiary system must be clearly defined by a vertical management system with short lines of authority and communication between the top and bottom, and no intervening line authority between the directors of institutions and the Commissioner of Penitentiaries. The responsibility and the authority of each position must be clearly defined in writing by a carefully conducted internal role analysis."

* The Minister supports the Sub-committee's theme that clear definition of lines of authority is essential, and that institutional directors must have the authority

which is necessary for them to carry out their responsibilities. To this end, the Sub-committee's recommendation to clarify and define line authority and functional responsibilities is accepted, and a detailed internal role analysis will be performed.

That having been said, consultation with institutional directors on the Report revealed unanimous opposition to the suggestion that they report directly to the Commissioner. This would be impractical in a system with more than 50 institutions.

21. "Directors of institutions must have responsibility and authority for:

- (a) the selection, hiring and dismissal of staff for the institution up to management level;
- (b) provision of personnel services;
- (c) creation delegation and transfer of term positions, within budgetary limitations;
- (d) manpower and career planning;
- (e) in-service staff training; and
- (f) program planning.

In short, directors must have the power and authority to manage their institutions. They must report directly to the Commissioner and not to regional offices. "

As is stated in response to recommendation 20, the principle that institutional directors must have adequate power and authority to manage their institutions is agreed. On the question of their direct reporting relationship to the Commissioner, however, institutional directors saw this as unrealistic.

The general content of the recommendation's outline of directors' responsibilities and authorities is consistent with the present situation. For example, institutional directors presently have been delegated the authority to select and hire most of their staff, and they make the recommendations upon which the Commissioner's decision to dismiss is based. In the last year, for example, the Commissioner--acting as Deputy Head for such purposes, as is required in other government departments--upheld disciplinary action initiated by line managers which resulted in 18 employees leaving the Service. Personnel services are presently available in some institutions, and it is intended to increase the number of institutions which have their own personnel services, in accordance with resource availability. With respect to term positions, institutional directors presently perform the function described in the Sub-committee recommendation. Manpower and career planning, as well as in-service staff training, is currently carried out by institutional

directors on a shared basis with regional directors, and CPS believes that effective planning and training requires the participation of both levels of management. Institutional directors also have a great measure of control over their institutional planning at present.

That having been said, the division of responsibilities will be re-examined in light of the Report's comments. This will be done in the context of the internal role analysis referred to in recommendation 20.

22. " Regional offices must not have line management responsibility but should play a consultative, audit service and support role. They must not interfere with the running of institutions. Divisional instructions must be abolished. Commissioner's Directives 102 and 106, to the extent that they subordinate institutional to regional directors, must be rescinded.

Regional offices should have responsibility and authority for:

- (a) the planning, development and construction of new institutions in the region;
- (b) the training of manpower for the region (shared with institutions);
- (c) regional consultation and discussion;
- (d) purchasing and stores (shared with institutions);
- (e) personnel services, accounting and budgeting (shared with institutions); and
- (f) the auditing of institutions in the region. "

The only official at regional level having line authority is the Regional Director himself; all the other regional personnel are functional staff with no line authority. In a system with more than fifty institutions, in all parts of the country, the presence of regional directors having such authority is essential to the operation and control of CPS. As is stated in response to recommendations 20 and 21, a direct reporting relationship between institutional directors and the Commissioner in Ottawa is simply unworkable in such a system.

Having said that, it is agreed that the functional staff at regional level should not "interfere in the running of institutions", and should have a consultative, audit, service and support role.

On the question of divisional instructions, the Minister believes that these instructions, issued under the authority of the Commissioner to the institutional directors, are the only way in which procedures can be defined to control the implementation of policy in practice. Divisional instructions are directly related to, and based upon, the general policies outlined in Commissioner's Directives, and give detailed instructions as to how those policies are to be implemented in the field.

The recommendation to rescind Commissioner's Directives 102 and 106 to the extent that they "subordinate institutional to regional directors" flows from the recommendation that no regional personnel have any line authority, and cannot be accepted for the reasons outlined in the first paragraph.

With these provisos, the definition of authority and responsibility outlined by the Sub-committee is generally accepted. As was stated earlier, the internal role analysis to be undertaken will address the question of how the definition of role and authority can be improved, and the Sub-committee's views on the matter will be given very close attention.

- 23. "Security should be controlled by the head office of the Canadian Penitentiary Service."

The Deputy Commissioner (Security) is in charge of the development of security policies from the national level, and issues Divisional Instructions on the implementation of those policies.

On the operational level, the responsibility for maintaining security is that of the institutional directors.

- 24. "The Commissioner should remain the chief administrative officer of the penitentiary system but he should be appointed by and responsible to a Board of five members (appointed for 5 year terms on a staggered basis by the Solicitor General) which would have sole responsibility for the making of policy. The Board must not have an attached bureaucracy additional to the Penitentiary Service. It should report to the Solicitor General and should be required to make an annual report to Parliament through the Solicitor General."

This is one of the most fundamental changes recommended by the Committee, and its implications are so far-reaching and difficult to assess on the basis of a quick examination that the Minister must request more time for a thorough examination of the proposal.

Having said that, the Minister would like to raise some questions which occurred to him during a first examination of the recommendation. If the main purpose is to allow for more input from line staff in policy-making--which is suggested in the body of the Report--then the Minister's agreement is shown by the fact that steps have already been taken within CPS to involve staff in policy planning. But the means suggested by the Sub-committee do raise questions which must be answered. A policy-making board, with no or little support, analysis and research capability of its own, would appear to be severely hampered by such a lack. Secondly, throughout

the federal government, the recent trend has been in the direction of making Crown boards and agencies more subject to Ministerial responsibility, and therefore Parliamentary control. This recommendation would seem to be moving in the opposite direction. Thirdly, it is not immediately apparent that the recommendation would assist in the resolution of one of the problems the Sub-committee saw as central--that of lack of adequate definition of authority, and consequent confusion as to who is in control of the system. This recommendation, in fact, could exacerbate that problem rather than resolve it. For all these reasons, more time is required to examine the proposal thoroughly, in an attempt to clarify the implications.

25. " The Penitentiary System should be open and accountable to the public."

The Minister strongly supports this principle, and points to the numerous examples of increased openness within the system in the past several years. The policy on Citizens' Advisory Committees (see the response to recommendation 49) and on the participation of outside groups in institutional programs (see the response to recommendation 48) form an important part of this effort. Continuation of this trend is accepted policy within CPS, subject to the considerations of confidentiality which the Sub-committee itself identified.

26. " The Penitentiary Service under the board must be an independent agency of the government not subject to the Public Service Employment Act or the Public Service Staff Relations Act. It should resemble the R.C.M. Police in its discipline and professionalism. Employees should be subject to discharge for misconduct or incompetence. "

This is another of the Sub-committee's most far-reaching recommendations, and very careful examination of its implications is required. In order to do this, a working group consisting of senior officials from CPS, the Ministry of the Solicitor General, the Privy Council Office, Treasury Board, and the Public Service Commission is being established upon the recommendation of the Solicitor General. This group is to examine several potential models in an effort to determine the most appropriate means of achieving the agreed-upon goal--that of establishing the structure best equipped to deal effectively with the difficult problems of corrections.

