

CHAPTER XXV

COLLIN'S BAY PENITENTIARY

The original purpose in the establishment of this institution was to segregate young prisoners from hardened criminals. A perusal of the reports of the former Superintendent of Penitentiaries, W. S. Hughes, shows that recommendations had repeatedly been made by him advocating classification and segregation of inmates in separate institutions. Up to this time the only classification had been within the institutions. His reports for the years 1919, 1920, 1921, 1922, and 1923 deal specifically with this question. In the 1920 report he recommended that:

"At least two new thoroughly up to date institutions should be erected to make this most important and desirable work possible."

His object was to prevent young or first offenders from being housed in the same institutions as recidivists and hardened criminals.

The 1922 report contains the following recommendation:

"The erection of institutions for the segregation of the first offender and young men from the old, hardened criminal and recidivist, is desirable and necessary. The erection of such an institution was begun in 1895, but afterwards abandoned. The opening of such an institution has continually been recommended by all those engaged in the management of penitentiaries. The overcrowded conditions at St. Vincent de Paul and Kingston now make it imperative that something must be done."

In the House of Commons, on May 31, 1926, the then Minister of Justice, Hon. Ernest Lapointe, stated:

"There is another thing which is not made the subject of the resolutions, but to which I am giving a good deal of thought, and that is the possibility of segregating the young convicts who are sentenced for the first time. Under present conditions they are mixed up with the hardened criminals, and that does not give them a chance. If we could find a way to build a special institution, or even two institutions, for the purpose of receiving and keeping these young men, rather than put them with the hardened criminals, I think that would be a good reform to undertake."

Provision was not made for such an institution until 1929. On April 4, 1929, in answer to a question from a Member of Parliament regarding special institutions for young offenders, Hon. Ernest Lapointe replied as follows:

"The Government has, however, under consideration the making of provision at this session for the establishment of special Institutions for the purpose of segregating young prisoners from hardened criminals."

Later, on June 12, 1929, Hon. Ernest Lapointe stated:

"I have always stated that the first step I had in mind so far as prison reform was concerned was to segregate the young offenders in separate institutions. . . . I am receiving communications from organizations interested in penitentiary matters to the effect that the greatest step forward in penal legislation in Canada has been taken this year through our providing in the estimates for the building of two institutions for young offenders. I think that is the one thing which was primarily needed. It is going to cost a good deal of money but we are going to have the institutions and even if I have only that to my credit during my administration of the Department of Justice, I shall be proud of it."

On the same day, the House of Commons passed the following item:

"Penitentiaries—To provide for the purchase of 'preferred class' penitentiary site and to begin erection of buildings, \$150,000."

It was then stated that the site would be in the vicinity of Kingston Penitentiary and that, while it could not be said how much the building would eventually cost, it was suggested that, in addition to the cost of the site, the building might cost \$200,000 or \$300,000.

These particulars show the policy underlying the erection of this institution. The original purpose that this penitentiary was intended to effect has been altogether departed from, and, if the building program now under way is continued, Collin's Bay Penitentiary will be but a more modern duplicate of Kingston Penitentiary. For a number of years this institution was designated a "Preferred Class Penitentiary," and was so referred to in the Branch files. This was a very unfortunate designation, which has been dispensed with in recent years.

Eleven pieces of property totalling 891 acres were purchased at a cost, including incidental charges, of \$110,713.24.

It was originally intended to enclose a space of 1,200 feet by 1,400 feet, but on June 10, 1933, this was changed to 1,000 feet by 1,200 feet. The first plan of the enclosure and the buildings is dated July 1, 1930. It includes a wall with a tower at each corner, and entrance gates at the north-eastern and south-western corners. On September 14, 1932, it was decided to omit the north-eastern gate. Construction was commenced early in 1930. Very irregular and unsatisfactory progress has been made, work being commenced and discontinued on different projects without any clearly defined or expeditious execution of any part of the building program. On March 4, 1932, the Minister of Justice directed that the penitentiary at Collin's Bay should henceforth be called "Collin's Bay Penitentiary."

At first the prisoners from Kingston Penitentiary employed on construction work at Collin's Bay were returned to Kingston Penitentiary in the evenings. There was at that time only a very temporary enclosure.

This situation continued until December 18, 1930, when the first quota of inmates was taken from Kingston Penitentiary to be quartered at Collin's Bay. By March 31, 1931, there were 148 inmates there. This

number has varied from time to time, depending largely upon the number of transfers from Kingston Penitentiary, and for the last several years it has averaged between 175 and 200. In September, 1936, the wooden dormitories used during the previous six years were entirely vacated, and the prisoners were moved into the new cell blocks.

The general plan of construction, dated March 14, 1936, shows the building scheme to be quite similar to that of the Laval Buildings. The administration building is located in the centre of the north wall. A corridor leads back from the administration building to the chapel, library, school, and office, on the right, and the hospital, reception, and chief keeper's office, on the left. Continuing beyond these wings, the corridor passes between two cell blocks, "H" on the right, and "I" on the left. Beyond this pair of wings it meets a cross corridor leading to the kitchen. There is a cell block and three shops on the right, and the laundry, a cell block, and three shops on the left. The boiler house duct leads from cell block "I" to the boundary wall.

The estimated cost of construction, as submitted to your Commissioners on November 23, 1937 by the chief engineer of the Penitentiary Branch, is as follows:

Total estimated cost of permanent buildings..	\$1,436,680 40
Cost of temporary buildings..	69,967 92
Land and other property..	110,713 24
Total..	\$1,617,361 56

The above estimate does not include equipment or live stock. Of this amount \$864,527.47 was spent to date of November 23, 1937.

The temporary buildings provided are as follows:

Dining room..	\$ 109 62
Store room..	1,651 89
Dormitory, 1..	5,472 26
Dormitory, 2..	5,568 59
Dormitory, 3..	4,832 89
Dormitory, 4..	5,201 07
Chapel..	3,200 98
Hospital..	3,132 52
Dining room..	5,251 93
Isolation ward..	2,236 89
Boiler house, change room..	20,521 81
Stone shed..	775 41
Carpenter shop..	2,511 26
Stone shed..	3,732 27
Garage..	2,505 11
Blacksmith shop..	1,922 37
Paint shop..	75 00
Cement store..	10 00
Garage store..	6 00
Towers..	1,250 00
	\$69,967 92

According to the Superintendent and chief engineer, it was never intended to build the penitentiary at Collin's Bay without walls. The original intention was to construct two solid walls six feet in height surmounted by a woven wire fence twenty feet high and topped by six lines

of barbed wire. In order to prevent the public seeing into the penitentiary grounds and the prisoners seeing out, it was finally decided to increase the solid wall to eight feet. Plans were prepared on this basis and were approved on April 13, 1932. The estimated cost was \$70,000. During 1932 a portion of the wall and fence was built. In the fall of 1932, however, the warden came to the conclusion that this type of wall would not prove satisfactory, because the eight feet of solid wall cut off the view of Lake Ontario, and the wire could be climbed or cut. He recommended a twenty-five foot solid wall. The chief engineer and the Superintendent agreed with the warden to some extent, but believed that a solid wall of eighteen feet surmounted by ten feet of woven wire would meet the situation. This new plan was approved December 13, 1932 at an additional cost of \$21,000. Before construction was proceeded with on this basis, however, the warden made further representations, and it was finally decided to accept his view. On January 13, 1933, approval was given for the construction of a solid wall twenty-three feet high without any surmounted wire, at an additional expense of \$10,500. This made the total cost of the wall \$101,500. At the present time the north and west walls are completed to the full height, and the south and east walls are partially solid and partially wire. Later, these are to be completed to the full height.

For some reason, which is unknown to the present Superintendent, it was decided to proceed with the construction of the administration building before the cell blocks, boiler house, ducts, and kitchen were built. The estimated completed cost of the administration building is \$200,000 and, in the opinion of your Commissioners, it will be entirely out of proportion to the requirements of Collin's Bay. It is designed on a scale of grandeur that is unnecessary, and which will provide palatial offices quite unsuitable for a penitentiary staff. Plans were approved January 8, 1931, and over half the building had been completed and over half the estimated cost expended when it was decided to discontinue work in order to construct permanent cell accommodation for the prisoners.

Cell block "I" was originally designed as a shop, and was so approved on March 29, 1932, to cost \$50,000. The foundations had been constructed and steel framing was erected to follow the original design when, in 1932, the chief engineer was asked to prepare plans which would permit its conversion into a cell block. The frame work provided a height of approximately seventeen feet to the eaves, which would limit the window heads, and thus the ceilings. On July 1, 1930, a plan had been drawn for two cell blocks with two wings of four tiers of fifty cells each, patterned after the north wing at Kingston Penitentiary. All cells were to be of the outside cell type and were to face Lake Ontario. This plan, however, was deemed to be too expensive. The wardens were opposed to outside cells, but the Superintendent, who had seen them in use in other countries, favoured them, and it was intended that the cell blocks to be built at Collin's Bay would be of the outside cell type. When the chief engineer began preparation of his plans for converting block "I"

into cell blocks, he found that, if outside cells were to be constructed in the partially completed building, there would be a central corridor forty feet in width but only eight feet in height. Accordingly, he recommended that the inside barrier type cells should be used because these would allow the corridor to be seventeen feet high. The conversion had originally been intended to be temporary, but, as plans went forward, it was decided to make it permanent, and some changes, such as the conversion of the two end cells on each range into shower baths, were made. The building is now practically completed and is occupied by prisoners. Only the stone veneer facing on the exterior wall remains to be completed.

Cell block "H" was also intended to be used as a shop but, fortunately, when the conversion into cell blocks was decided upon in 1932, the steel framing and trusses had not been constructed as in cell block "I." As a result, it was possible to raise the floors to ten feet six inches instead of the eight feet eight inches of cell block "I", and to construct outside type cells. The plans were approved on March 14, 1935. The building is now practically completed, and its cost to October 31, 1937 has been \$87,832.57.

The warden's residence was begun before the cell blocks and it was the first building to be completed. The total cost of this building has been \$13,369.84, of which \$12,901.96 had been spent by 1934.

Collin's Bay Penitentiary is still a veritable construction camp. Many of the buildings, such as the two other cell blocks, the school, library, receiving quarters, Protestant and Roman Catholic chapels, the six shops, stores buildings, etc., have not yet been authorized, and no plans have been drawn for them.

The hospital hut, which might be made to look attractive and comfortable, is dirty and unkempt. When visited by one of your Commissioners on November 13, 1937, barrels were found stored in the hall. The keeper's hall and kitchen are very dirty. The steam pipes, although insulated, are in some places three to four feet above the ground, and much heat must be lost. The warden complained that even at that late date he was unable to obtain plans of the proposed buildings.

The above account will give some idea of the lack of organized planning, or even common foresight, exercised in penitentiary construction projects. In order to supply work for the prisoners, the chief engineer is pressed for plans of excavations before the ground floor plans of the buildings to be erected are decided upon. The walls, administration building, and even the warden's residence, were begun before housing or kitchen accommodations were undertaken.

The way in which cell blocks "I" and "H" were changed while under construction has already been described, and the hastening forward of the unnecessarily palatial administration building when cell blocks and offices were needed, has been noted. The entire construction program is illustrative of the haphazard and ill-planned method of operation that has been characteristic of building activities in Canadian penitentiaries.

Your Commissioners are of the opinion that nothing more should be done with respect to the buildings at this institution and that no further construction of the wall should be permitted until this report has received full consideration. It does not appear to your Commissioners that there is anything in the administration of this penitentiary consistent with the ideas that impelled its erection or the principles upon which it was founded. If the present construction program of the buildings and wall is completed the institution will be merely a modern duplicate of its immediate neighbour, Kingston Penitentiary.

Selection of Inmates

The selection of inmates for transfer from Kingston Penitentiary is made, after medical examination, by the warden and deputy wardens of the two institutions. The practice followed has been to reject the following:

1. Prisoners serving terms for murder;
2. Prisoners serving terms for manslaughter, other than in automobile accidents;
3. Prisoners wanted on release by police authorities or for deportation;
4. Prisoners having record of escape and jail break;
5. Prisoners whose prison records show that they are agitators or incorrigibles;
6. Prisoners physically unfit for hard labour;
7. Prisoners who have been retransferred to Kingston Penitentiary from Collin's Bay for reasons other than for medical or surgical treatment.
8. Homosexual perverts.

The fact that an inmate is a recidivist is not a bar to his acceptance at Collin's Bay. Physical fitness is the prime consideration. Your Commissioners were informed that the chaplains are not consulted in regard to these transfers either at Kingston Penitentiary or at Collin's Bay.

Restrictions as to employment of prisoners outside penitentiary walls, as set out in Circular 85/34 and referred to elsewhere in this report, are not insisted upon at Collin's Bay. During April, 1937, the cases of 190 prisoners admitted to Kingston Penitentiary between October 3, 1936 and March 12, 1937 were considered with a view to their transfer to Collin's Bay Penitentiary. Forty-eight were rejected as physically unfit and fifty-five were rejected as not suitable for transfer. Seventy-one were considered physically fit and suitable for immediate transfer, and fourteen were noted for later consideration. The sentences of the remaining two expired the following month. Some of those accepted as suitable were convicted of the graver crimes, and many had numerous previous convictions. One of those so accepted as suitable was forty-nine years of age, with twenty-nine previous convictions, serving a term of two years for breaking and entering. Another was fifty-two years of age, with one previous conviction, and had been sentenced for contributing to juvenile

delinquency. Another was thirty-two years of age, with twelve previous convictions, and was serving a term of three years for breaking, entering, and theft. Another, forty-two years of age, with ten previous convictions, was serving a term of two years for theft. Another, thirty-three years of age, with nine convictions, was serving a term of two years for theft. Another, thirty-nine years of age, with eight previous convictions, was serving a term of two years for theft. Included in the same list of seventy-one, were six prisoners twenty-one years of age and under; one eighteen years of age, with two previous convictions, who was serving two years for house-breaking and theft; one nineteen years of age, with two previous convictions, who was serving a term of five years for armed robbery; one twenty years of age, with no previous convictions, sentenced to five years for public mischief; one nineteen years of age, with five previous convictions, serving a term of two years for house-breaking; one twenty-one years of age, with five previous convictions, serving a term of three years for breaking, entering, and theft, and one of sixteen years of age, with no previous convictions, serving a term of four years for armed robbery.

The remainder included men of all ages, convicted of the usual assortment of serious crimes, only twelve of whom had no previous convictions, and most of whom were recidivists.

The fact is that at no time has Collin's Bay Penitentiary been used as an institution for young offenders or for the more reformable class of prisoners. Physical fitness for hard labour seems to be the first essential in the selection of inmates for transfer to this institution.

It will readily be seen how far the original intention for which Parliament made the original grant in the estimates, and for which presumably money has been voted by Parliament from year to year since, has been departed from with regard to Collin's Bay Penitentiary.

Your Commissioners have seen nothing in Parliamentary records, nor has the Penitentiary Branch been able to show us that Parliament has been informed of this change of policy, and your Commissioners believe that judges, magistrates, and the public generally, are under a misapprehension as to the present practice at Collin's Bay Penitentiary. This was clearly the fact in a recent case which came before the Court of Appeal of Ontario in an appeal lodged on behalf of a young man twenty years of age who had been sentenced to a term of four years. Judgment was reserved for enquiries to be made by the court. The appeal was dismissed, the Chief Justice giving as one of the reasons for judgment that this convicted young offender would be going to Collin's Bay Penitentiary and so would not be with hardened criminals. The court was also given to understand that this young offender, not having committed any crime of violence, would be committed to Collin's Bay shortly after his reception at Kingston. The only inference to be drawn is that if he had committed a crime of violence he would not go to Collin's Bay Penitentiary. The fact is that commission of a crime of violence does not cause rejection.

Warden

The warden at Collin's Bay Penitentiary is Lieutenant-Colonel W. H. Craig. He is qualified as a chartered accountant in Ontario, was managing director and part owner of a wholesale grocery business at Kingston for many years, and he has had municipal and military experience. He was appointed to the position of inspector of penitentiaries in January, 1933, and, on July 1, 1934, was made warden of Collin's Bay Penitentiary. Although his business experience is undoubtedly of some value, he had no previous experience in penal institutions prior to his appointment as inspector.

The general impression your Commissioners received as to the management of this institution was unfavourable. The whole plant has a disorderly appearance. Mention has already been made of the condition of the hospital and the kitchen. The appearance of the guards and the condition of the building used as a keeper's hall indicate that the staff have not been disciplined. Making all allowances for the fact that it is a veritable construction camp and little else, there seems to be no excuse for the lack of organization which appeared to exist. This was largely due, in our opinion, to the easy-going disposition of the warden. His personality and his lack of energy and oversight have prevented his making any real contribution to the administration of the institution.

Lieutenant-Colonel Craig was the senior inspector conducting the investigation into the alleged shooting into the cell of Timothy Buck, which is fully dealt with in chapter VII of this report, and he signed the report which is condemned in that chapter. He also conducted the enquiry into the coal shortage at Kingston Penitentiary, referred to in chapter XXIV of this report, and he signed the report which is criticized in that chapter.

Deputy Warden

The deputy warden had experience for some years as an electrical engineer and contractor in London, England. He came to Canada after the war, in which he gave distinguished service with the Imperial Forces, and entered the penitentiary service in October, 1924. He was acting deputy warden at British Columbia Penitentiary in 1929, and was transferred to Collin's Bay Penitentiary as deputy warden on April 1, 1930.

The deputy warden impressed your Commissioners favourably. He appeared to be efficient in the performance of his duties, a good disciplinarian, and, at the same time, handled the inmates with apparent fairness and justice.

Chief Keeper

The chief keeper was appointed to the penitentiary service as a temporary guard at Kingston Penitentiary in November, 1920, and promoted to keeper on September 1, 1927. In March, 1930, he was transferred to Collin's Bay Penitentiary as acting chief keeper, and on April 1, 1930, his appointment was made permanent.

Your Commissioners received many complaints from inmates and officers as to his use of foul language and abusive treatment. We regret to find that there was sufficient corroboration of these complaints to satisfy us that they were well founded and that this was known to his superior officers.

Transportation

Representations were made to your Commissioners by the officers of this institution that, due to the location of the penitentiary and the lack of living quarters, arrangements had to be made for officers to be conveyed in penitentiary trucks to and from their work. It was stated that the average cost of transportation of individual officers who do not own cars was four or five dollars per month. Officers are required to be on duty at specified times regardless of weather conditions and may be fined for failure to report on time. In the circumstances, your Commissioners believe that this is not an unreasonable arrangement, and that consideration should be given to the provision of suitable transportation.

Your Commissioners are also of the opinion that the staff in this institution is out of proportion to the population; there being between 90 and 100 officers on the staff for an average population of about 200.

Recreation

Your Commissioners were informed that since December, 1936 inmates have been permitted to leave their cells between six and eight p.m., Tuesdays, Thursdays, and Saturdays of each week, and to talk and join in authorized recreation in the corridors of the cell block. We were informed by the warden that the conduct of the prisoners during these periods was exemplary and that this change in treatment appeared to be having favourable results. The chaplains expressed similar opinions.

The following statement, referring to this diversion period, is contained in a letter from the warden to the Superintendent, dated December 13, 1937:

"This mental relaxation has proven, as anticipated, to be of much benefit. No relaxation of discipline or order has been attempted at any diversion period during the thirteen months period the practice has been in effect."

In an accompanying report, the Protestant chaplain states his opinion of the diversion period as follows:

"Since this has been started I have noticed a decided improvement in the temperament of the convicts.... When I visited the prison during the time a period was in progress, I was impressed with the general tone of quietness and the orderly manner in which it was being conducted. I believe it will mean much to promote discipline and the sense of honour and co-operation for the good of both officers and convicts."

It was also stated by the warden that radio equipment was being installed in the two cell blocks and that head phones were to be placed in each cell. The cost of the equipment was to be paid for by a weekly deduction from the "peculium" of each inmate who desired the privilege. The views of your Commissioners on this subject are expressed in another chapter of this report.¹

Bathing

The installation of two showers on each range of cubicles in the new cell blocks permits each inmate to have three baths per week. Prisoners are shaved twice a week instead of once.

