

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, deploras 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.

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

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

³Fox—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, or 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 reformatory 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.

7

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 (5), 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	

TABLE 2.—ST. VINCENT DE PAUL
PROVISIONS FOR PRISONERS AND STAFF—1936-1937

Average Number of Prisoners—838

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. 4,380	1,151 95			doz. 4,380	1,151 95
Butter.....	lb. 21,244	4,946 31			lb. 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 3,278	7,559 40			bags 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>						
Tomatoes.....	cans 5,625	526 53			cans 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.....						
Pumpkins.....			lb. 3,859	38 59	lb. 3,859	38 59
Radishes.....			bunch 177	26 55	bunch 177	26 55
Rhubarb.....			660	6 60	660	6 60
Squash.....						
S. Chard.....						
Tomatoes.....			lb. 19,859	198 59	lb. 19,859	198 59
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 \$ cts.	Amount	Value	Amount	Value \$ 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.)

ROYAL COMMISSION

TABLE 5.—ST. VINCENT DE PAUL

FEED FOR LIVESTOCK—1936

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
Oats.....	100	70
Barley.....	10	10
Other grains.....		
Ensilage corn.....		
Corn for shelling.....	20	20
Potatoes.....	2	2
Carrots.....		
Cabbage.....	4	4
Onions.....	5	5
Tomatoes.....	3	3
Other vegetables.....	3	3
Mangels.....	9	9
Turnips.....	3	3
Pasture.....	3	3
Summerfallow.....	20	20
Land in buildings, roads, yards and lawns.....	40	60
Waste land.....	13	13
	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	228 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.....			126	3 52	126	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 Learning.....						
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).....							
Beans (string).....	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
Parsnips.....	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 Out. 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 58

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 follow:

- 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.....		
Potatoes.....	40	40
Cerrots.....		
Cabbage.....		
Onions.....	1}	1}
Tomatoes.....		
Other Vegetables.....		
Mangels.....		
Turnips.....		
Pasture.....	30	30
Summerfallow.....	180	125
Land in buildings, roads, yards and lawns.....	40}	40}
Waste land.....	240	240
Unbroken including wood land.....	144	74
	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 30			6,225	555 30
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.....	4,833	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
Paraley.....						
*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 30		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	798 98
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	3	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 63 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	63	1

Total: 183 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: 183 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 1%

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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INDEX

- Accounting System**
 Complicated and restrictive, 24, 29-31
 Description, 40-43
 Recommendations *re*, 175
- After Care**
 Borstal Association, 208-210
 Employment after discharge, 264
 Financial support for societies engaged
 in, 251, 258, 260, 261, 263
 For young offenders, 197, 361
 International rules, 165, 250
 Necessity for, 8, 10, 197, 210, 249, 250
 Penitentiary regulations *re*, 251-252
 Principles of, 250, 257-258, 259-260
 Prison pay for, 252-255
 Prison visitors, 260-263
 Provision for in Great Britain, 206, 257-
 263
 Public attitude to discharged prisoners,
 10, 217, 263, 264
 Recommendations *re*, 252, 263, 264, 361
 Unsatisfactory provision in Canada for,
 165, 166, 252
- Alberta Penitentiary**
 Closing of, 151
 Revenue, 127, 128
- Alberta, Province of**
 Attorney-General of, 50, 51, 152, 153, 154,
 155
 Courts, 50, 51
 Jails in, 21-22
 Probation in, 22
 Refusal to accept insane prisoners, 152-
 155
 Treatment of juveniles in, 22, 185, 194
- Allan, R. M.** (Warden, Kingston Peniten-
 tiary), 289-290, 292, 293
- Amersfoort Prison** (Holland), 206
- Anderson, Harry W.**, 1
- Andrieux, Rene**, 5
- Annandale Reformatory**, 80, 207
- Archambault, Hon. Justice Joseph**, 1
- Atkins, James** (Chief Keeper, Kingston
 Penitentiary), 290
- Atlanta Penitentiary**, 132
- Aylesbury Borstal Institution**, 202
- Bates, Sanford** (Executive Director of
 Boys' Clubs of America, Inc.), 4, 5,
 342
- Bathing and Shaving**
 Inadequate provision for, 24, 66, 311
 Metal mirrors, 66
 Safety razors, 66
- Behan, Sam**, 75, 76
- Belgium, Penal System of**
 Corporal punishment, 60
 Habitual offenders, 218, 221, 223
 Industries, 131
 Prison école, 206
 Prison farm, 211-212
 Prison pay, 143
 Visits and conferences, 4, 5, 204, 367
- Bennett, James V.**, (Director, Federal
 Bureau of Prisons), 4, 5, 6
- Big Brothers' and Big Sisters' Associa-
 tion**, 180
- Biggar, O. M.**, 1
- Bixby, F. Lovell**, 6
- Bond, Leonard**, 244
- Bordeaux Jail**, 19, 135
- Borstal System**
 Adoption in Canada, 49-50, 198, 199-200,
 210, 355
 Borstal Association, 208-209
 Development of, 200-202, 209, 218
 Description of Borstal institutions, 31,
 202-205
 Sentences to Borstal institutions, 201-202
 Staff of Borstal institutions, 203-204, 207
 Training and Treatment, 200, 202-203,
 204-205, 207, 209, 210
 Voluntary visitors, 204
- Boys' Clubs of America, Inc.**, 5, 242
- Breton, M.**, 5
- British Columbia Penitentiary**
 Buildings and grounds, 16, 332
 Chaplains and religious services, 336
 Classification, 334-335
 Discipline, 72, 332-333
 Education and library, 119, 336-337
 Establishment, Location and Territory
 served, 12, 16
 Hospital and medical services, 335-336
 Industries, Farm, and Production, 127-
 128, 333
 Kitchen and Steward, 335
 Population, 16, 335
 Recreation, 333-334
 Staff, 16, 35, 332-333
 Warden and senior officers, 337
- British Columbia, Province of**
 Institutions, 22, 366
 Legislation *re* juveniles, 184
 Modified Borstal unit recommended for,
 210, 356
- Buck, Timothy**, 52, 74, 75, 81-97
- Buckley, J. W.**, 87, 97