27. " Employees of the Penitentiary Service who perform supervisory or confidential functions should not be entitled to belong to unions. Matters clearly under the prerogative of management such as security, programming and inmate welfare must not become the subject of collective bargaining. Compulsory arbitration must be the only means of dispute settlement. "

The Public Service Staff Relations Act is presently under review, and that review will study the question of management exclusion. CPS agrees with the Sub-committee that more of its managers should be excluded from union membership.

It is also agreed that security, programming and inmate welfare should not be part of collective bargaining, although staff should be consulted on such matters.

The recommendation concerning compulsory arbitration will be examined by the working group on the future relationship between CPS and the Public Service, announced in response to recommendation 26.

28. "An Inspector-General of Penitentiaries should be established, reporting directly to the Commissioner. This person should be charged with inspecting institutions and investigating irregularities, but he should refer criminal investigation to the appropriate police force."

Accepted. The position of Inspector-General of Penitentiaries will be created, and the mandate of the present office of management review will be redefined to implement the Sub-committee's recommendation. In this process, the role of the Inspector General must be carefully differentiated from the present role of the Correctional Investigator.

The principal tasks of the Inspector-General will be to ensure that national policy is being carried out and to investigate irregularities.

E. JUSTICE WITHIN THE WALLS

29. " Commissioner's directives must be consolidated into a consistent code of regulations having the force of law for both inmates and staff. They should be understandable and should be made available to both staff and inmates on entry into the penitentiary system."

With respect to the recommendation regarding Commissioner's Directives, work is underway to update, clarify and consolidate these Directives, and to eliminate outdated ones. Once this process is completed, the consolidated Directives will replace the present Directives now available in institutional libraries, and a handbook for the guidance of inmates will be produced and made available to inmates at the time of their entry into the penitentiary system. Locally-produced inmate handbooks are currently available at Reception Centres in Ontario and Quebec, and in Prairie Region institutions.

With respect to the recommendation that the Directives be transformed into regulations having the force of law, the potential complications and costs are enormous, and cannot be borne at this time. The need to operate the system in a manner consistent with the principles of natural justice is recognized and accepted, however, as is shown by the fact that due process is presently built into Commissioner's Directives dealing with discipline. See also responses to recommendations 30 and 36, in which provisions for disciplinary and grievance procedures are discussed.

30. " Independent chairpersons are required immediately in all institutions to preside over disciplinary hearings. Cases should be proceeded with within 48 hours unless there is reasonable cause for delay. "

An amendment was introduced at Report Stage of Bill C-51 enabling the Governor in Council to make regulations to implement this recommendation.

As an initial step, the Minister has set November 15 as the target for having Independent Chairpersons in place in maximum security institutions, subject to the necessary legal formalities being complied with. These Independent Chairpersons would preside over institutional Disciplinary Boards hearing cases involving serious or flagrant offences. The Independent Chairperson alone would determine guilt or innocence on the charge.

It is intended that Independent Chairpersons be appointed by the Solicitor General from the ranks of supernumerary and retired judges, and from members of the bar.

The recommendation to proceed with cases within 48 hours is not attainable, and it is proposed to require that cases be proceeded with within seven days unless there is reasonable cause for delay.

31. "With respect to administrative segregation, there must be a Segregation Review Board and due notice in writing of the Board's decisions. The functioning of this system must be reviewed after two years to determine if it adequately protects the rights of inmates."

Agreed. This reflects current policy. Segregation Review Boards, chaired by Institutional Directors, are currently being established in all institutions.

32. "Gas should not as a normal practice be employed against a single inmate. Where force is required to remove a resisting inmate from his cell, he should be physically overpowered by a team of guards."

As the Report states, the present directives on this subject reflect the principles contained in the recommendation. If there have been abuses or errors in the application of the policy, it is agreed that steps be taken to prevent their recurrence. As the Sub-committee itself notes, there is a requirement for a certain degree of flexibility in order to allow for appropriate judgments to be made in specific situations.

33. "The transfer of inmates from an institution (either at their request or involuntarily) should normally be arranged by the Director of that institution with the Director of the receiving institution. Transfers should be effected by train or by Government bus or by Government aircraft, not by commercial aircraft."

Institutional Directors, consulted on the Report, opposed this recommendation, and consider transfers as a proper function for regional authorities. On the question of complaints, it is suggested that Regional Transfer Boards give reasons for transfer decisions and that if an inmate believes the facts on which these reasons are based to be unfounded, then he may lodge a complaint asking the Regional Transfer Board to re-examine its decision.

On the question of transportation modes, there is considerable doubt concerning the security, economy, and practicability of the Sub-committee recommendation. Long-distance transfers by train, for example, pose great difficulties from the point of view of security and expense. The Minister is, however, pursuing discussions with the Minister of National Defence in order to ascertain whether an agreement can be reached for the regular use of military, as opposed to commercial, aircraft.

34. "Institutional libraries must provide adequate material for legal research, especially in the field of criminal law."

It should be pointed out at the outset that legal aid would seem to provide a more appropriate solution to the problems referred to in the Sub-committee's recommendation, and that legal aid systems are administered by each of the provinces. That having been said, it is agreed that efforts will be made, especially in areas where legal aid resources are not sufficient, to make basic criminal law material available for inmate use, either in institutional libraries or through loan arrangements.

35. "Uncertainty by inmates as to the length of their sentences is a factor causing unrest in penitentiaries. Since such uncertainty results from ambiguities as to the precise meaning of judicial sentences, the Minister of Justice should refer this problem to a study group with a view to amending the Criminal Code to remove this problem."

In response to the unanimous view of the Sub-committee, suggestions for appropriate amendments will be submitted to the Department of Justice for inclusion in legislation to be introduced at the next possible opportunity.

One of the possible sources of ambiguity will be removed by introducing an amendment to the Parole Act, which will provide that multiple sentences constitute a single sentence for the purposes of the Criminal Code. Other measures that will lead to simplification of the computation of a sentence will be explored. Cooperation of the judiciary will be sought so that the method of expressing sentences does not lead to misunderstanding by the penitentiary authorities.

36. "The grievances of individual inmates in each institution must be dealt with by a committee composed of equal numbers (two and two) of staff and inmates. This committee should be chaired by a member of the administrative staff who should vote only in the case of a tie. Where their decision is not in his favour the inmate should be entitled to appeal to an outside mediator who would advise the director. The decision of the director shall be final, except in instances where the grievance involves general policy over which the director does not have jurisdiction, in which case the matter should be referred to the Commissioner of Penitentiaries."

The Minister is impressed with the recommendation, and is prepared to move in this direction. C.P.S. officials have already consulted with experts on the system as it operated in New York State, and have visited institutions there, including Attica. Federal-provincial discussions on this issue, in the context of the question of inmate rights generally, have been held and will continue.