Education: Library and School

The library, as of February 23, 1937, consisted of 3,767 books and magazines. On the whole, these appear to be in good condition and the library well kept and adequately catalogued.

The school was disappointing in every respect. With nearly 200 inmates on the register, the enrolment was only twenty-one, and the average actual school attendance from eight to ten, or approximately five per cent of the total prison population. The teacher stated that the reason for this was the pressing need for construction, and the warden informed us that if penitentiary school regulations were observed they would not have sufficient work gangs for construction work and that as a result this would be disorganized. His attitude is characteristic, and it is much to be regretted that eight years after its establishment the situation generally in this institution should be such as it is. The teacher-librarian had one inmate assistant until February, 1937. At the time of your Commissioners' visit there were two.

¹ Chapter VIII.

CHAPTER XXVI

WOMEN'S PRISON

All women sentenced to serve terms of two years or over or to life imprisonment are incarcerated in the Women's Prison at Kingston. Until 1910, female prisoners at Kingston Penitentiary were incarcerated in a ward for females that formed a part of what is now the north wing of the penitentiary. In that year, a separate block was opened with accommodation for thirty-four female prisoners. This was occupied by females until January 24, 1934, when all women prisoners were transferred to the present Women's Prison, which has accommodation for 100 female prisoners.

The south wing at Dorchester Penitentiary had contained a ward for female prisoners until June 6, 1923, when the two staff matrons and the three prisoners confined there were transferred to the Women's Prison at Kingston. Manitoba, British Columbia, and St. Vincent de Paul Penitentiaries have not been provided with accommodation for the reception of female prisoners. So far as the records disclose, no females have been received at any of these penitentiaries. Saskatchewan Penitentiary has a room set aside for the accommodation of female prisoners and temporary matrons. Female prisoners may be held there pending their transfer to Kingston.

Construction

The construction of a new Women's Prison was commenced in May, 1925. It was located adjacent to, but outside the walls of, Kingston Penitentiary. The building was occupied by the female prisoners for the first time on January 24, 1934. Construction of this building has been characterized, not only by delays, but by quite unnecessary structural changes and alterations that have added greatly to the cost.

The cost of the building, including material, labour, and departmental charges, amounted to \$373,781.15. Your Commissioners were informed by the accountant of the Penitentiary Branch that it is impossible to figure the extra cost occasioned by alterations after the original plans were completed.

The wall of this prison is sixteen feet high, and is surrounded by ten feet of woven wire fabric supported on galvanized iron pipe posts; the whole twenty-six feet being topped with six lines of barbed wire and electric lights placed at intervals of approximately 100 feet. No towers for mounting guards were provided, and this is given as the reason for surmounting the wall with fencing. The cost of this boundary wall was charged to a separate account, and amounted to \$84,876.67. This included the cost of material and labour. The total length of the wall is approximately 2,280 feet. The cost is, therefore, approximately \$20 per foot for materials alone, an expenditure wholly unwarranted for an institution of this character.

The cost for the maximum accommodation of 100 prisoners would be roughly \$4,585 for each inmate. If an average of forty is taken, this figure being in excess of the average for the past ten years, the capital cost per inmate would be about \$11,465.

Population

The average daily population of this prison during the past ten years has been as follows:

1928..	39	1933..	46
1929..	34	1934..	34
1930..	37	1935..	31
1931..	47	1936..	26
1932..	51	1937..	29

The average daily population for the ten years 1928/1937 has been approximately 37.

It will be seen that the largest number of inmates in this prison in the past ten years was in 1932, when there were 51, and the lowest 26 in 1936.

The following tabulation shows the female receptions at this prison, and the provinces in which these females were convicted, for the five years ended March 31, 1937:

Year	P.E.I.	N.S.	N.B.	P.Q.	Ont.	Man.	Sask.	Alta.	B.C.	Total
1933.....		2	2	1	6	1		2	4	18
1934.....			1	4	5	1	1	1		13
1935.....		2		9	3				1	15
1936.....			1	2	4		1		1	9
1937.....		1		3	6	1		1		12
Five year total...	Nil	5	4	19	24	3	2	4	6	67

The receptions for the past five years have averaged about 13.

When your Commissioners inspected this institution in March, 1937, the number of inmates was 27. Of these, 15 had no previous convictions, and only a very few could be termed recidivists. No trouble seems to be experienced in the discipline of the inmates. Their work consists almost entirely of looking after the institution itself, in cleaning the kitchen and sewing.

Cost of Operation

The cost of operating this prison for the fiscal year ended March 31, 1937 could not be ascertained in actual figures because of some items being included in the costs of Kingston Penitentiary. The figures furnished by the Superintendent, using his estimates where necessary, are as follows:

Staff and administration..	\$ 8,873 41
Maintenance of prisoners..	4,300 42
Discharge expenses..	280 46
Operating expenses..	8,530 24
Maintenance expenses..	390 97
Total..	\$22,435 50

Thus, for the past several years, the average cost of operation per inmate in this prison has been approximately \$750, to which should be added transportation costs and money furnished on discharge.

Transportation Costs

The cost of transporting women prisoners to Kingston from other penitentiaries, from June 6, 1923 to November 30, 1937, is as follows:

From penitentiary at	Number of prisoners transferred	Cost
British Columbia.....	13	\$ 8,887 57
Saskatchewan.....	22	9,540 73
Manitoba.....	15	3,739 05
St. Vincent de Paul.....	57	2,450 83
Dorchester.....	36	7,165 29
Totals.....	143	\$ 31,763 47

The number of female prisoners released from the prison during the same period, together with transportation costs and amounts of money furnished on discharge, are as follows:

Number of prisoners discharged	Transportation furnished	Cash furnished
205.....	\$ 4,153 72	\$ 2,811 15

Total transportation cost during the above period was \$35,917.19, not including extra cash furnished on discharge to those proceeding to distant destinations.

Buildings and Grounds

The prisoners are all confined in barrier cells with no outside windows. This is a very unnecessary form of construction for an institution for women prisoners.

Your Commissioners found the grounds enclosed by the boundary wall of this institution in a disgraceful condition, practically as they had been during construction. The surface was rough and infested with weeds. None of the ground had ever been graded. There were practically no trees, shrubs, flowers, or vegetables. In this respect the Women's Prison presents a marked contrast to any other institution your Commissioners visited anywhere in this or any other country, whether for men, women, or children. It is inferior even to the grounds inside the walls of Kingston Penitentiary. The report of the Superintendent of Penitentiaries for the year ended March 31, 1933 stated, in relation to the *former* female prison, that "very satisfactory results were produced from the small vegetable garden within the enclosure. The flower beds were satisfactorily cared for, and offered considerable relief and diversion to the female convicts." No satisfactory reason has been assigned for the condition of the grounds of the *new* Women's Prison.

This institution has not been inspected since its first year of occupancy. There is no recreation ground within the enclosure, not even a cinder or board walk, and no provision for outdoor exercise or recreation of any kind. Your Commissioners were informed that the open lawn space on the street in front of this building was only sodded in the summer of 1936.

The building itself was found to be scrupulously clean and well cared for. The cells were all clean, neat, tidy, and well arranged. The kitchen, laundry, and sewing-room were all clean and apparently well kept and well managed. Your Commissioners considered that the condition of the switch-board in the laundry was dangerous because not properly guarded. This was drawn to the attention of the warden during our inspection in April, 1937. We understand that subsequently alterations were approved so that all exposed parts would be protected by a surrounding cage and switches would in future be operated by insulated extension handles. Instructions to have the work done were issued in August, 1937. The latest information your Commissioners received was that the work would be completed in February, 1938. Apart from the fact that it was necessary for your Commissioners to bring the matter of this obvious protection to the attention of the warden, it is a striking commentary on the existing system that a matter of this kind should require over six months to remedy.

Staff

The management of this prison is part of the duty of the warden of Kingston Penitentiary. The doctor and the two chaplains of Kingston Penitentiary perform their respective duties for the Women's Prison as well. In addition to these, the staff consists of six matrons.

Education and Censorship

There is no school and no teacher for the female prisoners. This condition seems to differ from the conditions which prevailed when the prison was located in the enclosure of Kingston Penitentiary. The report for 1933, already referred to, states:

"School classes were held during the noon hour under the supervision of the Matron who is a qualified school-teacher, the Penitentiary teacher arranging special matters to be taught, correcting all papers, etc. Sixteen females attended the classes."

The "library" is contained in a small book-case, and consists of about 100 books. Apparently these books are drawn as requested from the library at Kingston Penitentiary.

It would appear that the correspondence of female prisoners is censored in the Women's Prison and again by the male censor at Kingston Penitentiary. This duplication would appear to be unnecessary.

Recommendations

Your Commissioners are strongly of the opinion that the number of female prisoners confined in Kingston Penitentiary did not justify the erection of the new Women's Prison and that its further continuance is unjustified, particularly if arrangements can be made with the provincial authorities to provide custody and maintenance for such prisoners in their respective provinces. Enquiries in the various provinces lead us to believe that there would be no great difficulty in making such arrangements. This would have the advantage of eliminating the expense of transporting prisoners from eastern and western provinces. At present the female prisoners brought from a distance seldom see any relative during the period of their incarceration. There are no compensating advantages, but only the heavy operating expense already referred to. Until arrangements can be completed with the provincial authorities, your Commissioners recommend:

- (1) That the grounds inside the wall be ploughed and graded and generally improved, provision being made for trees, shrubs, flowers, and vegetables;
- (2) That provision be made for suitable outdoor exercise and recreation, and that some walks be built at once;
- (3) That inside recreational facilities be improved;
- (4) That suitable educational facilities, including appropriate vocational instruction, be provided.

Your Commissioners are of the opinion that this building could be utilized in carrying out the recommendations made elsewhere in this report regarding the better classification of prisoners.

CHAPTER XXVII

MANITOBA PENITENTIARY

Buildings and Grounds

The building program in progress at this penitentiary appears to be incoherent and without definite plan. As in other places, the motive seems to be to provide employment for prisoners rather than a co-ordinated scheme of prison development.

The present plans involve the conversion of certain old cell blocks into new cell blocks, which is commendable, the completion of the administration building, which will be accomplished in about eighteen months, and the extension of the boundaries to enlarge the area within the walls from eleven acres to twenty-four acres. The boundary wall has been partially constructed and has already commenced to crack in such a manner as to indicate very defective construction. We are of the opinion that the work should be stopped and the whole plan reconsidered. A considerable sum of money has already been wasted on this project.

The accommodation for the staff is inadequate. It is unreasonable and unnecessarily humiliating to ask the members of the staff to live under the conditions that now exist in the officers' tenements belonging to the institution. These houses were built fifty years ago; they are without sanitary conveniences, and prisoners themselves are much more comfortably housed in their cells than the officers in the penitentiary tenements.

Your Commissioners are of the opinion that this state of affairs is destructive of the morale of the officers and that immediate steps should be taken to provide the staff and their families with respectable accommodation. In a large metropolitan centre the homes which are provided for the staff would, indeed, be condemned by the medical authorities.

General Discipline

Discipline at this institution appears to be lax. This, however, may be accounted for by the fact that both the office of warden and deputy warden are now vacant, and have been for some considerable time.

Warden and Deputy Warden

These offices are both vacant and, in the opinion of your Commissioners, should not be filled until the Prison Commission has had an opportunity of giving the matter full consideration. Your Commissioners have some doubt as to the ability of the present acting officers to fill the positions they now occupy.

Industries

As in other penitentiaries, the chief employment provided for the prisoners is building and construction. When the construction work is completed there will be little scope for productive work in any of the shops.

Distribution of labour during the last year was as follows:

	Average number of men employed daily
Carpenter and tin department..	25.9
Blacksmith department..	14.33
Mason department..	45.9
Shoe department..	5.8
Tailor department..	21.38
Mail bag department..	9.64

The total population at the beginning of the year 1935-36 was 332, while at the end of the year it was 273. It will be noted that the above trades provide employment for a comparatively small proportion of the population.

Farm

The farm operated in connection with Manitoba Penitentiary consists of 1,100 acres, of which 675 acres are under cultivation. The land is poor. The produce of the farm that was delivered to the commissary department during the year 1935-36 was valued at \$4,207.47. The largest single item produced was pork, which amounted in value to approximately \$1,900.

A dairy herd existed at this farm until two years ago when it was discontinued. The present intention is to construct new farm buildings and, after these have been completed, to acquire another dairy herd.

Your Commissioners are of the opinion that careful investigation should be made at once to determine whether a dairy herd would not be a good investment at the present time. Although the buildings are old and probably not suitable for a high class dairy farm, it may be considered that, with some repairs, sufficient accommodation could be afforded to develop a herd that would effect considerable saving to the Government.

Recreation

In view of the bleak surroundings and isolated location of this penitentiary, steps should be taken, in addition to providing better housing conditions for staff, to provide means of recreation.

The members of the penitentiary staff have a difficult and exacting task to perform while they are on duty. We believe that it would assist them to perform these duties more efficiently if they were provided recreation grounds and facilities for their leisure hours.

Recreation for inmates is confined to volley ball and quoits, and these only for a few of the prisoners. Many complaints were received as to this limitation.

Young Offenders

The young prisoners have been segregated at Manitoba Penitentiary, but, apart from this segregation, they have received no special attention. When the order to segregate the young prisoners was received at the penitentiary, those who were employed in the shops and receiving some measure of trade instruction were taken out of the shops and assigned to the most menial tasks in the institution, i.e., excavating and scavenging. This naturally has created great resentment among the young prisoners. It is the opinion of the officials at the penitentiary that such a system of treatment for young offenders is no improvement upon that which prevailed before the change.

Classification

The classification board in this penitentiary has made an attempt to function pursuant to the relevant regulations, but, as in other penitentiaries, very few records have been kept. The information prepared by the Protestant chaplain has been of assistance to the board, but the limitation of opportunities for industrial work in the institution makes it difficult for the management to accomplish the results to be expected from classification.

Kitchen and Steward

The food at Manitoba Penitentiary, as at the other penitentiaries, is of excellent quality, and its preparation is above the average to be found elsewhere. The kitchen is clean and well managed. The store room and cutting room are clean and orderly and the refrigerator room well kept. The steward appears to be competent.

Hospital and Medical Service

Adequate medical services are provided at Manitoba Penitentiary, and the hospital is new and complete, but it appears that the building for the new hospital was developed with little knowledge of the requirements of the institution.

The present building was constructed as a school room and chapel, but, after the building was nearly completed, it was decided to convert the lower storey into a hospital. The medical officer of the institution was not consulted about the plans for this conversion, and the hospital rooms that have been provided make it difficult to supervise the inmates while they are confined to their rooms. The windows are small and high and, as was stated to the Commission, a sick prisoner is virtually placed in solitary confinement by reason of the architectural characteristics of the hospital. Although this is the newest and most up-to-date hospital in the penitentiary service, your Commissioners have not seen an institutional hospital in any country they have visited which possesses these peculiar characteristics. Nineteen months were spent in the construction

of this building, which consists only of the Roman Catholic chapel and the hospital. There is no reason why a well planned modern building should not have been constructed.

The equipment of the hospital is satisfactory. It is necessary to have such a well-equipped operating room at this institution because, during the winter season, emergency cases cannot be removed from the institution.

The method of holding sick parades is unsatisfactory. They are held at seven o'clock in the morning, and the inmates are merely paraded past the doctor, with permission being given to those who wish to consult him to drop out. This means that it is necessary for the doctor to view a line of prisoners being paraded past him each morning, which is an unnecessary procedure both for the prisoners and the doctor.

Chaplains and Religious Services

Of the 273 prisoners in the penitentiary at the end of the year 1935-36, 109 were recorded as Roman Catholics, eleven as Hebrews, and 153 as Protestants.

The Protestant chaplain takes a diligent interest in his duties. He makes an effort to become personally acquainted with each of the Protestant prisoners in the institution, and he prepares a memorandum of the information he thus acquires for the use of the classification board, which is somewhat similar to the memoranda prepared by the deputy warden at British Columbia Penitentiary. He lives near the institution and devotes his full time to the service of Protestant inmates. He is performing an earnest and commendable service.

The Roman Catholic chaplain serves only on a part-time basis although he is paid a full-time salary. In addition to his duties as chaplain of the penitentiary he performs similar services at other institutions in the city of Winnipeg and as a teacher in one of the colleges. He realizes that this arrangement is unsatisfactory and that it impairs the services he might otherwise be able to give to the prisoners at the penitentiary. He believes that there is sufficient work to be done by the Roman Catholic chaplain to justify his full-time services. In view of the fact that his salary is being paid on that basis, your Commissioners recommend that steps should immediately be taken to ensure this. It is only fair to this officer to state that he does not retain his whole salary for his own use, but remits a substantial portion to the general funds of the diocese.

Education: School, Library, and Teacher-Librarian

Inmates at Manitoba Penitentiary are not given schooling beyond the eighth grade. The teacher, who is also librarian, has been teaching inmates in their cells in the evenings, and he believes that instruction should be supplied to the more advanced pupils. He is also in favour of co-ordinating school and vocational training to a common end. He

teaches French to English youths, and English to French youths, in addition to mathematics, mechanical drawing, and other subjects not on the regular school agenda. He states that over half his pupils are prepared to study in their cells if supplied with technical magazines, etc. Compulsory education of illiterates is not enforced.

Books and magazines are censored on the basis of crime, sex, immorality, etc. There are an insufficient number of magazines, particularly of the technical kind. They are issued to inmates in numerical order according to the length of time served in the institution. Your Commissioners do not approve of the present method of issuing books and magazines, which are often held three and four months before issuance to the inmates. It is reported that the library has practically fallen into disuse because of the lack of new books, for which there is no definite appropriation. Purchases of new books had fallen from 500 per year to 152. The allowance for magazines is seventy-five cents per capita per year. It appears to your Commissioners that the library service at this institution is in need of complete overhauling to render it satisfactory.

CHAPTER XXVIII

SASKATCHEWAN PENITENTIARY

Buildings and Grounds

The site of Saskatchewan Penitentiary is decidedly advantageous from an institutional point of view and it is convenient to the city of Prince Albert. Connected with the institution is a large tract of land possessing great possibilities of useful development. The buildings, as completed, have been well constructed and are reasonably modern in detail. The cell blocks have been constructed to house a much larger population than is at present confined in the institution, and new workshops and other facilities are constructed to accommodate this maximum population.

Complaints were made to your Commission regarding the heating and lighting systems of the institution, which apparently require complete overhauling. The electric wiring is particularly unsatisfactory. The wires are so small and the circuits so long that it is impossible to obtain more than about fifty per cent illumination from the bulbs. It appears that better results cannot be obtained without complete re-wiring. This was agreed upon in November, 1935, but no start had been made by the early summer of 1937. Meanwhile twenty-five-watt lamps are supplied. These are only fifty per cent efficient. It is no wonder that your Commissioners received so many complaints in regard to the effect of the lighting system on the eyes of the prisoners. It is a commentary on penitentiary construction methods that this institution, which is of modern construction, should be the most deficient in respect to lighting of any penitentiary in the Dominion. This quite unnecessary deficiency should be corrected without delay.

The heating system was not properly installed, and alterations have had to be made to the boilers in order to permit regulation of the heat in the institution.

In 1930, plans were made for the construction of a new boiler room and laundry shop, and for completing the new buildings to accommodate the shops already in existence. These latter were cement work, carpentering, tailor, shoe, blacksmith, garage, and tin and paint shops. The boiler room and laundry are now completed, and the work on the wings to accommodate the other shops was commenced in 1932. The cost was estimated at that time at \$200,000, but a further sum of \$25,000 may now be added to this to cover the increase in the cost of materials. The present plan is to complete building the shop accommodation before other construction is commenced. It is estimated that the part at present under construction, which is now about thirty per cent completed, will cost about half the above sum.

Upon the completion of these shops, it is planned to vacate the old ones, which are not of fire-proof construction, but your Commissioners

are of the opinion that they ought not to be discarded. Steps should be taken, instead, to equip them so that they may form a useful unit in a more co-ordinated scheme of management in the penitentiary.