The Minister has decided to introduce a pilot project on this model at the Saskatchewan Penitentiary, taking into account the need to prepare staff and inmates for the introduction of this new concept.

37. " The position of Correctional Investigator should be continued for the present, subject to review of the role in two years. The Investigator should report directly to Parliament rather than to the Solicitor General."

Agreed in principle, with the comment that legislation is required to make the Correctional Investigator responsible to Parliament directly. In that the Sub-committee recommends a review of the whole concept in two years, it seems preferable to defer such legislation pending the result of that review.

38. " The Inmates in each institution should be represented by an Inmate Committee elected at least in part on a range-by-range basis. Where they are present in sufficient numbers, minority groups such as native peoples, métis and blacks should have representation on the Committee. Inmates in protective custody in institutions where not all inmates are in protective custody should be represented by separate Committees. The position of chairman should be a full-time one and the institution should provide some facilities to the Committee."

This recommendation is accepted in principle. Sufficient flexibility must be retained for the exercise of directors' discretion in order to take into account special circumstances in individual institutions.

F. WORK, EDUCATION AND TRAINING

39. "The Penitentiaries Act should be amended to allow the products of inmate labour to compete on the open market, and the change should be implemented after full consultation with industry and with labour."

AND

40. "A national prison industries corporation should be established, and the full cooperation of business and labour enlisted in providing guidance in organization and implementation towards the fullest possible work opportunities in penitentiaries."

The Minister strongly supports the Sub-committee's emphasis on the importance of work, and of increasing productive opportunities. Legislative authority for sales of goods and services on the open market is not required, and in fact CPS has already begun moving in this direction under authority of a regulation which went into effect in January of this year.

As the Sub-committee points out, support from industry and labour is crucial to the success of this concept, and the consultation recommended by the Report has already begun by formation of the Advisory Committee on Industries, which held its inaugural meeting in Ottawa last October 21 and 22. This Committee is made up of representatives from the Canadian Labour Congress, the Canadian Manufacturer's Association, the judiciary, and the federal government. As part of its terms of reference, the Advisory Committee is to:

forecast the trends in industry regarding the product line and skills for the purpose of keeping the inmate training program in step with future employment prospects,

assist in exploring the possibility of expanding the scope of the market beyond the present constraints, and

consider and advise on the viability, significant implications, advantages and disadvantages of establishing inmate training programs through which commercial entrepreneurs may organize and operate inmate-manned manufacturing and service plants on penitentiary property.

In addition, a working group was established to determine the best method of implementing the Commissioner's priority of setting up and expanding penitentiary industries. An important aspect of this group's mandate is to work with the Department of Supply and Services, other

government departments, Market research organizations, and other sources on determining the type of markets that may be available for present, expanded and new industrial activities.

This examination will cover various possible approaches, such as incentives to industry which could locate within institutions, agreements such as that with Scott Paper allowing inmates to work outside institutions during the day, and the American and Danish models referred to by the Sub-committee.

On the question of possible conflict with domestic industry, one suggestion is to concentrate as much as possible on the production of goods in demand, but currently imported rather than produced by Canadian firms.

41. "There must be a graduated system of incentives based on labour productivity. Incentives should include bonuses for piecework and improvements, and earned remission. Inmates working either inside or outside penitentiaries should be required to pay room and board at reasonable rates and to contribute to the support of their families to the extent that these demands are compatible with their retaining a financial incentive to work."

This is accepted in principle. In this connection, it is important to note that incentives other than financial rewards can, and do, play an important role in motivating inmate behaviour. Participation in programs, temporary absences, and so on are examples of such incentives. The principle that statutory remission be replaced by an equivalent measure of earned remission is contained in Bill C-51.

Throughout the system, the use of pay grades for inmate work is a reflection of the acceptance of the Sub-committee's point. These grades will be increased on August 1st, and pay will vary between \$.90 and \$1.95 per day, depending on the grade achieved by the individual inmate.

There are also special programs currently underway within the system which go further than this. Establishment of a bonus pay system, based on productivity and administered by groups of inmates, is currently in effect on a pilot basis in Warkworth, Mission, Laval, Leclerc and the Regional Reception Centre (Ontario). This program involves some 200 inmates, and early reports indicate that it has been a marked success. Late last year, a project whereby inmates may earn up to the minimum wage, and contribute toward their room and board costs, was introduced in

Joyceville. This project will be evaluated over the course of the next two years by York University. At Mountain Institution, a native co-op produces handcrafts for sale on the open market. Fourthly, provision is made for the hiring of inmates by outside firms at Grierson Centre in Edmonton, and on a project run by the Scott Paper Company in Nova Scotia.

All of these approaches are promising, but it must be understood that it will take time to introduce them throughout the system, and after careful evaluation of the operation of the pilot projects. Such evaluation may result in such wider application, in modification of the approaches used, or in recommendations for other approaches. The principle, that of rewarding productivity on the part of inmates, is certainly one which seems fruitful, however, as is shown by the number and variety of projects described above.

42. "The training given in workshops should be monitored by official representatives of outside trade groups, and the penitentiary system should direct itself towards the production of things in demand. Arrangements should be made with the provinces for apprenticeship programs and licencing or certification."

Agreed. The current occupational development program includes academic courses from the primary grades to university graduation, and vocational/technical training in a variety of trades, e.g., machinists, sheet metal workers, welders, electricians, motor vehicle mechanics, body repairers, draftsmen, printers, brick-layers, dry-wall installers, television repairmen, etc.

Almost all the courses offered are recognized for purposes of academic credit or trade certification by the appropriate authorities in all provinces in which there are institutions. In the academic program, recognition is by school boards, provincial departments of education, community colleges or universities, depending on the course. In the vocational/technical training program, the certifying authority can be the provincial Department of Labour, the Department of Education, the Ministry of Colleges and Universities (Apprenticeship Branch), or the trade union involved, depending on jurisdiction and program.

A few trades, e.g., horticultural workers, industrial carpenters, millwrights, are not designated as certifiable trades, so that in such cases the question of certification does not arise.

43. "Academic education and trades training must be provided. Every inmate who so wishes should be allowed to follow correspondence courses."

Agreed. Current inmate enrolment in the CPS occupational development program consists of approximately 2100 inmates enrolled full-time in the academic program and a further 1100 inmates enrolled full-time in the vocational/technical program. Some 700 of the above follow correspondence courses of one kind or another on a full-time basis, with tutorial assistance being provided by the occupational development staff. Thus, approximately one third of the current inmate population is engaged in the existing occupational development program. Further expansion of the program seems possible, and will be examined, although it should be recognized that a significant number of inmates have learning disabilities which will require identification and diagnostic evaluation before special programming could be undertaken.