General Discipline

The discipline in this penitentiary is poor. The guards do not appear to respect the senior officers, and the attitude of the senior officers toward the guards does not appear to merit respect. The effect on the prison population is bad. The whole institution seems to be seething with distrust and intrigue. Members of the staff appear to believe that they are constantly being spied upon, both by their associates on the staff and by the prisoners, and that senior officers are willing to accept the stories that are told by prisoners about them. The prisoners are convinced that a system of espionage exists among them, and that certain prisoners are rewarded for bearing tales to the senior officers and that they are punished as a result of such information. The deputy warden admitted that he had received tales from prisoners and had accepted them, but he contended that it was his duty to do so. The warden also admitted that in certain instances he took action against prisoners on the strength of information conveyed to him by other prisoners. An example of this is given, as follows:

In May, 1935, a prisoner asked to be changed from the gang in which he had been placed because he anticipated trouble and did not wish to be involved in it. Other prisoner "stool pigeons" also reported that trouble was imminent, and officers discovered that notes were being passed. As a result of this information the warden ordered segregation of those who might be expected to be involved in the disturbance. The selection of these men he left to the deputy warden. The deputy warden when questioned on the subject of "stool pigeons" stated that, although all information from prisoners could not be relied upon, the information of certain ones could be accepted with confidence. He admitted that he depended to a certain extent upon such information. In selecting the inmates who were to be segregated to prevent the predicted riot the deputy warden did not attempt to secure the notes which were being passed and which might have given proof of the implication of certain inmates, but relied, instead, upon the names submitted to him by inmate informers. The warden when questioned about the matter stated that he did not ask the deputy warden how he secured the information on which the men had been selected for segregation, but that he presumed that they had been selected because they were either known agitators or because of some information received by the deputy warden. In any case, the warden approved of the steps taken by the deputy warden and left the details entirely to him. As a result of this information a number of inmates were removed from their cells and placed in segregation. This was done without any trial, without any questioning of the men, or any attempt to discover if they were implicated. The warden stated that he did not regard this as any injustice to the men involved because he did not consider that he was

punishing them. He admitted, however, that the inmates thus segregated might regard the matter in a different light.

While information received gratuitously from inmates should never be entirely disregarded by the penitentiary management, your Commissioners cannot too strongly condemn any system of regular espionage by chosen informers. The effect of such a system of espionage destroys reformatory influences, causes hatred and distrust, permits favoritism and injustice in the treatment of inmates, fosters laxity on the part of the staff, and is antipathetic to the basic ideal of British justice.

It was also admitted by the deputy warden that he received reports from the inmates about his officers, although he denied that there were informers among the officers as well. The insidious spread of distrust among members of the staff can well be understood in the light of such admissions. Its effect is subversive to all good discipline, to *esprit de corps*, and to the reformation of the inmates.

The unfortunate effect of permitting members of the staff to retain contraband articles taken from the inmates was evident at Saskatchewan Penitentiary. The undesirable effect was further heightened by the selection of one man, the physical training instructor, to make all searches. It made him particularly disliked by the inmates, and charges were made concerning him by most of the inmates who appeared before the Commission. The information of inmate informers was made use of to indicate when certain men might most profitably be searched.

The method of enforcing the rule forbidding the pursuit of hobbies in the cells was highly objectionable. Charges were made that officers would often overlook the manufacture of little articles in the cell until they were completed, when the articles would be confiscated. In connection with the practice of removing the cellophane wrapping from tobacco before it was issued to the inmates, the warden stated that this had been done because the inmates made picture frames from the cellophane and the officers sold such frames in the city of Prince Albert.

It was reported to your Commission that the staff were terrorized, that trafficking was prevalent, and that members of the staff were afraid to discuss these conditions because they could not trust each other. Strong representations were made by members of the staff in favour of some means by which they could present their grievances to some higher authority than the warden, who was opposed to meetings or discussions by the officers. It was stated that they were prevented from making collective representations and that, if an individual officer made any representation, he was singled out as an agitator. This attitude of the warden was evidenced in connection with representations being made to your Commissioners.

If this prison is to function efficiently it will be necessary for strong action to be taken, not only to restore discipline, but to restore confidence and respect both in the staff and the prison population.

Complaints were made that officers were punished by being kept for periods as long as eighteen months on tower duty. This action is inexcus-

able. If an officer is not fit to do his regular tour of duty in the institution he should be discharged, but not be detailed to spend month after month confined for his hours of duty in a tower. Some of the officers stated that their confinement was nearly as bad as that of the prisoners. With this we are inclined to agree. This action is destructive of the morale of the staff and must have an effect on the prison population.

Industries

The "industries" carried on at present at Saskatchewan Penitentiary cannot rightly be termed industries; they are rather services to the penitentiary. Certain equipment necessary to the institution is fabricated and repairs required to be made are done from a point of view of service to the institution. These are necessary, but, considered as training for the prisoners with a view to rehabilitation, they are of little, if any, value.

The Farm

This penitentiary has connected with it a farm consisting of approximately 1,600 acres. During the year 1935-36 only 828 acres were placed under cultivation, as follows:

Wheat..	60 acres	Hungarian millet.. . . .	60 acres
Oats..	221 "	Hay..	174 "
Peas..	7 "	Potatoes..	65 "
Barley..	116 "	Garden..	47½ "
Buckwheat..	10 "	Horse pasture..	20 "
Green feed..	25 "	Hog pasture..	11½ "
Flax..	6 "	Summer fallow.. . . .	52½ "

A full report on the farm is contained in appendix II to this report.

Recreation

The only forms of recreation provided are physical exercises, volley ball, and horse-shoe pitching. The physical training instructor admits that the prisoners regard him as the most disliked officer in the institution because he is assigned all searching and confiscating duty. Putting prisoners through physical drill is not an easy task, and if they are to derive the maximum benefit from it, the physical training instructor must have abundant tact and ability. Your Commissioners are doubtful if the present officer is qualified in this regard.

Young Offenders

The young offenders have been segregated in a cell block, which is partitioned off from the other cell blocks and where no contact is permitted between the young prisoners and other inmates in the institution. There are two tiers in the cell block for the young prisoners, and two classes (A-1, and A-2) have been established.

Grade A-1 prisoners are permitted greater privileges than those of grade A-2. Their cells are on the lower tier in the cell block and they are permitted to eat in association in the corridor in front of their cells. In the evening they are permitted certain games, in the nature of supervised

gymnastics in this corridor, and an effort has been made to provide them with some educational training. One of the guards in charge is a university graduate and has taken a particular interest in the education of these young men.

In establishing two grades it was hoped that those in grade A-2 would seek to be promoted to grade A-1 and would by their good conduct earn that reward, while those in grade A-1 would seek to observe good conduct to keep from being demoted to grade A-2. Unfortunately this arrangement has not been a success.

The A-2 class inmates are kept in their cells in the evening and watch the A-1 class enjoying their special privileges in the corridor below. The result has been to stir up an intense feeling of jealousy, bitterness, and resentment, which has grown to such an extent that, in prison parlance, the members of grade A-2 class are regarded as "the big shots," and their attitude is that it would be a reflection on their maturity in crime to be recipients of the special privileges enjoyed by those of grade A-1 below.

While the grade idea has no doubt been successful in England, it cannot be carried out when there are only two grades and these are in daily contact with one another. The situation in Saskatchewan Penitentiary is highly unsatisfactory, and prisoners and guards alike are agreed that the antagonism which exists between the grades is destructive of reformatory influences.

No interesting or beneficial work is provided for these two classes of young prisoners and there is not opportunity for them to learn a trade. The employment that is provided is mostly of a monotonous labouring type, which does not, in any sense, train them or give them increased qualifications for earning a living after their discharge.

One of the officers who appeared before your Commission stated that under the present circumstances it was almost impossible to keep these youths from the influence of adult inmates and that there was no opportunity to put them into suitable employment. The work in which they have been engaged is shovelling coal and snow—a miserable task. This officer was also of the opinion that the classification between A-1 and A-2 in the same cell block is unsatisfactory.

It appears that, notwithstanding all the difficulties encountered in making the experiment, the segregation has been of some benefit, but it has not accomplished the desired results.

Classification

The classification board at Saskatchewan Penitentiary has made an anaemic and unsatisfactory attempt to perform its duties. The medical officer, who is one of the most important members of the board, had only attended a meeting of the board on one occasion since his appointment in 1936, and on that occasion for the purpose of being instructed as to procedure at such meetings. The medical officer stated that he had been excused by the warden and had received no further notice to attend

meetings of the board. The warden admitted that he had "tacitly" excused the doctor from attendance. It was stated that the previous medical officer had only attended three meetings of the board.

No proper record of the meetings of the classification board was kept. Certain forms were filled out relating to various characteristics of the inmates, but these were in code, i.e., A-1; 2.4; x; y; z, which is unintelligible to anyone investigating the history of a prisoner and valueless as a case history sheet. The regulations call for a reclassification of the prisoners during the sixth month of their confinement. No effort is made to observe this rule at Saskatchewan Penitentiary, and, when the warden was asked why it was not observed, he stated, "Because we have not had the employment, and the adult classification board is a farce."

For a short time some attempt was made to institute what the warden called "a personality analysis of the prisoners," but this was shortly discontinued. According to the regulations, the proceedings of the classification board should be made available to the Remission Officer, but the warden stated that the Remission Officer had never asked to see them. It is doubtful indeed if such records as have been kept at this institution would have been of any value to him even if he asked to see them.

Kitchen and Steward

The food supplied at Saskatchewan Penitentiary, as at other Canadian penitentiaries, is of good quality and, if it were properly prepared, would provide quite satisfactorily for the inmates. The kitchen and offices connected with it, however, were found to be unsatisfactory, and dishes were improperly washed, having a greasy coating that showed a lack of ordinary cleanliness. The kitchen is about to be moved to new quarters. These should provide more suitable facilities.

Many complaints were made to the Commission that mouse droppings had been found in the food. As a consequence of these complaints, a member of the Commission, accompanied by one of the secretaries, visited the store rooms. It was discovered that a bag of oatmeal had a large hole chewed in the side of it, and it was evident that mice had constant access to the supplies. Salt bags were literally covered with mouse droppings and, in the refrigerator or cold storage room where butter and flour were stored, a bag of flour had a hole three or four inches in width chewed in it, and there was abundant evidence of the constant access of mice. The state of these storage quarters was disgusting. The mice had made a hole in the lower part of the door jamb, their presence was quite obvious, and yet no one had shown the interest or initiative to close the hole that gave the mice access to the food. Your Commissioners can find no justification for this carelessness and neglect of duty. There is cement and tin available to ensure mouse-proof storage and, while the steward is subject to censure, the warden must bear the final responsibility. It is inconceivable that this situation would be tolerated in a well-managed institution.

Hospital, Doctor, and Medical Services

The hospital accommodation provided at Saskatchewan Penitentiary is elaborate, expensive, and unsatisfactory. Security is carried to the extreme. All patients are provided with cells. This appears to be unnecessary in such a comparatively modern institution. Your Commissioners are of the opinion that arrangements should be made for some ward accommodation in the hospital wing at this institution which would provide more cheerful surroundings without seriously affecting the custodial care.

Tubercular patients are not receiving proper attention at Saskatchewan Penitentiary. While your Commissioners were sitting in the institution two of these patients presented a pitiable spectacle. They lay helplessly in the corridor adjacent to their cells, and one of them died while the Commission was at the penitentiary. There are no proper facilities for treating serious cases of this kind and they should be removed to some other type of institution. The hospital attendant complained that he was not provided with the right type of inmates to act as cleaners, and that the inmates sent to him for this cleaning had no idea of the cleanliness required in a hospital, being more suitable for work on the farm. This is a condition that could easily be remedied by the exercise of a little judgment.

Chaplains and Religious Services

The Protestant chaplain joined the staff of Saskatchewan Penitentiary on the 3rd of May, 1935 on a full-time basis.

It is his custom to spend the noon hour at the institution, to attend choir practice once a week, and to conduct service each Sunday in the Protestant chapel. In addition to the regular service he conducts a bible class on Sunday afternoon that is attended by about twenty-five prisoners. On Tuesday evenings he teaches young prisoners mathematics and geography.

The last annual report shows that, of a total population of 345, 123 were recorded as Roman Catholics, 217 as of Protestant denominations, four atheists, and two Jewish. The normal attendance at Protestant chapel is stated to be about 125. It appears that a large number of prisoners have asked to be excused from attendance at chapel on the grounds that they cannot conscientiously attend either the Protestant or Roman Catholic service. The chaplain is of the opinion that it would be more satisfactory to have voluntary service rather than to ask those who do not desire to attend services to make this declaration.

The chaplain does not visit the prisoners in their cells, nor does he appear to spend any time moving about the institution, but rather prefers to have prisoners "paraded" before him for interviews. Your Commissioners do not think that this is an effective way to gain the confidence or respect of the inmates, and are of the opinion that the Protestant chaplain does not devote sufficient time to his duties.

The Roman Catholic chaplain has had considerable experience in the penitentiary service. He was first engaged as chaplain in 1924, and, after an absence of a few years, returned again in 1934.

He conducts services on Sundays and at the noon hour during week days and attends at choir practice. He does not move about the institution or visit the men in their cells or at their work. As in the case of the Protestant chaplain, your Commissioners are of the opinion that much more time should be devoted to his duties at the penitentiary.

The Catholic population is only about half that of the Protestant population, but, at the same time, there are many services which ought to be performed by the Catholic chaplain to which he is not devoting sufficient attention.

Education: School, Library, Teacher and Librarian

The school teacher is also the librarian. His hours of duty are from 7.30 a.m. until the evening closing of the prison, except on Saturdays when his duties terminate at noon. Insufficient accommodation is provided in the school room, and an overflow class is being held in the chapel.

The accoustics of the school room are extremely poor. It is difficult for the pupils and the teacher to hear one another. One of your Commissioners made a test of this and found that acoustic properties seriously interfered with educational instruction. Ventilation in the school room is also bad, and there are inside storm windows on both windows that are never removed. The heating system should be so adjusted that it would be unnecessary to raise the temperature of the whole building when a higher temperature is required in one room.

The school master is assisted by two inmate monitors who appeared to be competent and efficient. In addition to his duties as teacher and supervisor of his assistants in the school, the teacher must also act as librarian. He is also called upon to supervise the work of ten prisoners who are employed as bookbinders, and who repair and renovate damaged books. Repairs are also made to books from the Prince Albert city library. The teacher-librarian is compelled to devote about sixty-five hours a month to taking stock of the school and library equipment. He is called upon to inspect books and manuscripts that are delivered to the institution, interview new-comers into the penitentiary with a view of determining their educational necessities, and supervise their reading. He is a member of the classification board, and should perform an important duty as such. He is also charged with keeping a record of all private subscriptions of magazines and books to the library. It is quite evident that the multitudinous duties required to be performed by this officer cannot efficiently be carried out by one man.

Warden

Lt.-Col. W. H. Cooper was first taken into the penitentiary service in August, 1920, as a temporary guard at St. Vincent de Paul Penitentiary. In the same month he was appointed to the permanent service, and, in

October, promoted assistant to the warden. On the same date he was transferred and permanently appointed warden of Manitoba Penitentiary. On September 1, 1923, he was transferred to the position of warden at British Columbia Penitentiary. On February 17, 1928, he was retired to promote efficiency and harmony, and was paid a gratuity of \$1,484.47.

This officer's retirement followed a lengthy investigation by one of the inspectors. A report was made by the inspector, and the Minister of the day concurred in the conclusion of the report and directed that the necessary steps be taken for his retirement.

In January, 1932, the wardenship of the British Columbia Penitentiary became vacant and the position was advertised in the usual way. On January 25, a letter was received by the Department from the Secretary of the Civil Service Commission requesting information as to whether the position could not be filled by promotion within the Department. The Department's reply to the letter does not appear on the files of the Penitentiary Branch. No action appears to have been taken until May, 1932, when the Department advised the Secretary of the Civil Service Commission, that, if Lt.-Col. Cooper was found to be the successful candidate in the competition, the Department would not object to his appointment because of anything concerning his previous employment in the service.

On May 18, the Secretary of the Civil Service Commission wrote a letter to the Department asking to know the reason why Lt.-Col. Cooper had been retired from the service. The Secretary was advised that he had been retired under section 32, paragraph 3 of the Penitentiary Act. It does not appear that he was advised of the reasons.

On May 30, Lt.-Col. Cooper was appointed permanent warden of the British Columbia Penitentiary. In February, 1935, he was transferred to the same position in Saskatchewan Penitentiary. The serious conditions indicated elsewhere in this report that exist at Saskatchewan Penitentiary are, in a large measure, due to the mismanagement of the warden.

He does not appear to be able to command the respect of either the officers or the prisoners; he carries petty militarism to the extreme, and he appears to be constitutionally unfitted for the office he occupies. He is arrogant and over-bearing in his manner toward the members of his staff and yet inefficient in his administration of the institution.

Having regard to his long experience in the penitentiary service, your Commissioners do not believe that this officer is likely to show such improvement as would justify his retention in the service.

Deputy Warden

The deputy warden of this institution must take a share of the responsibility for the highly unsatisfactory state of staff discipline in the penitentiary.

When before your Commissioners, the deputy warden sought to justify his keeping an officer on tower duty for two years by stating that the man talked broad Scotch. He contended that changing guards from one tower to another was in compliance with a bulletin, which required officers' duties to be changed bi-monthly in order that officers might become experienced in all custodial posts. He also admitted that he had segregated prisoners and deprived them of certain privileges on the strength of stories told to him by other prisoners whom, he said, he could trust. In one case, prisoners were segregated solely on the strength of a list of names given to him by a prisoner of most disreputable character. We do not believe the word of this inmate ought to have been accepted without supporting facts. It was only natural that these prisoners should feel that they had been very unjustly treated. Although the deputy warden is not entirely responsible, yet, in view of the fact that he discussed this action with the warden before it was taken, we believe that his conduct and the attitude taken by him with regard to espionage and informers generally is to be condemned.

CHAPTER XXIX

BRITISH COLUMBIA PENITENTIARY

Buildings and Grounds

The site of British Columbia Penitentiary, which is on a hillside, is difficult to adapt to the ordinary uses of a penitentiary. It has advantages from an artistic point of view but the physical features of the land do not lend themselves to a convenient or practical development of the institution.

With certain exceptions, your Commissioners are of the opinion that, when completed, the present buildings will be sufficient to meet all the requirements of the penitentiary for many years to come. Your Commissioners are also of the opinion that no new extension of the buildings should be made on the present site because, having regard to the character of the land, the available area within the walls is inadequate to meet the needs of any substantial increase of the population.

General Discipline

The discipline among the officers and inmates of British Columbia Penitentiary is better than in the majority of the federal institutions. Both the warden and the deputy warden appear to be respected by officers and inmates alike and, with a few exceptions, are receiving the co-operation of the whole staff. The warden's court is conducted with dignity and decorum and few complaints of unjust punishment reached the Commission.

Many of the staff appeared before the Commission and their representations were presented in such a well organized and concise manner as to demonstrate their suitability for greater training and their eligibility for promotion. The presentation of these representations reflected credit both on themselves and on their senior officers.

A justifiable complaint was made to the Commission as to the number of temporary officers on the staff. Of the forty-five custodial officers employed in the penitentiary, thirty-three were employed on a temporary basis. Two of these have been in the penitentiary service for seven years; eight for six years; thirteen for five years; eight for four years, and two for three years. As pointed out elsewhere, your Commissioners are of the opinion that it is unfair to keep officers in the penitentiary service on a temporary basis for such long periods. After they have shown that they are efficient and capable of performing the duties assigned to them they should be confirmed in their appointments.

Members of the staff also made representations to the Commission in regard to the limitation of the warden's authority to grant temporary leave in special circumstances. According to the present regulations it is necessary for the warden to receive departmental approval before he

may grant temporary leave even in cases of serious illness or death. Your Commissioners are of the opinion that this restriction is subversive of discipline.

Industries

Industries in this penitentiary are not well developed. The largest number of prisoners is employed in connection with the construction of a new cell block now nearing completion, and the nature of the work provided is not such as will enable the inmates to learn a trade that will provide them with any special qualifications for employment when released from custody.

The penitentiary is equipped with a blacksmith shop, carpenter shop, machine shop, tailor shop, laundry, shoe shop, and garage. There is also a farm. Of the 292 prisoners in the institution at the close of the year, 1936-37, 104 were employed in the above shops. It does not follow, however, that, because these prisoners are employed in the shops, they are learning the trades that are followed in them. In most cases there is insufficient work to give the inmates the necessary training in particular trades, and the shops are used for the purpose of producing supplies to meet the requirements of the penitentiary rather than for the purpose of training the prisoners.

Representations were made to the Commission by members of the staff who are employed in the engineering department. They suggested that more definite steps should be taken to exploit all the possibilities of teaching steam-engineering to suitable prisoners in the institution and that, subject to good behaviour, inmates should be continued in the department, given special instructions through classes and otherwise, and permitted to prepare themselves for their examinations, with a view to receiving papers as qualified stationary engineers. Your Commissioners have been informed that in the province of British Columbia steam-engineers are in demand for the lumbering industry, and it would appear that full advantage should be taken of the opportunity for training thus afforded in this department to organize proper classes without delay.

Farm

The farm operated in connection with British Columbia Penitentiary consists of approximately 100 acres. Twenty-six acres were under cultivation during the year ending March 31, 1937. The chief products were potatoes, vegetables, and pork. During the same year, pork was supplied to the steward to the value of \$1,975.33, and vegetables to the value of \$1,522.53. The total produce of the farm for the year amounted to \$4,974.61, on which a loss was shown in the annual statement amounting to \$3,404.23. This loss was shown after charging 4,095½ days' labour against the farm, or \$2,047.75. If the charge for labour were to be deducted a loss would still be shown on operation of this twenty-six-acre farm to the extent of \$1,356.48. Your Commissioners are of the opinion that greater efficiency should be shown in the operation of this farm.

Recreation

Recreation at British Columbia Penitentiary consists chiefly of volley ball, which is played on the small area suitable for the game for half an hour each day.

During the year 1937 the warden installed inexpensive radio equipment in the institution. The cost was approximately \$250, and this was subscribed by the inmates. Loud speakers have been installed throughout the ranges and programs are given at the discretion of the warden. A summary of the news is broadcast daily at noon, and selected musical programs and educational features are broadcast during the evening.

While, no doubt, these broadcasts have the effect of relieving the dulling monotony of prison life, your Commissioners are not convinced that the experiment will prove satisfactory. The noise of the loud speakers in the ranges is most disturbing for prisoners who do not desire to listen to the radio, and innumerable complaints have been received regarding the choice of programs. The prisoners appear to have adopted the attitude that, having paid for the radio, they have a right to choose the programs.

Young Offenders

Young prisoners are segregated from the rest of the population at British Columbia Penitentiary but they are not receiving any training to qualify them for employment after they leave the institution. They are engaged in excavating or other general labour in the yard and do not even receive proper instruction. The school master has made several attempts to organize something of this nature but his efforts appear to have met with little real success.

Classification

An effort has been made to conform to the penitentiary rules and regulations in regard to the classification of prisoners at British Columbia Penitentiary and, although more has been done in this penitentiary than any other in Canada, the work of classification even here does not fully comply with such rules. The deputy warden has made an effort to study each prisoner with a view to obtaining some personal data and, although this is incomplete, it is very much more satisfactory than any that has been found in the other penitentiaries. A memorandum based on the researches of the deputy warden has been attached to the record of each prisoner and is available for the information of any penitentiary official who will consult the file. Several of these memoranda read by members of the Commission showed convincing evidence that this deputy warden was taking an intelligent and individual interest in the inmates.

The prisoners are divided into four classes:

- Class A.—Prisoners under twenty-one years of age and those who attain twenty-one years while undergoing imprisonment who are considered suitable to remain in this class;
- Class B.—Prisoners over twenty-one years of age having no previous convictions;

Class C.—Prisoners over twenty-one years of age with previous convictions in reformatories, jails, or penitentiaries;

Class D.—Prisoners over twenty-one years of age with previous convictions in reformatories, jails, or penitentiaries, and who are considered incorrigibles.

At the request of the Commission, the deputy warden prepared a review of the prison population. This shows that, of 292 prisoners confined in the penitentiary in May, 1937, thirteen, or 4.45 per cent, could be classified as incorrigibles. These prisoners have little or no respect for authority and are constantly inciting other inmates to disregard the rules and disturb the discipline. Another 102 prisoners were classified as habitual criminals or incurable recidivists. For the remaining 190 prisoners there appeared to be some reasonable hope of reformation. The average age of those classified as habitual criminals is thirty-four years; twelve being between twenty and twenty-five years, and thirty-two between twenty-five and thirty years. The report showed that ninety prisoners were without previous convictions and that fifty had been previously convicted but once.

Instructional officers claimed that it was necessary to classify the inmates according to shops instead of selecting those who might be most suitably trained in certain shops. Your Commissioners are of the opinion that this difficulty should be overcome and that, while it is important to group the inmates according to their criminal tendencies, it is also important that they should be trained in employment that is congenial to them and most likely to fit the individual for employment after discharge from the institution.

The practice of classification has been nullified to a certain extent by the transfer of prisoners from one gang to another without following a proper principle of classification.

Kitchen and Steward

The commissary department at British Columbia Penitentiary is in the hands of a new steward who has shown an interest in economical operation. Complaints regarding the preparation of food were not so numerous at this institution, although better equipment, especially ovens, is required. There should also be a shower bath for kitchen workers. It was represented to the Commission that stores might be purchased more economically in the local market than, as at present, through Ottawa. The kitchen and store room were maintained in satisfactory condition and the food was good, plentiful, and reasonably well prepared.

Hospital, Doctor, and Medical Services

A part-time physician is in charge of the medical services of British Columbia Penitentiary and your Commissioners found the arrangement to be working out in a satisfactory manner. There are few complaints in regard to the medical treatment, and the general health of the inmates appears to be good.

Twenty-eight patients, the highest number during the past three years, were admitted to the hospital during the year ended March 31, 1937. No effort is made to treat surgical or other serious cases within the penitentiary. Patients who are seriously ill are removed to the municipal hospital at New Westminster and their treatment there is paid for by the Department. This arrangement seems to have given complete satisfaction, with inmates receiving the best medical and surgical attention and proper nursing care at a moderate expenditure. It has been suggested from time to time that a new hospital should be erected on the penitentiary grounds, but your Commissioners do not believe that, in the circumstance, this expenditure would be justified.

Under the present arrangement, the medical treatment given to the inmates is better than they would receive in a penitentiary hospital, while the expenditure is very much less. The present arrangement might be improved by the expenditure of a small amount of money in the renovation of that portion of the building that is now used for hospital purposes, and the present cells, with the exception of two for dangerous and difficult cases, might be removed to provide a properly equipped ward for the care of cases which are not sent to the Civic Hospital.

Chaplains and Religious Services

The religious services at British Columbia Penitentiary are in charge of a Protestant chaplain and Roman Catholic chaplain. The Salvation Army used to come to the penitentiary for periodical band services of a religious nature but, due to friction which recently arose, these have been temporarily discontinued.

The Protestant chaplain, who was on the verge of retirement when the Commission was sitting at the penitentiary, appears to have given satisfactory service during his connection with the institution.

The Roman Catholic chaplain, who was at British Columbia Penitentiary during the visit of the Commission, has since been transferred to other duties not connected with the prison service, and has been replaced.

Education: School, Library, and Teacher-Librarian

British Columbia Penitentiary possesses a moderately well equipped library, which is deficient, however, in modern technical books. This deficiency is to be regretted, inasmuch as such books might enable prisoners who so desired to pursue studies in technical subjects.

The supply of magazines is supervised by the schoolmaster and the two chaplains. Innumerable complaints were made to the Commission about the censorship of these magazines and, upon examination, they were found in many cases to be well justified. For example, pages were extracted from such reputable magazines as *The Sphere* and *The London Illustrated News* because they contained references to the Spanish Civil War and it was feared that such references might have some communistic influence on the prisoners. *Current History*, *Revue of Reviews*, and *Asia* were taken off the subscription list of magazines.

without any easily understandable justification. Your Commissioners are of the opinion that the censorship of magazines at this penitentiary has reached a state of absurdity. While such reputable journals have been mutilated or barred, other magazines containing mere trash have been permitted circulation.

Your Commissioners are of the opinion that the school in this penitentiary is not well organized and that it is not producing satisfactory results. The schoolmaster is of a highly nervous temperament and, in the opinion of your Commissioners, is not endowed with the personality or judgment to equip him for this difficult and important position. The entire educational service in this penitentiary (school, library, and personnel), requires complete reorganization and improvement.

Warden and Deputy Warden

The warden is William Meighen. He is sixty years of age and has been in the penitentiary service for twenty-three years. The deputy warden is Robert S. Douglass. He is forty-five years of age and has been in the penitentiary service twenty-four years.

The warden appeared to have the full confidence of both the penitentiary staff and the inmates. With the assistance of the deputy warden a discipline has been maintained in this penitentiary superior to that in many other Canadian penitentiaries. There was an absence of any well founded complaints either by the officers or the inmates, which, together with a complete examination of the affairs of this penitentiary, has satisfied your Commission of the efficiency of these officers. The deputy warden is the only officer, exclusive of the Protestant chaplain at Manitoba Penitentiary, who has attempted to maintain case histories of all inmates. He appears to have made a conscientious effort to gain a thorough knowledge of the prisoners and to make it available to the classification board. We think his efforts in this regard are commendable.

PART IV

CHAPTER XXX

REORGANIZATION OF THE PENAL SYSTEM OF CANADA

CENTRALIZATION OF CONTROL OF PROVINCIAL JAILS, REFORMATORIES, AND PENITENTIARIES

Section 1056 of the Criminal Code, Chapter 36 of the Revised Statutes of 1927, with amendments, reads:

"Everyone who is sentenced to imprisonment for a term less than two years shall, if no other place is expressly mentioned, be sentenced to imprisonment in a common gaol of the district, county or place in which the sentence is pronounced; or if there is no common gaol there, then in that common gaol which is nearest to such locality, or in some lawful prison or place of confinement *other than a Penitentiary*, in which the sentence of imprisonment may be lawfully executed."

Section 41 of the Penitentiary Act provides that everyone who is sentenced to imprisonment for life or for a term of not less than two years shall be sentenced to imprisonment in a penitentiary for the province in which conviction takes place. These sections were combined in Section 955 of 55-56, Victoria, Chapter 29, 1892. These provisions, with certain exceptions, were taken from the Revised Statutes of 1886, Chapter 181, Section 28, and also Section 28 of 32-33, Victoria, 1869, Chapter 29, Section 96. These sections had their origin in the Consolidated Statutes of Canada, 1859, Chapter 99, Section 100, and in 14-15, Victoria, 1851, Chapter 2, Section 2, and 6 Victoria, 1842, Chapter 5, Section 3. Prior to this, Chapters 24, 25 and 26 of 4-5, Victoria, 1841, provided for punishment for certain offences, in the following language:

"To be imprisoned at hard labour in the provincial penitentiary for any term not less than seven years, or to be imprisoned in any other prison or place of confinement for any term not exceeding two years."

Section 3 of the 1842 Statutes is the earliest provision to be found fixing the two-year period as a dividing line. That Statute was passed for the "better proportioning the punishment to the offence in certain cases, and for other purposes therein mentioned."

The British North America Act provides that the legislative authority of the Parliament of Canada extends to (a) the criminal law except the constitution of courts of criminal jurisdiction, but including procedure in criminal matters; (b) the establishment, maintenance, and management of penitentiaries; and also provides that the legislatures of the provinces may make laws in relation to (a) the establishment, maintenance, and

management of public and reformatory prisons in and for the province. There is no provision in the British North America Act defining penitentiaries or fixing the dividing line between the prisoners who are to serve terms in the penitentiaries and those who are to serve terms in the reformatories at the two-year period of sentence.

Among the resolutions adopted by the conference of the provinces at Quebec City in 1887, which was called at the suggestion of Honourable Honore Mercier, then Premier of Quebec, was one urging the federal Government to take charge of all prisoners sentenced for a term of more than six months. The suggestion was not accepted by the federal Government of that day.

In 1936, 15,542 persons were committed to provincial institutions without the option of a fine and 9,593 with the option of a fine, while only 2,905 persons in all were committed to the penitentiaries. Thus the federal authorities have control of only a relatively small number of those who are annually committed to prison.

There is no doubt in the minds of your Commissioners that uniformity of administration and the application of scientific principles to such administration, if made applicable to all those who are incarcerated in penal institutions in the Dominion of Canada, would provide a better penal system and one to which the recommendations of your Commissioners could be most fittingly applied. It is obvious, for example, that if different treatment than that recommended by your Commissioners is given to the prisoners in provincial institutions, if classification and segregation are not uniformly instituted, if a different discipline is in effect, and the administration is not supervised by the same authorities, the success of the system recommended by your Commissioners would be jeopardized, and the evils discerned in the antiquated treatment at present in existence would be permanently extended. The federal authorities would be handicapped in the proper treatment of those who come to federal institutions already stamped with the imprints of the multiple provincial institutions.

Every country in the world, except the United States of America and Canada, possesses a centralized penal system. In the United States, offenders against federal laws are sent to federal prisons, and offenders against state laws are sent to state, county, or municipal institutions. These penal institutions are functioning under various systems of control, with consequent inequality in treatment and in punishment. Mr. William J. Ellis, LL.D., Commissioner of the Department of Institutions and Agencies of the State of New Jersey, deplors this situation in the following words:

"In the United States there is no integrated system of dealing with law violators. Local authorities, State authority and Federal authority now operate under almost totally divorced systems and, as a result, prevention of crime and the reformation of criminals has not made satisfactory progress. Responsibility for the individual offender rests with overlapping governmental authorities. The

municipal responsibility in the first place, the county, which includes the municipal, is also responsible, then the state, which includes both county and municipal, and lastly, the Federal Government which includes the other three. Each of the governmental units has, at the present time, made separate and specific provision for the incarceration of offenders."¹

In Great Britain, there existed before 1877 a wasteful chaos in the administration of the prisons. By the Prison Act of that year the ownership and control of all local prisons, with all the powers and duties relative thereto, were vested in the Secretary of State, the cost of their maintenance was transferred to public exchequer, and general superintendence, subject to the control of the Home Secretary, was vested in a Board of Prison Commissioners. The rule-making power of justices having passed to the Secretary of State, a new code of rules was issued in 1878 and, as from April 1 of that year, all the local prisons came for the first time under one single code and one central control. The report of the Gladstone Committee,² which followed in 1898, was accepted by the Home Secretary as a further basis of development in prison administration, and the Prison Act of the same year, which resulted from this report, has remained the authoritative expression of parliamentary opinion on the subject. With the unrepealed portions of the Acts of 1865 and 1877 it forms substantially the legal basis of the present regime. As a result of these measures county jails were abolished, twenty-nine prisons were closed, and the consequent decrease in the number of inmates provided a great saving in the administration of the prisons. Moreover, it has made possible a tremendous decrease in recidivism because of the scientific treatment of prisoners and the uniform policy of the administration.

In England and Wales, with a population of approximately 41,000,000 people, there are now twenty-five prisons to which prisoners of all classes are committed direct by the courts, and these are known as local prisons. Under the Penal Servitude Act there are also four prisons for men and one for women, one training centre, and one preventive detention prison. There are also six Borstal institutions for boys and one for girls.³

In Canada, with a population of 11,000,000, there are twenty-two adult reformatories, seven penitentiaries, and 118 county jails.

During recent years public interest in penology has developed rapidly and, as stated previously, it has been more generally recognized that prisons are not merely places of custody and punishment but also places of reformation and rehabilitation. The many important questions involved in a scientific administration of the penal system cannot be solved as well by several independent administrations, working from different angles and with different points of view, as by one central administration following a definite scientific program under a continuity of policy.

¹ *Annals of the Am. Ac. of Pol. & Soc. Science*, Sept. 1931.

² *Report of the Departmental Committee on Persistent Offenders*. Lond., 1932.

³ Fox—*The Modern English Prison*, Routledge, Lond., 1934.

Classification is the basis of success in penal administration and it cannot function properly unless it is an integral part of a definite program undertaken by a single administrative authority. Sanford Bates, ex-Director of the Bureau of Prisons of the Department of Justice at Washington and now Director of the Boys' Clubs of America, stated¹ that continuity of policy and the focussing of responsibility is most satisfactorily achieved under a single executive who is in touch with the whole problem.

Your Commissioners are well aware of the difficulties to be overcome in such a consolidation, but they are also aware that many of these difficulties existed in England before 1877 and did not prevent consolidation. It is in the power of the Parliament of Canada to amend section 1056 of the Criminal Code, the Penitentiaries Act, and the Reformatories Act, to change the minimum term for which a convicted person may be sentenced to a penitentiary and to prescribe the nature of treatment to be given in federal institutions. Alternately, an agreement might be made between the Dominion and the provinces for the former to take over the administration of provincial penal institutions, paying compensation therefor, in order that persons committed to prison should be committed to federal institutions for terms of less than two years.

Your Commissioners are emphatically of the opinion that without this centralized control of penal institutions the best efforts in prison administration will be gravely handicapped and, in many cases defeated. Until such consolidation is attained, your Commissioners hope that different provincial governments will co-operate with the federal authorities in establishing a system in provincial penal institutions that will follow as closely and uniformly as possible the system adopted in the federal institutions as a result of the recommendations contained in this report.

APPOINTMENT OF A PRISON COMMISSION TO ADMINISTER CANADIAN PRISONS

In our present system the problem of penal administration is too large in scope and too serious in results to be left in the hands of one man. It is noteworthy, as a matter of record, that Canada is practically the only country where the penal system is not administered by some kind of commission or board.

In Great Britain, the Prison Commission is composed of a chairman and two other Commissioners, one administrative and the other medical, and is re-enforced by four assistant Commissioners, one of whom acts as secretary. When the post of Commissioner is vacant, the Crown, on the recommendation of the Home Secretary, appoints a successor, signing and issuing a royal warrant therefor. The Commissioners, their assistants, and the entire headquarters staff are permanent employees, only resigning at such time between the ages of sixty and sixty-five as they or the

¹ *Annals of the Am. Ac. of Pol. & Soc. Science*, Sept., 1931.

Department may decide. Under this system, a continuity of policy can be maintained and the control of prisons, though subject to the will of Parliament, is divorced from the changing views of party policy. Each member of the Commission is responsible for his own share of the work of the Department. Differences of opinion may arise in the course of the Commission's discussions, but, to date, it has not been found necessary on any occasion to bring a question to a vote for settlement.

Each of the three assistant commissioners is allotted a third of the thirty-five establishments under the care of the Commission and, in addition, he is especially entrusted with a particular phase of the prison problem. For example, one might be an expert in security or the size of staff, another in education and aid on discharge, and a third in the training of young offenders. The Prison Commission is a body corporate with a common seal and the power to hold land. It is housed in the Home Office but is for accounting purposes a separate department with its own establishment, of which the chairman is accounting officer. The department is organized in four branches: The secretariat under the chief clerk, the accounting branch under the clerk of accounts, the stores and manufacturers branch under its comptroller, and the works branch under the surveyor of prisons. The method of administration is based on the ideal of uniformity. All decisions of policy are taken in meetings of the board, and the day to day working of the prisons is regulated in the closest detail by a comprehensive body of standing orders issued by the Commission. No prison governor is permitted to depart from these orders. Each assistant Commissioner, other than the secretary, is responsible to the board for the administration and inspection of his own block of prisons or Borstal institutions. He visits these as often as may be necessary. They are also visited by the Commissioners themselves. The accounts of the establishments are audited annually and the work of their clerical staffs is inspected by the Prison Department. The Commissioners present to Parliament an annual report, in which may be found all public statistical matter relative to the nature and composition of prison population with explanatory comments by the Commissioners. The staff of a prison consists of superior and subordinate officers. The superior officers, i.e. governor, chaplain, and medical officer, are appointed by the Secretary of State, and subordinate officers by the Prison Commissioners. Your Commissioners have been so favourably impressed by the efficiency of the English administrative machinery that they strongly recommend that a commission based on these lines be appointed in Canada to take charge of the administration of our penal institutions.