G. SOCIALIZATION

44. " Institutional budgets should be such as to allow personnel more independence in the development and the establishment of training programs. "

The Minister supports the recommendation, commenting that it forms a part of the already on-going policy of decentralization within CPS. As the Sub-committee noted, a study of program planning has already been completed by CPS. Since then, however, a series of recommendations made by the Management Consulting Service concerning the reorganization at all levels of the Inmates' Program Branch is well along the road to implementation. An Implementation Assistance Group has started to study the institutional program structure itself, and the need for institutional autonomy with respect to the devising of particular program modalities is well recognized.

45. " The social therapy technique developed by the Oak Ridge Division of the Ontario Mental Hospital at Penetanguishene is the most promising known for assisting offenders in self-reformation. This technique should be introduced into both maximum and medium security institutions immediately to the extent that it is possible to separate entirely the inmates in social therapy from the rest of the prison population. New institutions should be built with the need for small completely contained units in mind. "

The Minister has requested that a special report be prepared by CPS within three months describing how, where and when the Oak Ridge approach could be implemented within the penitentiary system. This report will also study other approaches, such as that employed for sex offenders at Fort Steilacoom (see response to recommendation 59).

Since it would not be possible to duplicate the Oak Ridge model in all institutions, one possibility is to introduce the social therapy technique for a small, carefully selected group of inmates at one of the Regional Psychiatric Centres.

46. " There must be ongoing relationships between the same staff members and the same inmates. In particular, the Team Concept and especially the Living-Unit Concept must become the ordinary theories of staff management at every institution. "

As the Report notes, this is the established goal of the Penitentiary Service.

"Living Unit" is the name of the process designed to foster the acquisition of social skills by inmates.

The process seeks to change inmates' behaviour patterns by encouraging them to engage in the problem-solving process which can assist them in learning new social roles. This problem-solving orientation provides opportunities for achievement, an important element in the learning process. Within a Living Unit, staff join with inmates to resolve the day-to-day problems which occur when people live in close proximity to each other, and to collaborate in the pursuit of common goals. In other words, members of the Living Unit--staff and inmate alike--manage the affairs of the Unit to the greatest degree possible. This concept is an integral part of the new penitentiary construction program, the design for which accommodates the "living unit" approach.

The "Team Concept", as the title implies, is a system of management premised on the team principle of custodial staff organization and deployment. Within this system, the custodial staffs of institutions are organized into two groups, one responsible for security functions where there is little or no contact with inmates and the other in areas where there is close or continuous contact with inmates. Each group is subsequently sub-divided into teams with permanently assigned leaders responsible for all aspects of supervision of their units, including duty postings, training, performance appraisal and the assignment of rest days and annual leave. Typically, a team consists of a senior security supervisor and several junior supervisors who are given sufficient staff to provide the security services necessary for a pre-determined area of an institution, with authority to operate within fairly broad but well established guidelines. Essentially, the Team Concept is decentralization and delegation of authority and responsibility to organized units of Security staff at the operational level of an institution.

With one exception, all medium security institutions are now operated under the Living Unit concept. The Team Concept is currently in operation in Dorchester, British Columbia Penitentiary and Millhaven, and will be extended to the other maximum security institutions.

47. " Social interaction must be maximized in prison life. This means frequent interaction between staff and inmates, between inmates themselves as in common dining, and between inmates and visitors, as in contact visiting. Inmates should spend as much time as possible outside their cells and in general have conditions of socialization as much like those of the outside community as possible. "

It is agreed that the social interaction among inmates and staff should be maximized. This concept will be facilitated by the architectural design of future institutions. Improved visiting and dining facilities,

for example, are incorporated in the design for new maximum security institutions.

It should be recognized that these changes cannot be introduced in every institution immediately and that a certain degree of flexibility must be retained in order to deal with particular inmates and security problems.

With reference to contact visiting, this privilege now exists in all medium security institutions. The necessary facilities for contact visiting are included in the design for new maximum security institutions.

48. " Outside groups which do not disrupt the orderly operation of the institution should be allowed increased access.

The Minister agrees in principle with the recommendation, adding that groups allowed into the institution must be sincere and constructive participants in the programs of the institution. Also, groups should be allowed in only under the authority of the Institutional Director. The Institutional Director's authority to run his institution must be respected, as the Sub-committee emphasizes throughout.

CPS is quite open in its willingness to accept the help of interested groups, as is shown by the fact that many such groups and associations are already actively involved within the institutions.

49. " Citizen Advisory Committees must be established in all federal maximum, medium and minimum penal institutions. Members should be recruited from a cross-section of society representing a wide variety of interests as well as the ethnic and cultural characteristics of the local and institutional communities. Members should be appointed by the Commissioner on the approval of the institutional director and removed in the same manner, and should be required to undergo a security clearance.

The principal function of these Committees should be to assist the director with the overall development of the institution and its programs. They should assist in determining the types of program that are needed for inmates in the institution in response to the needs of staff and inmates. They should define the degree of general citizen participation compatible with the goals of the institution, and advise the institutional director of local attitudes towards the institution and its programs. With the help of the director and his staff, the Committee will develop methods of informing and educating the public in the operation and programs of the institution.

- ✓ Citizen Advisory Committees should not take on the role of mediator during disturbances.

The Committees should hold **regular** meetings inside the institution with the director, staff and the inmates' committees. They should have, at all reasonable times, access to the institution and to the non-classified files and information held by the institution. An annual report should be submitted to the Commissioner of Penitentiaries by each Advisory Committee. This report should be made public."

The Minister agrees that Citizen's Advisory Committees (CAC) should exist in every institution.

It is also agreed that CACs should represent a cross section of the community; and that the selection and appointment of the members should be done by the Commissioner, on the recommendation of the Institutional Director.

The principal function of the CAC is to advise the Institutional Director on the overall development of the institution and its programs, as well as on methods of informing and educating the public on the operation and programs of the institution.

The question of whether the CAC should take on the role of mediator in a crisis should be a decision of the Institutional Director. It is agreed that the CAC is to have access to non-classified files concerning the policies and programs of the institution. The CAC will be encouraged to make an annual report to the Commissioner, and assistance will be given to enable such reports to be prepared. Such reports could be made available to the public by the CAC's themselves.

H. INSTITUTIONS

- 50." New institutions should be small (200-250 inmates) and may be clustered together with several shared functions."

Support for the Mohr-type institutional design which is current government policy is welcomed by the Minister. An accelerated construction program, aimed especially at replacing the obsolete, fortress-type maximum security institutions, has already been announced by the government. The target for completion of nine such institutions is December 1979. The long-term construction policy, which will be phased over the next five years, will result in the eventual construction of 24 new institutions designed to respond better to specific needs of inmates in the field of vocational, academic or industrial programs, and to allow the implementation of the living unit concept which is also endorsed by the Sub-committee.

51. "Controlled epileptics should not be excluded from minimum security institutions."

This is agreed in principle. There is no reason to exclude controlled epileptics from minimum security institutions or Community Correctional Centres where adequate medical services are available, and Divisional Institutions will be amended accordingly. There could be a problem in minimum facilities such as forestry camps where such medical services are not so readily available, and these special concerns will be discussed by the Director General of Medical Health Care Facilities and his senior medical staff.

52. "Competently staffed Reception Centres for the classification of inmates must be located in every region. If Reception Centres operate within another institution, inmates awaiting classification must be isolated from the rest of the population, and facilities in existing institutions should be adapted to this end. A major review of the approach to classification is required: information should include all sources, the inmate should have the right to see his final report, and the correctional staff should have no de facto veto."

The emphasis on the importance of reception and classification is strongly supported, and a major review will necessarily be carried out as part of the process of integrating the Canadian Penitentiary Service and the National Parole Service under the terms of Bill C-51.

On the specific question of the reception process, there are two possible approaches. The first, that of a separate institution, is currently in place in Quebec, and planned for Ontario and Pacific regions. The second approach, currently in effect in the Prairie and Atlantic regions, classifies an inmate sentenced to a federal institution while he is still in the provincial

jail following conviction, and employs the "penitentiary placement" process. This process is thought to be most appropriate for these regions, because of the numbers of inmates who must be classified, and because of the large distances between federal institutions. As the Sub-committee itself points out in paragraph 634 of its Report, "a definite advantage of this system is that a young or first offender can be sent directly to a medium or minimum security institution from the provincial jail rather than being first received at maximum security institution."

With these considerations in mind, then, the principle that there should be a separate reception and classification process is accepted, although the specific form that process might take could vary in accordance with regional differences, and might not necessarily take the form of a separate institution per se.

On the subject of access to files, the Minister would go further in providing access throughout the term of incarceration, not just at reception. This is provided for in the Human Rights Act (Bill C-25). In addition, other aspects of due process and inmate rights are being considered in the context of the study being made of the Law Reform Commission's recommendation with respect to a Sentence Supervision Board, as well as in the context of the federal/provincial discussions on inmate rights referred to in reply to other recommendations.

It is agreed that staff should have no "de facto" veto over classification decisions.

53. "Inmates must be fed adequately and nutritiously and should eat in common."

Agreed. Presently, the menus in each institution are developed by professional nutritionists and dieticians. The authorized ration scales are determined on the advice of these professionals and follow the military scale. CPS has budgeted for each institution to obtain professional advice on the program diets for inmates. It was suggested that one way to improve the present quality of food service is to offer viable accredited apprenticeship opportunity for inmates, including training in such areas as nutrition and dietetics. The latter has been proposed for the Food Services Training Program at the Drumheller Institution. The concept of common dining has been endorsed but may not be applicable to all present institutions.

It is recognized that there are problems presented by the fact that kitchens do not presently exist inside Archambault and Millhaven. This will be remedied by the provision of such facilities. As for B.C. Penitentiary,

food carts will be used to ensure that meals are kept warm while being delivered to inmates.

54. "The Penitentiary Service must keep adequate records of the drugs dispensed to inmates so that control may be exercised over the amount of medication employed."

Concern over the variation in quality of medical services from one institution to another led CPS to adopt a major new policy and procedures manual for all medical services to inmates throughout the system. This policy was developed after considering the Commissioner's Directives and the reports of the National Health Services Advisory Committee, which is composed of representatives nominated by national medical, dental and nursing professional organizations, and appointed by the Commissioner. The new policy manual was approved in March of this year and is in the process of implementation now. This new policy is designed to provide better, standardized, treatment and care for all inmates, as well as better information about, and control over, medical programs to CPS management.

With respect to the specific recommendation dealing with the keeping of records of drugs dispensed to inmates, it is agreed that the current situation is not adequate. A directive will be issued within two months to ensure that adequate drug dispensal records are kept. The Director General for Medical Services will have the responsibility for supervising this system, along with the new Inspector General referred to in the response to recommendation 28.

55. "An immediate beginning must be made on phasing out the Prison for Women. Until the phaseout is complete, facilities and space must be provided immediately for an activity centre, and the life skills program must be restored.

As a replacement for the present Prison for Women small cottage-type institutions or village clusters must be established in at least three regions of Canada, with adequate programs to prepare women for release. Where security is required, it should be provided only on the perimeter, or for the very small group that requires it.

If there are not enough women for government operated Community Corrections or Release Centres to be established, alternative residential arrangements or resources in the community must be found and used. Private homes could be recognized by the National Parole Service as Community Resource Centres for women on day parole."

The question of the female offender is currently being reviewed on a federal/provincial basis, as a follow-up to discussions which took place on the subject at the recent Ministers' Conference. The recommendations of

the Clark Report on the female offender, made public in March of this year, form an important part of that review.

The review could result in the kind of institutions recommended by the Sub-committee, or it might be established that the present exchange of service agreements with the provinces provide a more appropriate vehicle for the provision of programs and facilities with which the Sub-committee was concerned. These agreements have already resulted in the transfer of a significant number of federal female inmates to provincial institutions.

The review process referred to above will also explore further innovative alternative residential arrangements as part of its mandate, such as the use of private homes for day parolees, as suggested by the Sub-committee.

In response to the specific recommendations referring to programs at the Prison for Women, the life skills program-- which assists inmates in the development of better social interaction skills generally--has been resumed, and planning for an activities centre has also begun.

56. "For individuals who have persistently resisted discipline, work and socialization, a limited number of special correctional units should exist. These institutions should have all the programs and services of other maximum institutions, including the therapeutic community."

There is doubt that the provision of a "therapeutic community" with "all the programs" of other maximum security institutions is a realistic possibility for the type of inmate described. As the Sub-committee itself noted, these units would be dealing with those very few inmates who are "seriously disruptive and dangerous," whose attitudes and behaviour risk "destroying the opportunities and hopes for personal reformation pursued in good faith by the many."

That having been said, the principle that programs of some appropriate nature be provided is certainly accepted. This structured program would provide opportunities for such inmates to prove they have made the necessary adjustments in behaviour to warrant a reclassification of security.

The Minister points out that the program of regional Special Handling Units has only recently been initiated, and feels that this program should be continued in order to provide the appropriate facilities for dealing with the kind of inmate described.

57. "A small number of maximum security institutions should be used exclusively for inmates who require protective custody. Each such institution should have a section designated as medium security.

Plans for such an institution in Ontario are well advanced. It is also intended to designate an institution for protective custody inmates in Quebec region, as a result of the new construction program. In other regions, separate units within existing institutions will be employed for protective custody cases, and the recommendations of the Vantour report will be followed as to their operation.

58. "Regional Psychiatric Centres should be withdrawn from the jurisdiction of the Penitentiary Service and placed under the federal Ministry of Health and Welfare. Discussions should be held with the provinces to coordinate federal and provincial mental health services."

As a first point, it should be noted that the Department of National Health and Welfare is not involved in the delivery of services directly. Such services are normally the responsibility of provincial authorities, and it is for this reason that CPS has, and will continue to have, very close working relationships with the appropriate provincial authorities with respect to the operation of Regional Psychiatric Centres.