In Canada, the Commission should, for the purposes of administration, be responsible directly to the Minister of Justice and to Parliament in the same manner as the Commissioner of the Royal Canadian Mounted Police.

The Deputy Minister of Justice, in his submissions to the Commission, was emphatically of the opinion that the penitentiaries should not be under the Deputy Minister of Justice for the purposes of administra-

tion. In our opinion, as the Chief Law Officer of the Crown he ought not to be burdened with penitentiary administration.

The Prison Commission, as recommended, would perform the functions now performed by the Superintendent and three inspectors. It would have power to appoint staff, and would act as a central parole board. The members should be removable only for cause.

BOARD OF OFFICIAL PRISON VISITORS

Under the present system existing in the Canadian penitentiaries, what is going on in the institutions is shrouded with absolute secrecy, giving rise to suspicions and misgivings, which are further enhanced by extravagant and biased tales of ex-prisoners and the imagination of sentimentalists. Although, for the sake of security, no undue publicity should be given, a practical check of what is going on should be made.

As stated in chapter V, in dealing with trial for prison offences a serious feature in the penitentiaries is that a prisoner has no outlet whatsoever for his grievances and no appeal lies from prison court sentences, with the result that the prisoner feels that he has no access to a fair administration of justice and is absolutely removed from the protection of his fellow-men.

These two features, namely, the elimination of the veil of secrecy and the necessary outlet for prisoners' grievances, have been effectively taken care of in England by the appointment of the visiting committees and the official Board of Visitors.

Boards of Visitors, similar to the visiting committee and official Board of Visitors in England, should be created. Your Commissioners recommend that these Boards of Visitors, or visiting committees, should be composed of one County Court judge (in Quebec, a judge of the Court of Sessions), one representative of a recognized social welfare association, and a medical doctor. These boards should be appointed by the Prison Commission. Their duties should be to visit and inspect the different penitentiaries regularly, to hear complaints of the inmates and their appeals from the decisions of the prison court, and to make reports of their findings to the Prison Commission.

RECONSTRUCTION OF PERSONNEL

Your Commissioners are convinced that the success or failure of the recommendations contained in this report will depend almost entirely upon the prison personnel to be charged with carrying out the recommendations. The success of every prison system is dependent upon the type of officers in that system.

It is herein clearly indicated that, in the opinion of your Commissioners, it is imperative that several officers should immediately be retired from the service. As soon as the Prison Commission herein recommended has been appointed, a definite plan should be evolved for a complete reconstruction of the personnel on entirely new lines. Heretofore, officers

have been selected with little regard for their ability to perform other than custodial duties. The result has been that there are few officers in the service who have either the capacity or the training to exert any reformatory influence on the prisoners. They are "guards" and nothing more.

An incident which occurred at Kingston Penitentiary during the visit of the Commission to that institution serves graphically to illustrate the force of this statement. One of the secretaries to the Commission was passing through the prison grounds inside the gates (it was obvious that he could not be there without permission) when he was accosted by a senior officer in these terms: "Where the hell do you think you are going?" It requires no imagination to realize the influence that the arrogant stupidity of this officer would have on the prisoners with whom he comes in contact. After a few months' treatment by him even the most penitent prisoner would be stirred to violent antisocial emotions if he still possessed a residue of the red blooded resentment that is so necessary in the ordinary competitive world.

This is a small incident but it illustrates a great principle. Men in confinement for a period of years cannot be treated as if they had forfeited all rights to human consideration, other than to be kept warm and well fed, if they are to be expected to become normal members of society on release. That this principle has been realized with excellent results in England was made apparent to your Commissioners at the time of their visits to the institutions of that country. It was manifest that great importance was placed on the human approach to the prisoners and that in order to make this effective a superior type of personnel had been engaged for prison service. At all prisons visited by the Commission the officers appeared to be men and women of real intellectual attainment, many of whom had extensive university training. Their attitude toward the prisoners distinctly indicated a sincere desire to be corrective rather than merely custodial.

All officers of whatever rank are required to take training and undergo examination. A special school for training officers is carried on at Wakefield in connection with the prison there. The course consists of eight weeks' instruction and one-half week devoted to examinations. The following extracts, taken from the syllabus, indicate the scope and nature of the course and the departmental attitude towards the training of officers:

"No matter what Public Service one deals with—Social or Fighting—if the Personnel is not of the right type for the work in question—I stress that, for the work in question—the results will be poor. This is particularly so in Service where the main preoccupation of the Staff is in dealing with human beings as opposed to finance or commerce. In no Public Social Service is this more true than in the Prison world where we have to deal with both sexes; men and women of all strata of Society, old and young in years of crime, rich and poor, the

good and the bad, and, in some cases, the very bad. How do we, in the English Prison Service, select and train our staff to deal with these men and women?

I propose to confine myself to Male Officers—and to the important details only—later I shall welcome questions and criticisms, and be glad to go into further details if it is of any interest to any particular delegate.

Very briefly, the system of selection is as follows: Men applying to prison or the Home Office are given Forms A. and B., copies of which you have in your possession. The conditions of service are brought to the notice of all members of the Fighting Forces of the Crown shortly before discharge. The completed applications are sent direct to the Prison Commission in London; here the forms are examined by a Commissioner of Prisons, and he selects therefrom those men whom he considers worthy of an interview. These men are summoned in due course, at their own expense, to attend at the Prison nearest their homes, or at the Commission in London, for personal interview by one of the Assistant Commissioners of Prisons. Those considered promising are forthwith medically examined by the Medical Officer, and, if fit, given a written Intelligence Test. Later, if still up to standard, they are summoned to attend a course of 9 weeks preliminary training at the school in Wakefield.

A word about the Staff at the Training School. The Deputy-Governor is in immediate charge, and he is assisted by two Principal Officers, a Physical Training Instructor, and a Judo Instructor. These Officers are specially selected by the Commissioners from the whole Service—they are experienced men of the very highest personal integrity, of great patience, with a capacity to impart their knowledge to other people and possessing an acute sense of humour. They will need it.

The Probationers are housed in two buildings outside and adjoining the Prison—they run their own Mess Committee—(Cooking and cleaning is done by Prison labour) and, whilst they are on the Course, though they wear mufti, they have the full status of an established Prison Officer. They are paid as such, and their service counts towards pension.

As to the Course itself, you have copies of the Syllabus and a few general notes. On the theoretical side, and very broadly, the lecturers deal in sequence with the offender against the law, from the moment he comes in contact with it—in the guise of the police—through, if he is sent for a course of Borstal Training or to a Prison, his life thereat until his release, and, after release, with his aftercare and possible rehabilitation in civil life. This you will see from the Syllabus. Notes on these Lectures are written up in note-books by the Trainees, corrected by the Staff, retained by the men on posting to Prisons, and constitute convenient reference books for them throughout their service. Written examinations are held at half-term, and at the end of the Course.

On the practical side the Trainees do duty in the Prison, in charge of prisoners, but under the regular Staff; they visit the Prison at Leeds, where they make contact with types of prisoners not met with at Wakefield; they visit a Court of Assize, and an approved Home Office School. They undergo a course of Physical Training, not with a view to making them expert performers, but to turning them out fit to take classes of prisoners; and a course of Judo locks and holds for use in dealing with refractory prisoners. Games are arranged with the Prison Staff, and they visit the Prison Camp.

Throughout the Course they are closely observed, interviewed and questioned by the Governor, the Deputy-Governor, the Chief Officer, and their immediate instructors, and in a comparative assessment of efficiency, are awarded marks under such headings as Character, Personality, Powers of Control, Ability to Lead, Alertness, Personal Smartness, and so on, and detailed written reports by each official are prepared. Finally, candidates are interviewed by the Commissioner, who after consultation with the Staff at a round table conference, decides whether they shall be retained or their services dispensed with. At this conference every official gives his full and frank opinion on the man in question from every angle. In some cases great clashes of opinion arise—this is entirely wholesome. Different officials see different aspects of a man's character, for they have served at widely different types of Prisons, and look for various good and bad qualities in the men. It is believed that after nine weeks a fairly comprehensive picture of the man's makeup can be drawn. If there is any doubt as to the man's worth and suitability in every respect—particularly temperamentally—for the work of a Prison Officer, the Service is given the benefit of the doubt, and the man has to seek other employment.

Those who are retained are posted to prisons or Borstal Institutions for a further two months' instruction. This instruction is of a practical nature, short periods being spent in each of the sections of the Prisons, i.e., Reception, Gate, Kitchen, Association, Shops, Working Parties, etc. Lectures are given by the Governor and senior officers, and oral and written examinations are held. Reports are made and submitted to the Commissioners, who decide whether the Probationer will now be posted for duty, his instruction period extended, or his engagement terminated.

If posted for duty, he serves another eight months carrying out the ordinary duties of an Officer, and when he has completed that period—a total of twelve months from first joining—further reports are sent to the Commissioners. If these are satisfactory, his appointment is confirmed; the Probationary Officer becomes established, is a Permanent Prison Official, and a pensionable civil servant.

Some 12,000 men apply annually to join the Service, and to fill some 120 vacancies; i.e., about one applicant in 100 reaches the Training School. Of the men that reach the School some 75 per cent

are ex-service men, and of these some 16 per cent are pensioners, i.e., they have completed some twenty-one years' service in one of the Fighting Forces. Some four or five Courses are held each year, each of forty to fifty men. Approximately 75 per cent of these pass on to Prisons or Borstal Institutions. Candidates for the Medical side go to the Medical Training School at Parkhurst prison in the Isle of Wight for a further two months refresher training in medical duties before joining their regular institutions.

What are the advantages of a Training School over direct entry? I would suggest:

1. One standard of training throughout the service.
2. Concentration on the suitability of candidates by specially selected Prison Officers.
3. An insight into how men react in association with their brother officers.
4. Help in coming to a decision as to which type of Prison or Borstal Institution a particular man is best suited for.

I would emphasize the fact that on these Training Courses we do not attempt to produce the completely trained Prison Officer; only time and experience can do that.

What we do try to do is to give the man a general broad outline of the varied duties and responsibilities that will fall to his lot—at the same time arriving at the most accurate character assessment we can of each individual—thereby assuring, as far as is possible, that only the most suitable go forward.

Finally, what do we want and look for in the English Prison Officer? First of all the temperament must be right. Many an otherwise excellent fellow is temperamentally quite unsuitable. He worries—or alternatively cannot bother with details—he is no use to us. We are most concerned with him as a man, with what he is now and his outlook on life now, rather than with his previous record or intellectual or educational excellence. Many a good man has already given his best in other services.

A minimum standard of education—and that a high one—is, of course, essential; beyond that the manly, straight-forward, self-reliant man of high ideals, great patience, energy and integrity is what we look for and insist on having; ability to get on with his brother officers and a sense of humour are essentials. We make mistakes. The temptations of an Officer are great, and opportunities for disloyalty many. Whether our buildings, our system, or our after-care work is good or otherwise is a matter for argument; we do claim that the personnel of our Service is second to none—it is the aim of the training school at Wakefield to keep it so."

"The Course of Instruction comprises 'a review of the life of a man from the moment he appears in a Police Court to the time when he is

finally re-established in Society on his release from Prison, and combines with it the duties of an Officer at each stage of the man's career.'

Subject

1. Some of the causes of crime.
2. Courts of Justice.
3. Probation.
4. Home Office Schools.
5. Borstal.
6. The Penal System.
7. The Prison Service.
8. The Prison Officer.
9. The ideals of an Officer.
10. The authority of the Service.
11. Security.
12. Gate Duty.
13. Receptions.
14. Classifications.
15. Internal Supervision.
16. Party Control.
17. Progressive Stage System.
18. Visits and Communications.
19. Adjudications and Punishments.
20. Restraints.
21. Sanitation.
22. Observation Duty.
23. Escorts.
24. Bails and Fines.
25. Education.
26. Prison Visitors.
27. Fire Duty.
28. Boilers.
29. Office Routine.
30. The Chaplain's Job.
31. Court Duty.
32. Convict Prisons.
33. The Prison Officers' Representative Board.
34. Prisons of 1950.
35. First Aid (Series of Lectures and Practical Instruction).
36. The Problem of Women Prisoners.
37. The Prison Commission.
38. Discharges.
39. After-care.

Subject to alteration."

Your Commissioners are of the opinion that, as part of the program of reconstruction of personnel, plans should be made to recruit, during the next five years, new officers who have capacity for training, and in suffi-

cient numbers to form the basis of a service that will ultimately be comparable in training, character, and general proficiency, to the British Prison Service or the Royal Canadian Mounted Police.

In order to obtain the right type of officers it is of utmost importance that the selection of these officers should be left entirely to the Prison Commission. Political considerations should have no place in their selection. Efforts should be made to interest university students in this branch of the public service and to assure them an opportunity to make it a career once they have entered the service. The co-operation of the social service departments of the universities of Canada ought to be enlisted with a view to encouraging them to establish special courses for those who wish to enter the prison services.

Your Commissioners are emphatically of the opinion that the idea still held by some of the "old school" that prison discipline cannot be efficiently maintained by men of intellectual attainment is entirely fallacious. The Great War showed that students and graduates took second place to none in courage and discipline in all branches of the fighting services. Many university graduates have entered the police services in Canada and in the United Kingdom, where they have served with distinction. The regulations governing the Metropolitan Police College require that one-third of those entering each training course for officers shall be university graduates. The need of this type of public servant is much greater in the penitentiary service, where the human element is so important and the study of human emotions and human reactions so imperative.

It is hopeless to attempt to raise the standard of the personnel to the necessary levels, however, unless merit is to be recognized as the only basis of promotion and *political considerations are to be entirely eliminated* from the selection and promotion of officers. It is also imperative that the pay of officers should be raised to a standard somewhat comparable to the rates prevailing in other similar services. It is hopeless to expect to get competent penitentiary officers at salaries that are considerably less than the wages paid to street cleaners in the large cities of Canada. The following is the schedule of salaries paid to all ranks in the penitentiary service:

SALARY INCLUDING ALL ALLOWANCES

	Minimum	Maximum
Superintendent.. . . .	\$5,100	\$5,700
Inspector.. . . .	2,940	3,420
Chief Engineer.. . . .	3,420	4,140
Warden—Grade 1.. . . .	3,660	4,440
Warden—Grade 2.. . . .	4,500	5,100
Deputy Warden.. . . .	2,820	3,420
Chief Keeper.. . . .	1,740	2,100
Assistant Chief Keeper (St. V. de Paul. only).. . . .	1,680	2,040
Chaplain (full time).. . . .	2,520	2,520
Chaplain (part time).. . . .	1,620	1,620
Physician (full time).. . . .	2,520	3,120
Physician (part time).. . . .	1,500	1,800
Physical Training Instructor.. . . .	1,440	1,680
Chief Trade Instructor.. . . .	2,040	2,520
Blacksmith.. . . .	1,440	1,800
Bookbinder.. . . .	1,440	1,800

	Minimum	Maximum
Canvas Worker..	1,440	1,800
Carpenter..	1,440	1,800
Farmer..	1,440	1,800
Steward..	1,740	1,920
Assistant Steward..	1,320	1,560
School Teacher..	1,560	1,860
Keeper..	1,560	1,680
Guard..	1,200	1,500
Matron..	1,080	1,200

Your Commission is advised, by the street cleaning department of the city of Toronto, that employees engaged to collect garbage are paid at the rate of \$30 per week on the basis of an eight hour day, or \$1,560 per annum.

Penitentiary service salaries also compare unfavourably with those paid to police officers in representative communities.

The following table shows the salaries paid to all ranks in the Montreal Police Department:

Director..	\$9,000 per annum
Assistant Director..	4,500 " "
Inspector (Detective Bureau)..	4,000 " "
Inspector (Police)..	3,500 " "
Detective-Captains..	2,500 " "
Detective-Lieutenants..	2,350 " "
Police Captains..	2,260 " "
Detective-Sergeants (1st Class)..	2,260 " "
Police Lieutenants..	2,080 " "
Detective Sergeants (2nd Class)..	2,080 " "
Detective Sergeants (3rd Class)..	1,950 " "
Police-Sergeants..	1,900 " "
Constables (1st Class)..	1,800 " "
Constables (2nd Class)..	1,700 " "
Constables (3rd Class)..	1,600 " "
Constables (4th Class)..	1,500 " "
Constables (5th Class)..	1,400 " "

The following shows the salaries paid to all ranks in the Toronto Police Department:

	Annual rate
Chief Constable..	\$8,025 00
Deputy Chief Constable..	6,420 00
Chief Inspector of Detectives..	4,500 00
Assistant Inspector of Detectives..	3,584 50
Inspectors..	3,263 50
Sergeant of Detectives..	2,675 00
Sergeants and Detective Sergeants..	2,514 50
Patrol Sergeants..	2,247 00
Detectives..	2,086 50
Acting Detectives..	2,086 50
First Class Constable..	2,086 50
Second Class Constable..	1,765 50
Third Class Constable..	1,551 50

Certain conditions are made to the above rates for special duties, and a reduction of 7 per cent or 9½ per cent, according to length of service, is made for the Police Benefit Fund.

The report of the Director of the Bureau of Prisons (Federal) of the United States of America for the year ending June 30, 1937 shows that in the past year the minimum salary of custodial officers was increased from \$1,680 to \$1,860.

Your Commissioners are of the opinion that it is an economic fallacy to pay low salaries, which will have the incidental consequence of staffing

the penitentiaries with a type of personnel so inferior as to be reflected in the management of the institutions and in the influence exerted upon the prisoners.

Many officers of the penitentiary staff appeared before your Commission to give evidence and file briefs. Many constructive suggestions were offered that have been most useful to your Commissioners. In addition, the evidence of these officers assisted the Commission to check and gauge the truthfulness of complaints made by the inmates.

A general request was made by the officers that an amendment be made to section 33 of the Penitentiary Act to provide that the family of an officer who has died during service should be granted the same gratuity as he would have been entitled to under section 32 of the Act upon his retirement. Your Commissioners believe that this suggestion is well founded and that as the law now stands great injustice may be suffered. The adoption of this suggestion will not be of great financial consequence. In the course of a few years the gratuity system will have been automatically ended and all the officers will have come under the terms of the Superannuation Act of 1924.

As has been indicated, many complaints have been received at the various penitentiaries in regard to the length of time officers are kept on the staff as temporary officers without being given a permanent appointment. In many cases officers have been kept as long as seven years on temporary employment. Your Commissioners believe that officers who have served a year should either be employed on a permanent basis or released.

A request has been made that provision be made for voluntary retirement, at an earlier age than sixty-five years, for officers who have served twenty-five years or over. We believe this request should be complied with.

Officers on the penitentiary staff who have had active service in the military, naval, or air services, have requested that these years of service should be taken into account in reckoning their years of prison service for the purpose of superannuation. Such provision has been made by the Royal Canadian Mounted Police. We believe that it is just that a similar provision should be made for those serving on the penitentiary staffs.

Particular reference was made to the effect on a portion of the staff of a circular sent out by the Superintendent, dated March 13, 1936.

This circular purported to put into effect the eight-hour day, and contained the following:

"As you are aware the Government of Canada has accepted the policy of the eight-hour day. With this end in view, the penitentiary staffs were increased in 1934."

The effect of this new provision on hospital officers and the engineering staffs was henceforward to require them to do eight hours duty daily and one day of sixteen hours in order to secure one day's rest in seven.

In addition, they were required to work on all statutory holidays. Naturally, this has created a great deal of dissatisfaction in the penitentiaries. The matter should be corrected without delay.

Many matters of prison regulation dealing with the routine management of the prison staff were drawn to the attention of the Commission. Your Commissioners trust that the Prison Commission will, by closer consultation with the wardens than has characterized the past, be able to adjust many of these details with a resultant improvement in efficiency of the staff.