To be more specific, an agreement was signed in April between the Ministry of the Solicitor General and the Quebec Ministry of Social Affairs whereby the latter, mainly through the Philippe Pinel Institute, agreed to provide all in-patient psychiatric care to mentally ill federal inmates incarcerated in the province of Quebec. The option exists to extend this to the provision of ambulatory care in federal institutions by April 1978.

In Ontario, CPS already utilizes the services of the Mental Health Centre at Penetanguishene to the extent that they are available and CPS representatives are meeting this month with the Ontario Ministry of Health to discuss the details of the Ontario proposal to open a number of "closed wards" in certain of their psychiatric hospitals.

Both the Ontario and Pacific Psychiatric Centres are affiliated with local universities, and the Pacific Psychiatric Centre is recognized as a psychiatric hospital by the Government of British Columbia. Hospitals by-laws have been approved at the RPC (Pacific), which has a Board of Governors.

The Psychiatric Centre in Saskatoon will treat both federal and provincial inmates who become mentally ill while incarcerated, and will also admit patients held under Lieutenant-Governor's warrants, and act as a remand centre. This centre will also be affiliated with the university. A pattern similar to the Saskatchewan model will be followed by the Psychiatric Centre planned for the Atlantic region.

In summary, the Sub-committee's goal of avoiding duplication, and of having RPC's act as "hospitals" is one which has been active CPS policy for some time now, and which can be achieved without the transfer of jurisdiction to the Department of National Health and Welfare.

59. " There should be several separate institutions for the treatment of sex offenders, since their therapy needs are distinctive from those of other inmates with personality disorders. Admission should be on a voluntary basis. "

CPS is cognizant of the special problems presented by sex offenders, and of various potential models which could be employed in their treatment. Various models, including the Fort Steilacoom approach, as well as approaches used in such jurisdictions as Illinois, Tennessee and Minnesota, are currently being closely examined, and a report on their possible application in our federal institutions is expected to be ready in October.

60. " A special institution should be established in British Columbia for the treatment of drug addicts. "

Recent experience, in Canada and in many other countries, has demonstrated that the drug problem must be looked at in a much wider context than that of the criminal justice system alone. With this in mind, the federal government is giving consideration to a series of approaches to the general question of drug abuse, and a joint Canada-British Columbia task force is examining all aspects of the problem as it is found in that province.

While earlier efforts to provide treatment programs for drug addicts have proven disappointing, especially inside penal institutions, CPS agrees that programs such as the Portage Project in Montreal--involving the treatment of addicts while on day parole--are worthwhile examples that may provide hope for the future. Other such programs will be sought out and examined.

61. "At least one separate institution should be provided for youthful offenders on a selective basis. There should be at least one wilderness camp for native peoples and northern residents accustomed to life in remote areas."

The Minister is highly sympathetic to the problem identified by the Sub-committee in this area. With respect to young offenders, the proposals to replace the Juvenile Delinquents Act, which the Minister hopes to present to Parliament in the Fall, represent a major initiative in the area of prevention, diversion and the provision of alternatives to incarceration for young people who come into conflict with the law. In addition, provision will be made in the proposal for the transfer of convicted young people who have been raised to adult court back to the provincial system to serve all or part of their sentence.

It should be recognized, however, that fully 40% of federal inmates are between the ages of 18 and 25, and that the fact that these individuals have been sentenced to penitentiary terms is indicative of the fact that they have been found guilty of serious crimes. Most such people, then, are not suitable for the kind of special treatment which the Sub-committee appears to have in mind.

With respect to the suggestion regarding wilderness camps for individuals more accustomed to remote surroundings, the Minister agrees that this is a worthwhile idea. Use of exchange of services agreements with provinces may be the best way to employ already existing facilities under provincial jurisdiction for suitable federal inmates. With respect to native inmates in particular, an unprecedented, "grass roots" level survey is currently being carried out by the Native Crime and Justice Commission. The aim of this survey, carried out under the auspices of the Native Council of Canada, is to collect information that will be of assistance in coming to grips with the underlying causes for the disproportionate incarceration rate of native people in Canada, and especially in the Western provinces.

62. "The CPS should research the possibility of expanding, in at least one new institution, the Citizen Advisory Committee into a Board of Governors on an experimental basis. Such a Board should consist of about 12 members and should appoint the director and senior administrative staff."

The Minister cannot agree as a matter of principle with the suggestion that a Citizen's Advisory Committee should be constituted as a Board of Governors with the power to appoint the institutional director and senior administrative staff. The need to appoint directors on the basis of merit and professional qualifications is an essential

management function, and **delegation** of this function goes against the central **theme** of clear definition of lines of authority, and of the requirement for accountability and responsibility--a theme with which the Minister is in strong agreement.

However, as responses to previous recommendations have demonstrated, he is sensitive to the need to increase community involvement in both the policy and operations of penal institutions specifically, and in the criminal justice system as a whole. For this reason, it is policy that Citizens' Advisory Committee's should be established in penitentiaries, as is stated in the response to recommendation 49.

63. " The Canadian Penitentiary Service should carry out an in-depth study of the feasibility and viability of penal communities in reasonably inaccessible areas as an alternative to confinement in conventional institutions for inmates serving long sentences without eligibility for parole. "

Accepted. On this question, the Minister has recently received a report identifying options for dealing with long-term inmates, and the Ministry funded a conference of international experts on this issue. This conference was held June 9 - 11. As recommended, the specific suggestion of a penal community will be given further in-depth examination, in the context of continued study of other possible approaches to the problem of long-term incarceration.

I. PRE-RELEASE AND PAROLE

64." The appearance of arbitrariness in parole, especially in parole revocation without notice or reasons, is an unsettling factor in penitentiary life. There is also much resentment of the fact that mandatory supervision places dischargees under conditions similar to parole for a period of time equal to that of their earned and statutory remission. The parole system should be reviewed with a view to lessening these arbitrary aspects."

Based on the information available to the Sub-committee, its concern about the appearance of arbitrariness can be understood. However, for some years the National Parole Board, within limits imposed by resource availability has instituted programs to lessen not only the appearance, but also the substance, of arbitrariness.

Examples of programs now in operation which provide services in excess of those required by law are:

- (1) parole hearings for all inmates in federal institutions who have not indicated in writing that they do not wish to be heard in person;
- (2) provision of oral reasons in cases of denial of parole, and written reasons in cases which require in excess of two votes;
- (3) an internal review of decisions to deny parole; and
- (4) reasons in writing to all provincial inmates.

In addition, since April 1975 suspended persons on parole or mandatory supervision must be interviewed by a parole officer within 10 days of apprehension. Reasons for suspension are provided and discussed, and the opportunity given for explanation of the behaviour which resulted in cancellation or suspension. This may result in cancellation of suspension and reinstatement of parole or mandatory supervision.

Further, the provisions of Bill C-51 are a step toward formalizing these procedures in the law. Under the terms of C-51, regulations will be recommended to the Governor-in-Council providing for procedural safeguards and establishing the right to a hearing, upon application, in cases of parole applications by federal inmates. Such hearings will also be provided for, upon application, in cases of parole and mandatory supervision revocation.

J. CONCLUSION

65. " The Standing Committee on Justice and Legal Affairs should have a permanent reference during the rest of the 30th Parliament and for the 31st Parliament to enable it to review the implementation of this Report in the context of the criminal justice system.
(Also for the 31st Parliament) "

As the Minister has said in the House, he intends to work closely with the Committee. He believes the Standing Committee on Justice and Legal Affairs will have adequate opportunities to monitor progress on implementation of the recommendations during its consideration of estimates.

APPENDIX H

 The Correctional Investigator
Canada L'Enquêteur correctionnel
Canada

FACTS ABOUT**THE CORRECTIONAL INVESTIGATOR**

On June 1, 1973 the Solicitor General, the Honourable Warren Allmand, announced the appointment of the first Correctional Investigator for Canadian penitentiary inmates. This pamphlet deals with the basic questions concerning the functions of the Correctional Investigator and what it is hoped the appointment will accomplish.

Published under the authority of
HON. WARREN ALLMAND,
Solicitor General of Canada

WHY WAS A CORRECTIONAL INVESTIGATOR APPOINTED?

The appointment was made by the Solicitor General to assure penitentiary inmates and their families as well as the Canadian public that legitimate grievances of penitentiary inmates may be reviewed, as a last resort, by an individual who although not a member of the Canadian Penitentiary Service reports to, but is not controlled by, the Solicitor General. The Correctional Investigator is, however, not a substitute for the ordinary channels for grievances within the Canadian Penitentiary Service, nor for the civil or criminal procedures available in the courts.

The Commission of Inquiry into Certain Disturbances at Kingston Penitentiary during April, 1971 recommended a Visitors' Committee for maximum institutions in the Ontario Region. The Commissioners stated:

'The administration of a prison is a difficult, complex and much misunderstood task. It would not be our wish that a Visitors' Committee should interfere in that administration as such. We do, however, feel strongly that the presence of such a Visitors' Committee can be instrumental in defusing areas of legitimate grievance and assisting both the Administration and the inmates in rendering the machinery and life of the penitentiary suitable to its broad rehabilitative and custodial purposes. It is not desirable that such a Committee should exalt the expectations of the inmates or interfere with the day to day work of the prison. We are confident, however, that the existence of a Visitors' Committee can do much to allay suspicion, grievance, and assure the prompt rectification of legitimate complaints when they exist.

We hope thereby that the possibility of a recurrence of the tragic events of April, 1971, will be made substantially more remote.

In addition, it is not without importance to note that the presence of such a committee will enable the general public to have some assurance, to which they are entitled, that life, in the closed society that the prison is, is subject to those humane standards which the Government and the citizens of our country have every right to expect."

The Correctional Investigator hopes to accomplish the main objectives proposed for a "visitors committee" by the Commission of Inquiry by being accessible to all federal inmates throughout Canada.

The complaints which may be investigated by the Correctional Investigator must concern matters which are within the responsibilities of the Solicitor General. Decisions which are within the discretion of the Courts and the National Parole Board are not within the responsibility of the Solicitor General and cannot be investigated by the Correctional Investigator.

HOW IS A COMPLAINT MADE?

Inmates and others should lodge complaints in writing to the Correctional Investigator whose address is

P.O. Box 950,
Station "B",
Ottawa, Ontario
K1P 5R1.

Correspondence between inmates and the Correctional Investigator will not be opened by the penitentiary service.

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Correctional officers have a separate, established procedure for grievances and these will not be investigated by the Correctional Investigator.

HOW WILL THE CORRECTIONAL INVESTIGATOR INVESTIGATE?

The Correctional Investigator has power to examine all papers, documents, vouchers, records and books of every kind within any penitentiary office or institution, and may summon persons to give evidence on oath.

The Correctional Investigator will try to mediate problems at the levels where they have occurred, and it is intended that the Correctional Investigator will primarily deal with individual problems although recommendation on such cases could affect general policy decisions and thus benefit other inmates. Major investigations into correctional issues cannot be undertaken without interfering with the day-to-day functions of the Correctional Investigator. If a major investigation is necessary, it is likely that a special commission of inquiry would be appointed by the Solicitor General or the Commissioner of Penitentiaries.

If the Correctional Investigator believes that the complainant needs to consult a lawyer, the Correctional Investigator will tell the complainant and will give information of where legal aid might be available.

If a formal investigation of a complaint is undertaken, the Correctional Investigator may allow any person whose conduct is being investigated to be represented by counsel and must allow any person against whom any charge is made in the course of an investigation to be represented by counsel. No report will be made against any person until reasonable notice has been given to him or her of the charge of misconduct which has been alleged. The person must be allowed full opportunity to be heard in person or by counsel.

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The Correctional Investigator will make regular visits to penitentiaries. The visits will be announced in advance to the inmates and private interviews will be arranged with those who wish to speak to the Investigator. The Investigator will also make unannounced visits to institutions at any time and has authority to carry out inspections throughout any institution.

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On receipt of a complaint, the Correctional Investigator will find out whether the person complaining has taken all steps that are reasonable to use available legal or administrative remedies. The Correctional Investigator, among other things, will read penitentiary records for that purpose.

The Correctional Investigator has no right to examine problems which have not been raised by the inmate within one year, and will inform the inmate in writing that the time for making a complaint has expired.

The Investigator will also tell the complainant if no investigation will be made because the matter is beyond her powers or because the matter has been investigated before. If the Investigator believes the complainant has no valid complaint or should first seek remedy through administrative or legal channels, the complainant will also be informed. Unless a complaint can easily be dealt with by mail, a personal interview will be arranged between the inmate and the Correctional Investigator.

WHO MAY MAKE A COMPLAINT?

Anyone who is a penitentiary inmate and anyone who has a valid interest in a complaint on behalf of an inmate may make a complaint to the Correctional Investigator. No investigation will be made against the express wishes of an inmate.

3

WHAT GOOD WILL IT DO TO COMPLAIN TO THE CORRECTIONAL INVESTIGATOR?

The Correctional Investigator has power to investigate administrative decisions and her true functions involve trying to persuade an administrator to reconsider his decision in appropriate cases.

Some rules are necessary to govern institutional life. The legislation covering the management of Canadian penitentiaries has left certain matters to the discretion of the Commissioner and the administration. Some of these rules serve the administration of justice, some the orderly function of life in the institution, and some safeguard the general public, the inmates, and those working to help the inmates.

The courts will not interfere in decisions of administrators where they have honestly and conscientiously made decisions which they are able to make under the law. An ombudsman is not a substitute court, or a parallel bureaucracy, nor is he intended to replace lawyers, Members of Parliament or the press in speaking on behalf of citizens. Because the office does not confer any decision-making power, but only wide investigatory powers, an ombudsman may bring to light circumstances which would otherwise go unnoticed.

Reports of ombudsmen in other jurisdictions show that policies or decisions have been changed through the efforts of the ombudsman. This may be because the administrator did not have all the information in a specific case, was misinformed of the facts or the law, or, occasionally, because peculiar hardships were caused by strict adherence to rules.