Your Commissioners recommend:

- (a) That an orderly reconstruction of the whole personnel be planned to be completed in not less than five years;
- (b) That a training school be at once organized for penitentiary officers;
- (c) That all applicants for the penitentiary service be required to take the course and pass the necessary examinations;
- (d) That officers at present on the staff be required to take refresher courses at the training school when organized;
- (e) That all hopelessly incapable officers be retired from the staffs;
- (f) That the selection of new officers to fill vacancies be made on merit only, and with a view to selecting officers who, with experience, would be capable of being promoted to senior positions;
- (g) That the pay of officers be brought up to a reasonable level, having regard to the type of service performed.

CHAPTER XXXI

SUMMARY OF RECOMMENDATIONS

We give below, for convenience of reference, a short summary of the principal recommendations in our report. Such a summary is necessarily incomplete and reference should be made to the text of the report for a full explanation of our proposals.

The *underlying principle* to be followed in interpreting the recommendations contained in this report is to evolve a penal system with the primary purpose of protecting society. It is of the greatest importance that this system should be characterized by that firm dignity that is traditional in the British administration of justice. There is no place in it for weak sentimentality or for cruel severity.

Centralized Control

1. The Canadian penal system should be centralized under the control of the Government of Canada, with the federal authorities taking charge of all the prisons in Canada, the provinces retaining only a sufficient number to provide for offenders against provincial statutes, prisoners on remand, and those serving short sentences.

2. An immediate conference between the federal and provincial authorities should be held with a view to obtaining the full co-operation of the provincial authorities in putting the recommendations of the Commission into effect.

Reorganization of Administration

3. There should be a complete reorganization of the headquarters administration of Canadian penitentiaries to include giving effect to the recommendations in this report as to the retirement of certain officers.

4. A Prison Commission, composed of three members removable only for cause, should be appointed with full authority over the management of penitentiaries, empowered to appoint staff, and to act as a central parole board. The Commission should be responsible directly to the Minister of Justice and to Parliament.

5. Wardens should be reinvested with the authority of executive management of the penitentiaries in conformity with the provisions of the Penitentiary Act.

6. A planned reconstruction of the personnel of the penitentiary staffs throughout Canada should be effected in order that officers who have special training will be enlisted in the service.

7. There should be co-operation with the universities of Canada in establishing suitable courses for the training of those who wish to become officers, probation officers, or parole officers.

8. A training school for penitentiary officers should be established on the lines of the courses at Wakefield, England.

9. An outstanding prison authority from England, preferably Mr. Alexander Paterson, M.C., one of His Majesty's Prison Commissioners of England, should be invited to come to Canada to counsel and advise the Prison Commission on the reorganization of the prison system in order to give practical effect to the recommendations contained in this report.

10. After careful study of the penitentiary staffs by the Prison Commission, all hopelessly incapable officers should be retired.

11. New officers to fill vacancies in the penitentiary service should be selected on a merit basis only and no consideration should be given to political influence.

12. The pay of officers should be brought up to a reasonable standard, having regard to the type of service performed.

13. Rules respecting the dismissal of officers similar to those in force in England should be adopted in Canada to make provision that an officer should have an opportunity of being heard before dismissal, and that in all cases he should be advised of the reasons for his dismissal.

14. There should be a thorough and complete revision of the penitentiary rules and regulations based on the principles contained in this report, with special regard to:

- (a) the protection of society;
- (b) the safe custody of inmates;
- (c) strict but humane discipline;
- (d) reformation and rehabilitation of prisoners.

15. An official Board of Visitors should be appointed in connection with each penitentiary. This board should be composed of a county court judge (in Quebec, a judge of the Court of Sessions), a representative of an officially recognized social welfare association, and a medical doctor. It should be under the control of the Prison Commission, and its duties should be similar to those of the boards of visitors appointed in connection with the convict prisons in England.

Classification

16. A complete revision of the methods of classification of prisoners should be made, with provision for a thorough medical and psychiatric examination of prisoners.

17. The necessary legislation should be enacted to provide for sentencing habitual offenders to preventive detention in a separate institution to be provided for that purpose.

18. All incorrigible and intractable prisoners in the penitentiaries should be segregated in one institution.

19. Separate institutions, based on the principles of the English Borstal system, should be established to permit of special treatment being given to young offenders between sixteen and twenty-one years of age. There should also be a classification centre and three grades in each unit, each grade to be separately located and not contiguous to another. Two units should be established at once, one in the province of Ontario, and one in the

province of Quebec, with a further development of the scheme in the Prairie Provinces, the Maritime Provinces, and, in a modified manner having regard to the population, in British Columbia.

20. All insane prisoners should be entirely removed from the prison population and treated in hospitals for the insane.

21. The mentally deficient should be segregated in the ordinary institutions under the direction of a trained psychiatrist.

22. Intractable and recidivist drug addicts should be removed on the order of the Prison Commission to the prison for habitual offenders.

23. A scheme of classification should be established in each prison, having regard to the previous record, social habits, physical condition, educational attainments, aptitudes, and suitable training for future employment, of individual prisoners.

24. A grades and merit system for reformable prisoners, modelled on the system in use in England, should be established.

Prison Discipline

25. Prison offences should be tried before a prison court composed of three officers and there should be a right of appeal to the Board of Visitors. The rules governing prison offences should be simplified.

26. Corporal punishment should be abolished except for the offences of assaulting an officer, mutiny, and incitement to mutiny.

27. The several recommendations contained in chapter V of this report, in regard to prison discipline should be made effective.

28. Concessions should not be granted to prisoners because of riotous and mutinous behaviour. Necessary amelioration of prison conditions should be anticipated by the prison authorities and conceded only on their merits.

Use of Firearms

29. The principle contained in the International Standard Minimum Rules in regard to the use of firearms should be strictly adhered to, namely,—“Officials should never use their firearms nor force against a prisoner except in self-defence, or in cases of attempted escape when this cannot be prevented in any other way. The use of force should always be restricted to what is necessary.”

30. Officers should be thoroughly trained in the use of firearms in order to eliminate inefficiency and danger in their necessary use.

31. The reckless use, or wilful misuse, of firearms or any unnecessary force, should be dealt with in respect to prison officers in the same manner as the commission of any other crime.

32. Gun cages in the shops and chapels should be abolished from all institutions except those for incorrigible or habitual offenders.

Recreation

33. Provision should be made for more outdoor physical exercise, on the principles suggested in chapter VIII of this report, with recreational games permitted according to the age and classification of prisoners. Further provision should be made on the same principles for more indoor recreation.

34. Conversation periods in cells should be abolished and provision should be made for conversation during recreation and exercise periods.

35. Visiting and writing privileges should be extended in accordance with the recommendations contained in this report.

36. Provision should be made in proper cases for the distribution of a weekly newspaper in each penitentiary.

Education

37. A complete reorganization of the educational system should be made in accordance with the recommendations contained in chapter VIII of this report, with special consideration for the young offenders, more frequent library privileges, and a simplified system of book distribution.

Medical Service

38. The medical service should be reorganized to eliminate the sources of criticism indicated in this report.

39. After a careful survey of their respective requirements by the Prison Commission, provision should be made for psychiatric services at all penitentiaries.

Religious Services

40. Chaplains should be selected with a special regard to individual adaptability for prison service.

41. Chaplains should be permitted greater freedom in meeting the prisoners and be permitted to communicate with their relatives and to render further assistance than strictly spiritual services.

Prison Employment

42. A complete reorganization of prison industries should be made in all Canadian penal institutions.

43. A thorough survey should be made to discover the requirements of the various government departments and institutions that can be supplied by properly equipped prison industries.

44. The prison work shops should be equipped with the necessary machinery for efficient production and employment of a maximum number of prisoners at productive labour.

45. Trade instructors should be relieved of all custodial duties in order that they may devote their entire time to their instructional duties. Only such trade instructors should be engaged as are equipped by training and experience to teach trades.

46. No goods produced in the prison shops should be sold in the open market in competition with private enterprise.

47. A complete reorganization of the prison farms should be made to bring them up to maximum efficiency and production.

48. A thorough survey of each farm should be made to ensure proper drainage and the reclamation of areas now regarded as waste land.

49. Farm instructors should be agricultural college graduates and have sufficient practical experience to qualify them for these positions.

50. Canning factories should be established at one or more penitentiaries to supply the requirements of the penitentiaries and other government institutions.

51. Dairy herds should be established to supply, where possible, the dairy requirements of the respective penitentiaries.

52. All vegetables required in the penitentiary service should be produced on the penitentiary farms.

53. It should be permissible to supply surplus production to government institutions, and sell the balance in the open market.

Prison Pay

54. Pay for prisoners now provided in Canadian penitentiaries should form the basis of further experiments, and, having regard to the experience of other countries, it should be directed to give reward for industry, measured rather by application and diligence than by volume of production.

Women Prisoners

55. Arrangements should be made with the provincial authorities for the confinement of women prisoners, such as are now incarcerated in the Women's Prison at Kingston, in provincial jails and reformatories for women, and, when such arrangements have been made, the use of the Women's Prison at Kingston Penitentiary should be devoted to other penitentiary purposes.

International Standard Minimum Rules

56. Canadian prisons should, at a minimum, conform in all respects to the standards of the International Standard Minimum Rules.

Amendments to the Criminal Code

57. A complete revision of the Criminal Code should be undertaken at once.

58. Necessary amendments to the Criminal Code should be made to give effect to the recommendations contained in this report.

59. Amendments should also be made to provide for:

(a) Revision of the definition of "vagrancy";

- (b) The embodiment of the principles of the English statutes in regard to allowing time for the payment of fines and imprisonment for the non-payment of fines;
- (c) Further restriction of the sale of offensive weapons;
- (d) Application for leave to appeal to the Court of Appeal *in forma pauperis* in criminal cases;
- (e) Giving power to trial judges to order photographs and finger prints destroyed in cases where the accused is found not guilty and the trial judge believes that this course ought to be taken;
- (f) A uniform instrument to be used in carrying out sentence of the court to whipping;
- (g) A central place of execution in each province.

Prevention of Crime

60. The appointment and discharge of police officers, whether federal, provincial, or municipal, and the administration of police departments should be entirely removed from the suspicion of political influence.

61. A definite system of training police officers along the lines now followed in Great Britain should be adopted in all provinces of Canada.

62. The interest of the public should be enlisted in an organized manner, having regard to the vital importance of the prevention of crime by reducing juvenile delinquency, and the assistance of social service agencies and churches and schools in co-operation with the home should be organized to this end.

63. The responsibility of the state for the financial support of community clubs, boys' and girls' clubs, and leisure time programs should be recognized. They are a means of preventing or, at least reducing, juvenile and adolescent delinquency.

Statistical Information

64. The Prison Commission, in co-operation with the Dominion Bureau of Statistics, should plan a complete revision of the method of preparing statistical information. This revision should be designed to provide statistics that will show the success or failure of prison management and the cost of arresting, prosecuting, maintaining, and supervising prisoners.

65. Provision should be made for uniformity of statistical information in regard to all phases of the administration of the criminal law, including juvenile delinquency, probation, recidivism, etc.

66. Criminal statistics should be extended to show the number of indictable offences reported to the police, as well as the number of charges laid and the number of convictions.

Juvenile and Family Courts

67. The juvenile courts should be reorganized and the Juvenile Delinquents Act be amended in conformity with the policies expressed in chapter XVI of this report.

68. An auxiliary committee of citizens should be organized in connection with each training school for juvenile delinquents to assist in the rehabilitation of the boys and girls who leave such institutions.

69. The principle of family courts, on the lines suggested in chapter XVI of this report, should be adopted.

Adult Probation

70. A probation system, modelled upon the system now in force in England, should be adopted throughout Canada, both for adults and young offenders.

71. Probation officers recruited from the ranks of trained social service workers should be appointed by the courts.

72. The services of such officers should be made available for the preparation of case histories of convicted prisoners and to furnish reports to the presiding judge or magistrate before the accused is sentenced.

73. Probation officers should be given supervision of prisoners who are released on ticket-of-leave and should make the necessary investigations of persons with whom prisoners wish to communicate.

74. The pay and duties of probation officers should be the subject of an agreement between the provincial and federal authorities.

Reports to Sentencing Judges

75. Judges and magistrates should cause reports to be made on prisoners, after conviction and before sentence, in order to determine the nature of the punishment that should be imposed or whether probation would be more effective.

76. All judges and magistrates required to try criminal cases should make periodic visits to the prisons to which they sentence prisoners.

Ticket-of-Leave and Parole

77. The Ticket-of-Leave Act should be amended to give effect to the recommendations contained in this report.

78. The Remission Branch should be abolished, and the services now performed by it should be transferred to the Prison Commission, which will act as a central parole board.

79. A parole officer should be appointed by the Prison Commission in each province or group of provinces, according to population, to investigate applications for parole and make recommendations to the Prison Commission.

80. The administration of the Ticket-of-Leave Act should be definitely and completely removed from any suggestion of political interference.

81. There should be a definite rule that a prisoner who has already violated the conditions of a previous ticket-of-leave should not be permitted further benefit from the Act.

82. When provision is made for a more efficient system of adult probation in Ontario and the administration of the Ticket-of-Leave Act as herein recommended, the provisions of the Reformatories Act providing for indeterminate sentences and parole in Ontario should be repealed.

Remission

83. The rules governing remission of sentence for good conduct should be simplified in accordance with the recommendations contained in chapter XVIII of this report.

Rehabilitation

84. The efforts of the prisoners' aid societies should be co-ordinated in accordance with the principles applied in England and Wales under the authority of the Prison Commission and with a measure of financial assistance from the state.

85. A definite effort should be made to enlist the co-operation of the public in assisting discharged prisoners to find employment and become re-established.

86. Associations similar to the Borstal Association in England should be organized to assist in the rehabilitation of youthful offenders.

87. Certain experiments should be undertaken in selected Canadian institutions, patterned after the English system of voluntary visitors and under strict supervision.

Penitentiary Conditions

88. The Prison Commission should effect the necessary changes to make the discipline and routine in Canadian penitentiaries conform to the recommendations contained in this report, and should take steps to put into effect as soon as possible the detailed recommendations contained in Part III of this report to correct the conditions in the respective penitentiaries.

CHAPTER XXXII

CONCLUSION

In making the recommendations contained in this report, your Commissioners believe that the Government should gradually embody the recommended principles in a well-planned program. It is of first and immediate importance that legislation should be enacted to make provision for a Prison Commission, and that the members of the Commission should be appointed at once.

Upon appointment, the Prison Commission should proceed to form well-ordered plans for selecting officers to fill vacancies. New men should be introduced into the service and the most promising members of the present personnel should be given a course of training. It will be advisable to send a few men to the training school at Wakefield, England, so that the British principles of administration, which form the foundation of this report, may effectively be imported into the Canadian system. A similar course is followed in matters of national defence, and we believe it will be beneficial in matters of prison administration.

Following the reconstruction of the personnel, the principles of this report in respect to the treatment of habitual offenders and young offenders, of classification, parole, probation, and other matters dealt with, will have to be the subject of studied development. Necessary legislation should be carefully considered by the Prison Commission in the light of the recommendations contained herein, as well as such advice as may be tendered by those whose services are temporarily secured to inaugurate the program on a sound basis. Precipitate action without reconstruction of personnel would invite failure, and any failure would jeopardize the necessary improvement of our penal system. On the other hand, it must not be expected that the beneficial effects of the radical changes that have been recommended in this report will immediately be evident, or that such changes will invariably result in the reformation and rehabilitation of all those who find their way into our prisons. There will always be many who are irredeemable. Nevertheless, we must build for the future, and your Commissioners are convinced that, if the task is undertaken with wisdom and courage and prosecuted with patience, diligence, and determination, there is no doubt that success will be achieved, both in its reformative and financial aspects.

Your Commissioners express their appreciation of the great assistance they have received from the staff, and particularly the Secretary, Mr.

Allan J. Fraser, the Assistant Secretary, Mr. John L. Kent, and George E. Shortt, Ph.D., who has been associated with the Commission in its investigation.

We have the honour to be,

Sir,

Your obedient Servants,

J. ARCHAMBAULT,
Chairman.

R. W. CRAIG,
Commissioner.

J. C. McRUER,
Commissioner.

4th April, 1938.

APPENDIX I

INSTITUTIONS VISITED BY THE COMMISSION

FEDERAL INSTITUTIONS

Dorchester Penitentiary.
St. Vincent de Paul Penitentiary, including Laval Buildings.
Kingston Penitentiary, including the Women's Prison.
Collin's Bay Penitentiary.
Manitoba Penitentiary.
Saskatchewan Penitentiary.
British Columbia Penitentiary.

PROVINCIAL INSTITUTIONS

Prince Edward Island

Falconbridge Hospital for Insane.
Kings County Jail.

New Brunswick

Dorchester County Jail, Dorchester.
York County Jail, Saint John.
City Jail, Saint John.
Interprovincial Home for Protestant Women, Coverdale.
The Boys Industrial Home of Province of New Brunswick, East Saint John.
The Home of the Good Shepherd for Roman Catholic Girls, Saint John.

Nova Scotia

County Jail, Halifax.
County Jail, Kentville.
County Jail, Digby.
The Halifax Industrial School for Protestant Boys, Halifax.
St. Patrick's Home for Roman Catholic Boys, Halifax.
The Monastery of the Good Shepherd for Roman Catholic Girls, Halifax.

Quebec

Bordeaux Jail, Bordeaux.
Quebec Jail, Quebec.
St. Jerome Jail, St. Jerome.
Protestant Women's Jail, Montreal.
Roman Catholic Women's Jail, Montreal.
Women's Jail, Quebec.
Protestant Boys Farm and Training School, Shawbridge.

Quebec—Concluded

Verdun Protestant Hospital.
Bordeaux Hospital for Criminal Insane.
St. Jean de Dieu Hospital, Montreal East.
Mont St. Antoine Industrial School, Montreal.
Maison de Lorette, Laval des Rapides.
Juvenile Court and Detention Home, Montreal.

Ontario

Don Jail, Toronto.
District Jail, Sudbury.
Ontario Prison Farm, Burwash.
Ontario Reformatory, Guelph.
Ontario Training and Industrial School for Boys, Bowmanville.

Manitoba

Provincial Jail, Headingly.
Manitoba Home for Boys, Portage la Prairie.
Municipal Jail, Portage la Prairie.
Provincial Jail, Portage la Prairie.
Boys' Clubs, Winnipeg.
Juvenile Court and Detention Home, Winnipeg.
Protestant Girls' Home, Winnipeg.
Home of the Good Shepherd for Roman Catholic Girls, Winnipeg.

Saskatchewan

Provincial Jail, Prince Albert.
Provincial Jail, Regina.
Boys Industrial School, Regina.
R.C.M.P. Barracks, Regina.

Alberta

Provincial Jail, Fort Saskatchewan.

British Columbia

Oakalla Prison Farm, Burnaby.
Provincial Industrial School for Boys, Coquitlam.
Provincial Industrial School for Girls, Vancouver.
City Juvenile Court and Detention Home, Vancouver.

FOREIGN INSTITUTIONS

England

Wormwood Scrubs Prison.
Holloway Women's Prison.
Wandsworth Prison.
Brixton Prison.

England—Concluded

Wakefield Prison.
Portsmouth Prison.
Maidstone Convict Prison.
Dartmoor Convict Prison.
Oxford County Jail.
Borstal Collecting Centre at Wormwood Scrubs Prison.
Rochester Borstal Institution.
Portland Borstal Institution.
North Sea Camp Borstal Institution.
Lowdham Grange Borstal Institution.
Dockland Settlement, Canning Town.
Wakefield Training School for Officers.
Red Hill Approved School for Boys.

Scotland

Edinburgh Prison.
Barlinnie Prison, Glasgow.
Women's Prison, Glasgow.

Holland

State Prison, Scheveningen.
Prison Farm, Assen.
Boys' Prison, Ameersfoort.

Belgium

Forest Prison, Brussels.
St. Gilles Prison, Brussels.
Central Prison, Louvain.
State Prison, Merxplas.
Boys' Prison, Hoogstraeten.
Boys' Institutions (3), Moll.

France

Central Prison, Fresne.
Central Prison, Poissy.
La Santé Prison, Paris.
Central Prison, Melun.
Central Prison, Caen.
Approved School, St. Maurice (LaMotte Beuvron).

Germany

Tegel Prison, Berlin.
Women's Prison, Berlin.
Convict Prison, Brandenburg.
Moabit Prison, Berlin.
Berlin City Rummelsburg Workhouse.

Switzerland

Agricultural Penal Colony, Witzwil.

United States

State Reformatory at Munroe, Washington.

Federal Penitentiary, McNeil Island, Wash.

State Penitentiary, Stillwater, Minn.

State Penitentiary, Stateville, Ill.

Joliet Prison, Joliet, Ill.

State Prison, Sing Sing, Ossining, N.Y.

New York City Prison, Rikers Island, N.Y.

New York City Female Detention Home, New York.

State Reformatory, Wallkill, N.Y.

State Reformatory, Elmira, N.Y.

Federal Penitentiary, Lewisburg, Pa.

Federal Reformatory, Chillicothe, Ohio.

Maryland House of Correction, Jessups, Md.

Eastern State Penitentiary, Philadelphia, Pa.

New Eastern State Penitentiary, Greaterford, Pa.

State Jail, Bordentown, N.J.

New Jersey State Home for Boys, Jamesburg, N.J.

New Jersey State Reformatory, Annandale, N.J.

New Jersey Female Prison Farm, Clinton, N.J.

APPENDIX II

REPORT ON FARMS AT ST. VINCENT DE PAUL, KINGSTON, COLLIN'S BAY, AND SASKATCHEWAN PENITENTIARIES

ST. VINCENT DE PAUL PENITENTIARY FARM

There are 725 acres in the farm operated by St. Vincent de Paul Penitentiary. There are 209.5 acres in hay, 99.1 acres in grain, 33.3 acres in potatoes, and 10.7 acres in vegetables.

The remaining acreage consists of fifty acres of waste land, 132.6 in buildings, roads, yards, and lawns, while 189.7 acres are not operated by the penitentiary, but are rented to private farmers in the district.

There are twenty-six horses on the penitentiary farm, of which five are used by the guards and twenty-one as draught horses on the farm. Two tractors are operated.

In 1936 there were 303 hogs raised and fattened and thirty sows kept.

There are no cattle, sheep, or poultry on the farm. It is necessary, therefore, to purchase all the milk, beef, mutton, and poultry products that are used in the penitentiary.

The small amount of live stock on the farm results in very little manure being produced. If this policy is continued for many years it will impair the productivity of the soil and reduce the crop yields. About sixty tons of hay are sold annually because there is not sufficient stock to consume it. As previously mentioned, 189.7 acres are not operated, but are rented to private farmers.

The reason which is given by prison authorities for not operating the farm to a greater extent is the extensive building operations required on the adjoining new Laval Penitentiary. It is said that additional prisoners can not be spared for farm work outside the prison walls.

There were approximately fifty-three prisoners working on the farm during the summer. Of this number, five were in the piggery, three used for transportation work, and four were in the stables.

Prisoners leave the prison for farm work at 8.15 a.m. and start back from the fields at 11.00 a.m. In the afternoon they start from the prison again at 1.30 p.m. and the fields at 4.45 p.m. They work about two and a half hours in the morning and three hours in the afternoon, or a total of five and a half hours a day. On one day each week two hours are taken off to give the men a shave and bath. On Saturday afternoons the prisoners leave the fields at 4.00 p.m. instead of 4.45 p.m. During fog, or days with poor visibility, no prisoners are allowed on the farm. The hours worked, therefore, are approximately one half that worked by farmers on private farms, and, considering their lack of interest,

ability, and knowledge of farm work, it is clear that at least four prisoners would be required to do the work that one farmer or hired man would normally perform.

According to the attached statistical information supplied by the penitentiary, the farm provided \$9,493.72 out of the total of \$38,575.67, which was spent in 1936 on certain provisions for the prisoners and staff.

The number of prisoners in the penitentiary in 1936 averaged 888, with a staff of eighty-five employees who ate at the penitentiary.

There are a large number of small fields or plots on this farm, possibly as many of forty-five separate areas, on which grain, hay, and vegetables are raised. It would seem desirable to arrange the farm in larger areas in order that the work should be conducted to better advantage, and in order to facilitate the following of a crop rotation. The numerous out-croppings of rock may make such an arrangement difficult, but something could be accomplished in this direction.

More surface and underdrainage could be done to advantage on this farm. The soil is heavy and there is very little natural drainage. The installation of tile drains would enable earlier seeding in the spring and would improve the crop yields.

An additional root cellar should be constructed. The present building is not large enough and has not sufficient ventilation. This results in a heavy loss of vegetables by rotting.

TABLE 1.—ST. VINCENT DE PAUL

ACREAGES	
Item	Number of acres 1937
<i>Total acreage in farm—</i>	725
Alfalfa (frozen on account of lack of snow last winter)	
Clover (mixed with hay)	
Timothy.....	209.5
Oats.....	85.7
Barley.....	6.2
Other grains.....	7.2
Ensilage corn.....	
Corn for shelling.....	
Potatoes.....	33.33
Carrots.....	0.65
Cabbage.....	2.38
Onions.....	1.5
Tomatoes.....	1.2
Other vegetables.....	4.41
Mangels.....	
Turnips.....	0.6
Pasture.....	
Summerfallow.....	
Land in buildings, roads, yards and lawns.....	132.63
Waste land.....	50.0
Rented land.....	189.7

PENAL SYSTEM OF CANADA

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TABLE 2.—ST. VINCENT DE PAUL
PROVISIONS FOR PRISONERS AND STAFF—1936-1937
Average Number of Prisoners—888
Number of Staff (eating in penitentiary)—85

Kind	Purchased		Produced on Farm		Total	
	Amount	Total cost	Amount	Total value	Amount	Value
	lb.	\$ cts.	lb.	\$ cts.	lb.	\$ cts.
Beef.....	104,979	6,211 11			104,979	6,211 11
Pork.....			581,630	5,816 30	581,630	5,816 30
Veal.....	3,411	307 27			3,411	307 27
Lamb and mutton.....	992	148 26			992	148 26
Poultry.....						
Eggs.....	doz.				doz.	
	4,380	1,151 95			4,380	1,151 95
Butter.....	lb.				lb.	
	21,244	4,946 31			21,244	4,946 31
Cheese.....	8,037	1,123 66			8,037	1,123 66
Lard.....	10,300	1,168 71			10,300	1,168 71
Milk.....	4,738	1,137 92			4,738	1,137 92
Cream.....						
Flour, white.....	bags				bags	
	3,278	7,559 40			3,278	7,559 40
Sugar, gran.....	68,512	3,245 26			68,512	3,245 26
		26,999 85		5,816 30		32,816 15
<i>Canned Goods</i>						
	cans				cans	
Tomatoes.....	5,625	526 53			5,625	526 53
Corn.....	1,882	163 94			1,882	163 94
Beans.....	276	21 13			276	21 13
Peas.....	1,891	151 94			1,891	151 94
Rhubarb.....	300	101 06			300	101 06
		964 60				964 60

ROYAL COMMISSION

TABLE 3.—ST. VINCENT DE PAUL

VEGETABLES—1936

Kind	Purchased		Produced on Farm		Total	
	Amount	Total cost	Amount	Total value	Amount	Value
	bags	\$ cts.	bags	\$ cts.	bags	\$ cts.
Potatoes.....	600	1,080 00	2,644	2,197 85	3,244	3,277 85
Beets.....			14,417	144 17	14,417	144 17
Cabbage.....			22,263	312 65	22,263	312 65
Corn.....			2,632	36 40	2,632	36 40
Carrots.....			12,700	127 00	12,700	127 00
Turnips.....			16,511	165 11	16,511	165 11
Beans, string.....			5,050	151 50	5,050	151 50
Beans, dry.....						
B. Sprouts.....						
Cauliflower.....						
Celery.....			bunch 50	1 50	bunch 50	1 50
Cucumbers.....			lb. 946	13 10	lb. 946	13 10
Lettuce.....			bask. 100	25 00	bask. 100	25 00
Onions.....	bags 30	37 50	lb. 9,607	192 14	lb. 11,707	229 64
Parsley.....			bask. 33	1 32	bask. 33	1 32
Peas, green.....						
Peas, dry.....			lb. 3,859	38 59	lb. 3,859	38 59
Pumpkins.....			bunch 177	26 55	bunch 177	26 55
Radishes.....			660	6 60	660	6 60
Rhubarb.....						
Squash.....						
S. Chard.....			lb. 19,859	198 59	lb. 19,859	198 59
Tomatoes.....						
Asparagus.....						
Peppers.....						
Spinach.....						
		1,117 50		3,677 42		4,794 92

TABLE 4.—ST. VINCENT DE PAUL

SEED—1936

Kind	Variety	Purchased		Produced		Total	
		Amount	Cost	Amount	Value	Amount	Value
			\$ cts.				\$ cts.
Corn (field).....							
Oats.....	Banner..... bush.	225	162 00			225	162 00
Barley.....	"						
Wheat.....	No. 1..... "	6	8 40			6	8 40
Potatoes.....	Irish Cob- blers..... bags	550	825 00			550	825 00
Turnips.....	Jumbo..... lb.	1½	0 90			1½	0 90
Carrots, white.....	"						
Garlic.....	"	20	3 00			20	3 00
Mangels.....	"						
Parsley.....	"	½	0 35			½	0 35
Beans, navy.....	"						
Savory.....	"	½	1 25			½	1 25
Beans, string.....	"	30	3 45			30	3 45
Beets.....	Early Wonder	4	2 70			4	2 70
Cabbage.....	Copenhagen...	½	0 34			½	0 34
Carrots.....	Marche Fran- cais..... "	1	0 80			1	0 80
Cucumbers.....	Perfect Davis	½	0 50			½	0 50
Lettuce.....	Grand Rapid	1	1 03			1	1 03
Onions.....	Red and Yel- low Globe.. "	5	7 95			5	7 95
Parsnips.....	Giant..... "	1½	0 75			1½	0 75
Peas, garden.....	"						
Radishes.....	Bout Blanc.. "	4	2 40			4	2 40
Squash.....	"						
Pumpkins.....	Sweet..... "	1½	0 53			1½	0 53
*Tomatoes (seeds)...	Rose June and Bilou..... "	1	2 63			1	2 63
Corn (sweet).....	Sunshine and Bantam..... "	30	3 45			30	3 45
S. Chard.....							
Alfalfa.....							
Clover.....	Alsike and Red...	160	32 10			160	32 10
Timothy.....	Grade No. 1.....	250	15 63			250	15 63
			1,075 16				1,075 16

* 2,000 plants supplied by Kingston (none were received here.)

TABLE 5.—ST. VINCENT DE PAUL

FEED FOR LIVESTOCK—1933

Kind	Purchased		Produced on Farm		Total	
	Amount	Total cost	Amount	Total value	Amount	Value
		\$ cts.	Tons	\$ cts.		\$ cts.
Alfalfa.....			5	45 00	5	45 00
Red Clover and Alsike.....			20	120 00	20	120 00
Timothy.....			150	1,200 00	150	1,200 00
Wild Hay.....						
Oat Straw.....			60	300 00	60	300 00
Barley Straw.....						
Corn Silage.....						
Corn Stover.....						
Oats, bu.....	1,501	680 03	1,045	365 75	2,546	1,045 78
Barley.....			313	197 52	313	197 52
Mixed grains.....						
Corn shelled.....						
Turnips.....						
Mangels.....						
Carrots.....						
Bran, bags.....	291	339 38			291	339 38
Shorts, bags.....	320	381 15			320	381 15
Middlings, bags.....	561	778 93			561	778 93
Oil cake.....						
Gluten feed.....						
Ready mixed rations.....						
Calf meal.....						
Salt, bags.....	31	31 00			31	31 00
		2,210 49		2,228 27		4,438 76

KINGSTON PENITENTIARY FARM

The total area in the farm operated by Kingston Penitentiary amounts to 365 acres. This year there are 115 acres in hay, eighty in grain, twenty in silage corn, twenty in pasture, thirty-two in garden crops, and sixty acres in summerfallow. Eighty-five acres are said to be waste land.

The live stock at March 31, 1937, comprised:

Draught horses.. . . .	15	Bulls.. . . .	2
Riding horses.. . . .	2	Sows.. . . .	16
Dairy cows.. . . .	33	Boars.. . . .	1
Young stock.. . . .	34	Suckling and fattening pigs..	99

No sheep, poultry, or beef cattle are kept on this farm. Milk and vegetables are produced in sufficient quantities to supply Collin's Bay Penitentiary, which, in exchange, supplies all the potatoes and some of the hay used at Kingston Penitentiary. No canned fruit or vegetables are produced at the latter institution.

The number of prisoners in Collin's Bay Penitentiary in 1936 averaged 671. Food had to be supplied to these prisoners as well as to the 120 members of the staff who received their meals in the penitentiary.

According to the attached statistical information supplied by the penitentiary management, the farm provided \$7,840.35 out of the total of \$50,030.15 which was spent in 1936 for certain provisions for the prisoners and staff.

To operate the farm there are fifteen draught horses and one 20-30 tractor. The horses perform the farm work and are used also for road work, the quarry, hauling coal and building material, and for other jobs as required.

The number of prisoners delegated for farm work varies with the season. In the early summer there were about forty-five in the farm gang, while in August there were about sixty prisoners. These worked as teamsters, or in connection with the ornamental grounds, garden, dairy, hogs, horse stable, or in the fields.

The hours worked by the prisoners is reported to be as follows:

8.15 a.m.—leave prison,
 9.00 a.m.—arrive at fields,
 10.45 a.m.—leave fields,
 11.30 a.m.—return to prison,
 1.15 p.m.—leave prison,
 2.00 p.m.—arrive at fields,
 4.15 p.m.—leave fields,
 5.00 p.m.—return to prison.

The teamsters eat their lunch near their work outside the prison when required. During July and August this practice is followed by all the field gang. It enables more work to be done at noon, when the men stop at 11.30 a.m. and recommence at 12.45 p.m.

On Saturday the prisoners are given a shave and bath, which delays starting work in the morning by about an hour. On Saturday afternoons the prisoners leave the field at about 3.00 p.m.

If at any time foggy weather prevails and visibility is poor, all the prisoners are kept within the walls of the prison or, if in the fields, are withdrawn.

The dairy gang operate on a different schedule, starting at 6.30 a.m. and finishing at 5.30 p.m.

The farm instructor is the only employee who devotes his entire time exclusively to the farm. He is responsible, under the warden, for the operation of the farm, the direction of the work, and for advising the guards on farm duty what the prisoners in the farm gang are to do each day.

There is very little underdrainage on this farm, and no map is available showing the location and size of the drains already installed. Owing to the occurrence of rock near the surface of the soil on this farm, underdrainage presents difficulties, but there are several fields which could be drained to advantage.

TABLE 6.—KINGSTON
ACREAGES

Item	Number of acres	
	1936	1937
Total acreage in farm.....	365	365
Alfalfa.....	65	75
Clover (red).....	20	20
Timothy.....	20	20
Oats.....	100	70
Barley.....	10	10
Other grains.....		
Ensilage corn.....	20	20
Corn for shelling.....	2	2
Potatoes.....		
Carrots.....	4	4
Cabbage.....	5	5
Onions.....	3	3
Tomatoes.....	3	3
Other vegetables.....	9	9
Mangels.....	3	3
Turnips.....	3	3
Pasture.....	20	20
Summerfallow.....	40	60
Land in buildings, roads, yards and lawns.....	13	13
Waste land.....	85	85
*Less summerfallow.....	405	425
	40	60
	365	365

* Deduction of summerfallow as crops produced on this land before summerfallow took place.

TABLE 7.—KINGSTON

PROVISIONS FOR PRISONERS AND STAFF—1936

Average number of prisoners..... 671
 Number of staff (eating in penitentiary)..... 120

Kind	Purchased		Produced on Farm		Total	
	Amount	Total cost	Amount	Total value	Amount	Value
	lb.	\$ cts.	lb.	\$ cts.	lb.	\$ cts.
Beef.....	119,061	6,838 54	4,131	226 01	123,192	7,064 55
Pork.....	21,574	2,908 44	11,457	1,125 90	33,031	4,034 34
Veal.....	3,979	351 87	1,646	138 03	5,625	489 90
Lamb.....						
Poultry.....						
Eggs.....	doz. 14,261	3,377 93			doz. 14,261	3,377 93
Butter.....	lb. 10,963	2,690 00			lb. 10,963	2,690 00
Cheese.....	6,632	881 79			6,632	881 79
Lard.....	15,559	1,636 39			15,559	1,636 39
Milk.....	gal.		gal. 25,902	4,144 08	gal. 25,902	4,144 08
Cream.....						
Flour.....	lb. 54,400	1,317 50			lb. 54,400	1,317 50
Pastry sugar.....	88,000	4,191 26			88,000	4,191 26
Bacon.....	12,689	2,587 89			12,689	2,587 89
Flour hard.....	2,635	6,353 40			2,635	6,353 40
Ham smoked.....	1,132	242 83			1,132	242 83
Jam.....	3,240	284 40			3,240	284 40
Liver.....	3,506	301 21			3,506	301 21
Milk pdr.....	1,000	91 14			1,000	91 14
Mutton.....	3,863	279 14			3,863	279 14
Sugar, icing.....	4,727	248 80			4,727	248 80
		34,582 53		5,634 02		40,216 55
<i>Canned goods</i>						
Tomatoes.....	2,220	191 65			2,220	191 65
Catsup.....	1,172	445 61			1,172	445 61
Corn.....	480	41 00			480	41 00
Beans.....						
Apples.....	1,380	555 06			1,380	555 06
Blueberries.....	216	150 45			216	150 45
Cherries.....	96	10 86			96	10 86
No. 10 cherries.....	816	534 00			816	534 00
Rhubarb.....	528	155 10			528	155 10
Strawberry.....	147	21 70			147	21 70
Tomato puree.....	624	228 49			624	228 49
		2,333 92				2,333 92

ROYAL COMMISSION

TABLE 8.—KINGSTON

VEGETABLES—1936

Kind	Purchased		Produced on farm		Total	
	Amount	Total cost	Amount	Total value	Amount	Value
		\$ cts.		\$ cts.		\$ cts.
Potatoes.....	334,160	4,379 41			334,160	4,379 41
Beets.....			23,303	195 50	23,303	195 50
Cabbage.....			62,640	415 73	62,640	415 73
Carrots.....			32,000	282 50	32,000	282 50
Corn.....			7,435	50 00	7,435	50 00
Turnips.....			55,130	250 40	55,130	250 40
Beans (string).....			1,217	12 17	1,217	12 17
Beans (dry.).....	12,848	416 38			12,848	416 38
B. Sprouts.....						
Cauliflower.....						
Celery.....						
Cucumbers.....			959	9 59	959	9 59
Lettuce.....			432	4 32	432	4 32
Onions.....	4,018	133 61	35,770	508 35	39,788	641 96
Parsley.....						
Parsnips.....			5,360	53 60	5,360	53 60
Peas (split).....	1,000	39 85			1,000	39 85
Peas (blue).....	3,100	216 75			3,100	216 75
Pumpkins (tins).....	276	87 35			276	87 35
Radishes.....			128	3 52	128	3 52
Rhubarb.....			390	3 90	390	3 90
Squash.....						
S. Chard.....			175	1 75	175	1 75
Tomatoes.....			25,833	135 00	25,833	135 00
Asparagus.....						
Peppers.....						
Spinach.....						
Carrots (white).....			12,000	30 00	12,000	30 00
Mangels (tons).....			50	250 00	50	250 00
19,873 lb. Potatoes from C.B. Penit.....						
		5,273 35		2,206 33		7,479 68

TABLE 9.—KINGSTON

Seed—1936

Kind	Variety	Purchased		Produced		Total	
		Amount	Cost	Amount	Cost	Amount	Value
			\$ cts.		\$ cts.		\$ cts.
Corn (field).....	Golden Glow.....	10	10 50			10	10 50
	Improved Leaming.....						
Oats.....	Banner.....			200	120 00	200	120 00
Barley.....	O.A.C.....			20	14 00	20	14 00
Potatoes.....							
Turnips.....	Can. Gem. lb.....	5	1 05			5	1 05
Carrots (white).....	White Belgium.....	2	1 30			2	1 30
Mangels.....	Sugar Mangel.....	20	4 00			20	4 00
Beans (navy).....	Golden Wax.....	15	1 50			15	1 50
Beets.....	Detroit, Red.....	8	4 00			8	4 00
Cabbage.....	Danish Baldhead.....						
	Jersey Wakefield.....	1½	2 13			1½	2 13
Carrots.....	Danvers.....	4	2 80			4	2 80
Cucumbers.....	Improved ½ long.....	½	0 45			½	0 45
Lettuce.....	Grand Rapids.....	½	0 45			½	0 45
Onion Sets.....	Dutch Sets.....	400	40 00			400	40 00
Paranips.....	Imp. Guernsey.....	1½	0 60			1½	0 60
Peas (Garden).....							
Radishes.....	Scarlet Globe.....	1½	0 65			1½	0 65
Squash.....							
Tomatoes*.....	John Bear.....	½	1 25			½	1 25
Corn (sweet).....	Bantam and Evergreen.....						
		30	3 30			30	3 30
S. Chard.....	Dark Green.....	½	0 30			½	0 30
Onion Seed.....	Prize Taker.....	2	2 30			2	2 30
".....	Yellow Danver.....	6	9 60			6	9 60
Alfalfa.....	No. 1 Ont. Variegated.....	120	23 40			120	23 40
Clover Red.....	No. 1.....	10	84 00			10	84 00
Timothy.....	No. 1.....	36	22 50			36	22 50
			216 08		134 00		350 08

*2,000 plants supplied by Kingston.