The Correctional Investigator may approach the administration directly to suggest a change in a specific case.

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The Correctional Investigator may also make recommendations directly to the Solicitor General.

In addition, the Correctional Investigator will make an annual report to the Solicitor General.

On the basis of confidential information on file, the Correctional Investigator keeps a record which indicates in one or two sentences the nature of the complaint, the action taken, and the result. This record will form part of the annual report which the Correctional Investigator will submit to the Solicitor General.

Analysis of investigations and recommendations may influence future action in the field of corrections. If certain complaints are frequent, this in itself may suggest closer examination of policies involved. In such cases future inmates may be assisted even where there is no immediate benefit to the individual who has complained.

HOW WAS THE CORRECTIONAL INVESTIGATOR APPOINTED AND HOW ARE THE EXACT POWERS SPELLED OUT?

The Correctional Investigator was appointed by the Solicitor General on June 1, 1973 on the authority of the Committee of the Privy Council.

The powers of the Correctional Investigator are those of a commissioner under Part II of the Inquiries Act and, in particular, the appointment states that the Correctional Investigator may "investigate, on her own initiative or on complaint from or on behalf of inmates as defined in the Penitentiary Act, and report upon problems of inmates that come within the responsibility of the Solicitor General, other than problems raised on complaint

- (a) concerning any subject matter of condition that ceased to exist or to be the subject of complaint

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more than one year before the lodging of the complaint with the Commissioner, or

- (b) Where the person complaining has not, in the opinion of the Commissioner, taken all reasonable steps to exhaust available legal or administrative remedies,

and the Commissioner need not investigate if

- (c) the subject matter of a complaint has previously been investigated, or
 (d) in the opinion of the Commissioner, a person complaining has no valid interest in the matter."

WHO IS THE PRESENT CORRECTIONAL INVESTIGATOR?

Inger Hansen, who was a lawyer in the Public Service of Canada for almost four years, was appointed the first correctional Investigator on June 1, 1973.

She was born in 1929 in Copenhagen, Denmark, and came to Canada in 1950. She received her law degree from the University of British Columbia in 1960. Between 1961 and 1969 she practiced law at Vancouver, B.C., being primarily engaged in criminal law.

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APPENDIX I

Tables

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Chi Square Table

Table I Distribution of χ^2

Probability

df	.99	.98	.95	.90	.80	.70	.50	.30	.20	.10	.05	.02	.01	.001
1	.0157	.0308	.00393	.0158	.0642	.148	.455	1.074	1.642	2.706	3.841	5.412	6.635	10.827
2	.0201	.0404	.103	.211	.446	.713	1.386	2.408	3.219	4.605	5.991	7.824	9.210	13.815
3	.115	.185	.352	.584	1.005	1.424	2.366	3.665	4.642	6.251	7.815	9.837	11.341	16.268
4	.297	.429	.711	1.064	1.649	2.195	3.357	4.878	5.989	7.779	9.488	11.668	13.277	18.465
5	.554	.752	1.145	1.610	2.343	3.000	4.351	6.064	7.289	9.236	11.070	13.388	15.086	20.517
6	.872	1.134	1.635	2.204	3.070	3.828	5.348	7.231	8.558	10.645	12.592	15.033	16.812	22.457
7	1.239	1.564	2.167	2.833	3.822	4.671	6.346	8.383	9.803	12.017	14.067	16.622	18.475	24.322
8	1.646	2.032	2.733	3.490	4.594	5.527	7.344	9.524	11.030	13.362	15.507	18.168	20.090	26.125
9	2.088	2.532	3.325	4.168	5.380	6.393	8.343	10.656	12.242	14.684	16.919	19.679	21.666	27.877
10	2.558	3.059	3.940	4.865	6.179	7.267	9.342	11.781	13.442	15.987	18.307	21.161	23.209	29.588
11	3.053	3.609	4.575	5.578	6.989	8.148	10.341	12.899	14.631	17.275	19.675	22.618	24.725	31.264
12	3.571	4.178	5.226	6.304	7.807	9.034	11.340	14.011	15.812	18.549	21.026	24.054	26.217	32.909
13	4.107	4.765	5.892	7.042	8.634	9.926	12.340	15.119	16.985	19.812	22.362	25.472	27.688	34.528
14	4.660	5.368	6.571	7.790	9.467	10.821	13.339	16.222	18.151	21.064	23.685	26.873	29.141	36.123
15	5.229	5.985	7.261	8.547	10.307	11.721	14.339	17.322	19.311	22.307	24.996	28.259	30.578	37.697
16	5.812	6.614	7.962	9.312	11.152	12.624	15.338	18.418	20.465	23.542	26.296	29.633	32.000	39.252
17	6.408	7.255	8.672	10.085	12.002	13.531	16.338	19.511	21.615	24.769	27.587	30.995	33.409	40.790
18	7.015	7.906	9.390	10.865	12.857	14.440	17.338	20.601	22.760	25.989	28.869	32.346	34.805	42.312
19	7.633	8.567	10.117	11.651	13.716	15.352	18.338	21.689	23.900	27.204	30.144	33.687	36.191	43.820
20	8.260	9.237	10.851	12.443	14.578	16.266	19.337	22.775	25.038	28.412	31.410	35.020	37.566	45.315
21	8.897	9.915	11.591	13.240	15.445	17.182	20.337	23.858	26.171	29.615	32.671	36.343	38.932	46.797
22	9.542	10.600	12.338	14.041	16.314	18.101	21.337	24.939	27.301	30.813	33.924	37.659	40.289	48.268
23	10.196	11.293	13.091	14.848	17.187	19.021	22.337	26.018	28.429	32.007	35.172	38.968	41.638	49.728
24	10.856	11.992	13.848	15.659	18.062	19.943	23.337	27.096	29.553	33.196	36.415	40.270	42.980	51.179
25	11.524	12.697	14.611	16.473	18.940	20.867	24.337	28.172	30.675	34.382	37.652	41.566	44.314	52.620
26	12.198	13.409	15.379	17.292	19.820	21.792	25.336	29.246	31.795	35.563	38.885	42.856	45.642	54.052
27	12.879	14.125	16.151	18.114	20.703	22.719	26.336	30.319	32.912	36.741	40.113	44.110	46.963	55.476
28	13.565	14.847	16.928	18.939	21.588	23.647	27.336	31.391	34.027	37.916	41.337	45.419	48.278	56.893
29	14.256	15.574	17.708	19.768	22.475	24.577	28.336	32.461	35.139	39.087	42.557	46.693	49.588	58.302
30	14.953	16.306	18.493	20.599	23.364	25.508	29.336	33.530	36.250	40.256	43.773	47.962	50.892	59.703

For larger values of df, the expression $\sqrt{2\chi^2} - \sqrt{2df - 1}$ may be used as a normal deviate with unit variance, remembering that the probability for χ^2 corresponds with that of a single tail of the normal curve.

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