ROYAL COMMISSION

TABLE 10—KINGSTON

FEED FOR LIVESTOCK—1936

Kind	Purchased		Produced on Farm		Total	
	Amount	Total Cost	Amount	Total Value	Amount	Value
		\$ cts.		\$ cts.		\$ cts.
Alfalfa (tons).....			62	496 00	62	496 00
Red Clover.....						
Timothy.....			100	800 00	100	800 00
Wild Hay.....						
Oat Straw.....			97	570 00	97	570 00
Barley Straw.....						
Corn Silage.....			120	240 00	120	240 00
Corn stover.....						
Oats, bush.....			3,500	1,295 00	3,500	1,295 00
Barley.....			878	526 80	878	526 80
Mixed Grains.....						
Corn (shelled).....						
Turnips.....			2,000	50 00	2,000	50 00
Mangels.....			44	220 00	44	220 00
Carrots.....			12,000	30 00	12,000	30 00
Beets.....			5,000	12 50	5,000	12 50
Bran (cwt.).....	167	184 75			167	184 75
Shorts.....	63	86 45			63	86 45
Middlings.....	23	29 30			23	29 30
Oil Cake.....	115	222 92			115	222 92
Gluten Feed.....	98	138 38			98	138 38
Ready Mixed Rations.....						
Calf meal, lb.....	585	15 43			585	15 43
Minerals.....						
Molasses, gal.....	81	17 53			81	17 53
Salt (bags).....	39	32 89			39	32 89
Bone meal, lb.....	150	5 63			150	5 63
		733 28		4,240 30		4,973 53

TABLE 11.—KINGSTON

LIVESTOCK

1936 (March 31, 1937)

Item	Number
<i>Horses—</i>	
Draught.....	15
Riding.....	2
Driving.....	
<i>Cattle—</i>	
Dairy.....	33
Young Stock.....	34
Bulls.....	2
<i>Hogs—</i>	
Sows.....	16
Boars.....	1
Suckling and Fattening.....	99

COLLIN'S BAY PENITENTIARY FARM

There are 876 acres in the farm operated by Collin's Bay Penitentiary. The acreage in crop in 1937 includes 200 acres in hay, 50 acres in oats, 40 in buckwheat, 40 in potatoes, 30 in pasture, and $1\frac{1}{2}$ acres in vegetables, or a total of $361\frac{1}{2}$ acres.

The remaining $514\frac{1}{2}$ acres, which are not under cultivation, include 155 acres in summerfallow, 240 in waste land, 74 in unbroken land including woods, and $40\frac{1}{2}$ acres in buildings, roads, yards, and lawns. It is very probable that quite a percentage of the waste and unbroken land could be placed under cultivation if sufficient labour and equipment were available.

This year there are 16 horses on the farm, 5 of which are used by the guards for saddle horses and 5 for hauling and construction; leaving only 6 horses, or three two-horse teams, for purely farm work.

Up to 1937 there has been only one tractor for use on the farm. During this year a general-purpose row-crop tractor was purchased.

There are no cattle, hogs, sheep, or poultry on this farm. A dairy herd was located here soon after the establishment of the farm but in 1933 it was transferred to Kingston Penitentiary. Hogs were kept for about one year only.

The very small amount of live stock on this farm results in very little manure being produced. The manure produced from the sixteen horses would not exceed 150 tons a year, or an insufficient quantity to cover only about 10 acres of land. Considering the size of this farm it would seem almost essential to increase the amount of live stock in order to maintain and improve the fertility of the soil. The soil being of heavy clay, and a large acreage being devoted to growing potatoes, it would be very desirable to have more manure to improve the tilth of the soil. Commercial fertilizers on this soil are scarcely sufficient alone for the production of potatoes.

Potatoes and some hay are supplied to Kingston Penitentiary and milk and vegetables are received in exchange.

In 1936 the number of prisoners in the penitentiary averaged 193. In addition there were 61 members of the staff who ate in the institution.

According to the attached statistical information supplied by the penitentiary management, the farm provided \$2,490.50 out of the total \$12,835.07 spent in 1936 on certain provisions for the prisoners and the staff.

To operate the farm there are six work horses and two tractors. Up to the middle of this summer there was only one tractor.

There are about 20 prisoners working on the farm, but about 7 of these are employed in connection with the lawns, yards, and garbage. This leaves only 13 prisoners for farm work.

The hours of labour for the prisoners doing farm work is reported to be as follows:

8.00 a.m. — leave cells,
 11.50 a.m. — return to cells,
 1.00 p.m. — leave cells,
 5.00 p.m. — return to cells.

Considering the size of the farm and the fact that the prisoners must be escorted to the fields under guard there would be some time lost in going to and returning from the fields. Twice a week about one hour is lost in the morning for shaving the prisoners.

As there are only about 13 prisoners working on the farm and as approximately four prisoners are equivalent to one hired man working normal hours it is apparent that there is not sufficient labour and equipment to handle this farm properly. With 876 acres in the farm and with 40 acres of this in potatoes it is clear that additional labour and equipment are necessary. The farm instructor is the only employee who devotes his time exclusively to the farm.

There is very little surface drainage and no tile underdrainage done on this farm. Much of the land could be greatly improved by drainage. This would make it possible to reclaim some fields and to increase the crop yields on others.

There are many weeds, and it would be desirable to secure additional labour and equipment to permit of more efficient control. As the land classified as summerfallow is not sufficiently cultivated very little headway is being made in weed control.

TABLE 12.—COLLIN'S BAY
ACREAGES

Item	Number of Acres	
	1936	1937
Total acreage in farm.....	876	876
Alfalfa.....		
Clover.....		
Timothy and wild hay.....	200	200
Oats.....		50
Barley.....		
Other grains—buckwheat.....		75
Ensilage corn.....		
Corn for shelling.....	40	40
Potatoes.....		
Carrots.....		
Cabbage.....		
Onions.....		
Tomatoes.....		
Other Vegetables.....		
Mangels.....		
Turnips.....	30	30
Pasture.....	180	125
Summerfallow.....	40½	40½
Land in buildings, roads, yards and lawns.....	240	240
Waste land.....	144	74
Unbroken including wood land.....		
	876	876

TABLE 13.—COLLIN'S BAY

PROVISIONS FOR PRISONERS AND STAFF—1936

Average number of prisoners..... 193-2
 Number of Staff (eating in Penitentiary)..... 61-89

Kind	Purchased		Produced on Farm		Total	
	Amount	Total Cost	Amount	Total Value	Amount	Value
		\$ cts.				\$ cts.
Beef.....	46,215	2,638 59			46,215	2,638 59
Pork.....	7,979	1,056 63			7,979	1,056 63
Veal.....	6,225	555 80			6,225	555 80
Lamb.....						
Poultry.....						
Eggs.....	5,460	1,354 25			5,460	1,354 25
Butter.....	3,260	797 60			3,260	797 60
Cheese.....	1,778	240 73			1,778	240 73
Lard.....	795	106 61			795	106 61
*Milk.....	78,965	1,311 14			78,965	1,311 14
Cream.....						
Flour.....	20,779	499 00			20,779	499 00
Sugar.....	19,783	929 78			19,783	929 78
		9,489 63				9,489 63
<i>Canned Goods</i>						
Tomatoes.....	1,075	225 50			1,075	225 50
Corn.....	294	97 66			294	97 66
Beans.....	2,827	123 33			2,827	123 33
		446 49				446 49

*47,175 lb. milk transferred from Kingston Penitentiary.

TABLE 14.—COLLIN'S BAY

VEGETABLES—1936

Kind	Purchased		Produced on Farm		Total	
	Amount	Total Cost	Amount	Total Value	Amount	Value
		\$ cts.				\$ cts.
Potatoes.....			4,816	2,408 00	4,816	2,408 00
*Beets, lb.....	3,931	39 31	1,190	5 50	5,121	44 81
*Cababge.....	8,893	74 10			8,893	74 10
*Carrots, lb.....	4,883	48 83	990	5 50	5,873	54 33
*Corn, lb.....	2,235	22 35			2,235	22 35
*Turnips, lb.....	3,930	23 01			3,930	23 01
Beans (string), lb.....			120	1 50	120	1 50
Beans (dry).....						
B. Sprouts.....						
Cauliflower.....						
Celery.....						
Cucumbers.....			280	2 50	280	2 50
Lettuce, lb.....			900	7 50	900	7 50
*Onions.....	9,817	117 52	2,765	14 75	12,582	132 27
Parsley.....						
*Parsnips.....	2,534	25 34			2,534	25 34
Peas, green.....						
Peas, dry.....						
Pumpkins.....						
Radishes, lb.....			60	0 50	60	0 50
Rhubarb.....			640	4 50	640	4 50
Squash.....						
S. Chard.....			840	7 00	840	7 00
Tomatoes.....			5,025	33 25	5,025	33 25
Asparagus.....						
Peppers.....						
Spinach.....						
		350 46		2,490 50		2,840 96

* Transferred from Kingston Penitentiary.

ROYAL COMMISSION

TABLE 15.—COLLIN'S BAY

FEED FOR LIVESTOCK—1936

Kind	Purchased		Produced on Farm		Total	
	Amount	Total Cost	Amount	Total Value	Amount	Value
		\$ cts.				\$ cts.
Timothy }			73	511 00	73	511 00
Wild Hay }						
Oat Straw.....			27½	127 50	27½	127 50
*Oats, bush.....	1,001	400 63	1,188	398 35	2,189	799 08
Bran.....	2,460	35 47			2,460	35 47
Linseed meal.....	1,088	61 68			1,088	61 68
		497 78		1,036 85		1,534 63

*Transferred from Kingston Penitentiary.

TABLE 16.—COLLIN'S BAY

LIVE STOCK—1936

(March 31, 1937)

Item	Number
<i>Horses—</i>	
Draught.....	12
Riding.....	4
Driving.....	
<i>Cattle—</i>	
Dairy cows.....	
Young stock.....	
Bulls.....	
<i>Hogs—</i>	
Sows.....	
Boars.....	
Suckling and fattening.....	

SASKATCHEWAN PENITENTIARY FARM

1. It is a sound policy that the farm instructor at such an institution should be a graduate of an agricultural college, and, although no complaint is made against the present farm instructor at Prince Albert, it would be most beneficial when changes are made at any future time to employ a suitable graduate for this particular work.

2. The farm instructor should be free at all times to come and go from one duty to another and not be encumbered with the direct responsibility for prisoners doing a certain piece of work.

3. As the farm instructor should be on call if necessary both night and day, it is essential that a house be supplied on the premises where he can be readily available and so that he may be able to visit different sections of the farm and buildings during off hours.

4. Before any plan can be laid out for such a large block of land a soil survey should be made in order to show the quality of soil, the capacity for crop production, and whether or not certain soil elements would prevent growing of certain crops.

5. After a soil survey has been made, and if it proves satisfactory, the entire farm should be cleared and the farthest fields sown down to grasses and legumes to be harvested and used as forage and pasture crops. The choice of forage and legume crops should be selected on the report of the soil survey.

6. Rotation of crops is necessary and, where grass crops and legumes are grown, the rotation would likely be extended, possibly to six years or more. Wheat has very little place, coarse grains should be sown almost entirely, and the size of the fields should be as uniform as possible. Newest and proven varieties should be secured.

The vegetable and garden area should also come into the rotation, but, owing to the long distance from the main building to the end of the farm, it might be that the farm would have to be divided in two and the rotation covering the vegetable and garden crops kept as close as possible from year to year to the main building.

7. There appears to be a very good location for an irrigation project between the road and river in front of the main building. The Department under which prisons are operated should get in touch with the Prairie Farm Rehabilitation authorities and get a water engineer's survey and details as to the possibility of an irrigation system being established by pumping water from the river and allowing it to run over the land at the proper season. This would change the present location of the gardens, but if feasible it would insure all necessary vegetable crops and most likely produce a surplus.

8. Live Stock.

- (a) Horses: As new horses are required from time to time, it would be advisable to secure some well bred mares and raise colts, which in turn would become work horses. All fodder gives better returns when run through a cutting box.

- (b) Sufficient hogs are now kept for the institution requirements and the surplus is marketed so that this department seems satisfactory. Rations fed should be according to up-to-date standards.
- (c) Cattle: There are no cattle at present on this farm and, with the acreage available, the raising of cattle should help supply the large quantities of the beef required in the institution, and sometimes there might be a surplus for sale to the packing plants. A herd of dual-purpose Shorthorns, with good grade cows of Shorthorn type and breeding, would supply a double purpose, namely, good milking cows which could be used for the milk supply of the institution, and the calves which could be beefed. By developing a herd that would produce some milk and some beef the institutional requirements could be given first consideration.

A straight dairy herd would not be the best because there would be a poor class of beef when animals were slaughtered, and, on the other hand, unless dairy cattle are very carefully selected and kept down in numbers the surplus milk supply would not be appreciated by local dairy men. Establishment of a herd of cattle would mean the building of a barn, and this would provide more work for the prisoners. Milk can be used in a variety of ways and, if the production is carefully looked after, a surplus should not accumulate.

9. All products from farm production going into the institution should have a fair valuation placed on them. This may be varied every six or twelve months. This would imply that other similar institutions would have the same value placed on their farm produce. In this way, for example, pork from the farm which is used in the institution would form the same cost factor for the same product at "Prince Albert Penitentiary" as at, say "Stony Mountain." The farm instructor's main business is to get his work and production so planned that his volume helps to reduce the costs of the institution, and, at the same time, any disadvantage compared to another institution would be obviated. This may require some revision of the regulations.

APPENDIX III

A SPECIAL STUDY OF RECIDIVISTS IN CANADIAN PENITENTIARIES WHO HAVE OVER TEN CONVICTIONS

The following tables analyse the available data in regard to 188 prisoners confined in Canadian penitentiaries on January 1, 1938, who have been convicted more than ten times:

TABLE 1.—SHOWING THE CRIMES FOR WHICH THESE PRISONERS
HAVE BEEN CONVICTED

Theft.. . . .	1,057
Breaking, entering and theft.. . . .	454
Drunkenness and liquor offences.. . . .	415
Vagrancy, loitering, etc..	383
False pretences.. . . .	265
Miscellaneous offences from breach of Railway Act to perjury and robbery while armed.. . . .	301
Assault, disorderly, damage to property.. . . .	215
Receiving and possessing stolen property.. . . .	113
Escaping.. . . .	60
Possession of drugs.. . . .	47
Indecent act, indecent exposure, buggery.. . . .	44
Carrying offensive weapons.. . . .	38
Forgery, counterfeiting, and uttering.. . . .	35
Carnal knowledge, rape, etc..	7

Total.. . . . 3,434

TABLE 2.—SHOWING THE NUMBER OF CONVICTIONS, WITH THE NUMBER CONVICTED, FOR EACH NUMBER OF TIMES, TABULATED FROM ELEVEN TO SEVENTY-SIX CONVICTIONS

No. of times convicted	No. of prisoners convicted	No. of times convicted	No. of prisoners convicted	No. of times convicted	No. of prisoners convicted
11	33	21	10	31	1
12	9	22	6	34	1
13	21	23	5	36	1
14	15	24	8	39	1
15	12	25	8	40	1
16	7	26	3	44	1
17	8	27	1	49	1
18	15	28	3	62	1
19	10	29	1	74	1
20	7	30	1	76	1

Total: 188 prisoners

TABLE 3.—SHOWING THE NUMBER OF CONVICTIONS, WITH LIQUOR OFFENCES (DRUNK, SELLING, ETC.) EXCLUDED. 159 HAVE OVER TEN CONVICTIONS. THE MAXIMUM IS 68 INSTEAD OF 76 AS IN TABLE II:

No. of times convicted	No. of prisoners convicted	No. of times convicted	No. of prisoners convicted	No. of times convicted	No. of prisoners convicted
3	2	14	17	25	3
4	1	15	12	26	1
5	4	16	9	27	1
6	1	17	9	28	2
7	6	18	11	29	1
8	2	19	5	32	1
9	4	20	6	34	1
10	9	21	8	37	2
11	22	22	5	39	1
12	12	23	2	40	1
13	17	24	8	68	1

Total: 188 prisoners.

TABLE 4.—SHOWING THE NUMBER OF CONVICTIONS, WITH BOTH LIQUOR OFFENCES AND CONVICTIONS FOR VAGRANCY AND LOITERING EXCLUDED. 124 HAVE OVER TEN CONVICTIONS

The maximum is 54 instead of 76 as in Table 2

No. of times convicted	No. of prisoners convicted	No. of times convicted	No. of prisoners convicted	No. of times convicted	No. of prisoners convicted
2	3	14	17	24	5
3	2	15	11	26	1
4	1	16	7	27	2
5	6	17	7	28	1
6	5	18	10	34	1
7	10	19	5	36	1
8	7	20	8	37	1
9	16	21	3	39	1
10	14	22	3	54	1
11	9	23	4		
12	13				
13	14				

Total: 188 prisoners

TABLE 5.—SHOWING THE AGES, AT THE TIME OF THEIR FIRST OFFENCE

Age at first offence	Number of this Age	Age at first offence	Number of this age	Age at first offence	Number of this age
8	2	20	11	34	2
9	3	21	10	35	3
10	3	22	12	36	1
11	4	23	7	37	3
12	11	24	4	38	1
13	1	25	3	40	2
14	4	26	4	42	2
15	9	27	5	43	1
16	23	28	4	44	2
17	17	29	1	48	1
18	12	30	1	50	1
19	13	31	1	51	1
				Not given	3

Total: 188 prisoners

Total 16 and under—60 or 32% of 185.
 Total 18 and under—89 or 47% of 185.
 Total 23 and under—142 or 77% of 185.
 Total over 28—43 or 14% of 185.

TABLE 6.—HABITS AND STATUS OF THE PRISONERS

DRUG ADDICTION

Drug addicts.. . . . 32 out of 188, or 17%

EMPLOYMENT

Employed at time of last conviction.. . . . 37 out of 186, or 20%

EDUCATION

Education above common school.. . . . 22 out of 186, or 12%

Education above high school.. . . . 3 out of 186, or 1½%

MARITAL STATUS AND DEPENDENTS

Number married.. . . . 65 out of 188, or 35%

Number widowers.. . . . 12 out of 186, or 6%

Number with dependents.. . . . 47 out of 186, or 25%

Number single.. . . . 109 out of 186, or 59%

Total number of dependents.. . . . 100

CANADIAN BORN

Number of Canadian born.. . . . 154 out of 186, or 83%

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