Buildings and Grounds of Canadian Penitentiaries
 Construction methods, 128
 Damaged by riots and disturbances, 69-72
 General Characteristics, 22.

Burwash Industrial Farm, 20, 244-246

Calvert, Roy, 264

Camp Hill Prison, 202, 221

Canadian Bar Association, 167, 169

Canadian Welfare Council, 183, 185

Canteens in Prison
 Not approved, 68

Capital Punishment
 Not included in reference, 2
 Place of execution, 171
 Previous study of methods of, 2

Carter, William, 50-51

Cass, E. R., 6

Catholic Prisoners' Aid Society, 257

Catholic Young Workers, see La Jeunesse Ouvriere Catholique

Caudri, W. P., 5

Cells
 Lighting poor, 67, 163
 Outside cells preferable, 22
 Punishment cells not dungeons, 22

Censorship
 Criticism of, 23, 272, 336

Central Association for Aid of Discharged Convicts, 257, 258, 263

Central Discharged Prisoners' Aid Society, 259, 260

Centralization of Penal System
 Advantages of, 106, 340, 341, 342
 In England, 341, 342
 Need for, 340-341
 Recommended, 342, 354

Chelmsford Prison, 106

Chief Constables Association, 240-241

Children's Aid Society, 183

Church Army, 257

Church of England Temperance Society, 257

Civil Service Commission, 34, 264, 330

Classification
 Classification boards, 45, 46, 49, 103, 104, 114, 115, 275, 326-327, 334-335
 International rules *re.*, 162
 Lack of, 17, 23, 102, 103, 104
 Misleading information *re.*, 49-50
 Necessity for, 10, 23, 54, 100, 101, 102, 103, 106, 162, 289, 342, 356
 Principles of, 100-103, 105, 106

Coal Shortages, 52, 298-301, 309

Coleman, E. H., (Under Secretary of State), 3, 325

Collin's Bay Penitentiary
 Buildings and grounds, 14, 15, 22, 303-307, 309
 Discipline, 70
 Education and library, 118, 306, 311

Collin's Bay Penitentiary—Con.

Establishment, Location, and Territory served, 12, 14, 22, 104, 105, 302-303, 308

Hospital and medical services, 306

Industries, Farm, and Production, 127-128, 381-384

Population, 15, 104, 303-304

Recommendations *re.*, 307

Recreation, 310

Staff, 15, 35-36, 310

Stores practices, 42

Warden and senior officers, 104, 309-310

Concerts and Lectures
 As privilege, 107
 Borstal system, 203
 Need for, 118, 120
 Not sufficient, 23, 269
 Regulations *re.*, 112

Conference of Prison Commissioners of the British Empire, 3-4

Cooper, W. H., (Warden, Saskatchewan Penitentiary), 329-330

Cooperative Commonwealth Federation, 83, 96

Cornil, Paul, 5

Corporal Punishment
 Abuses in administration, 23, 47, 61, 164, 275
 For special purposes, 69-72, 189-190
 Instrument used, 61, 171
 International rules *re.*, 164-165
 Recommendations *re.*, 61, 356, 359
 Regulations *re.*, 59, 61
 Use in other countries, 60

Correspondence
 Fountain Pens, 66
 International rules *re.*, 164
 Present practice *re.*, 24, 60, 164, 255, 256-257, 272

Courts
 Appeals *in forma pauperis*, 169, 359
 Conduct and proceedings, 8, 187-188
 Cost of conviction, 216
 Destruction of fingerprints, 170, 359
 Family Courts, 190-192, 360
 Habitual Offenders before, 219-224
 Indeterminate sentence, 244-247
 Insane before, 149, 155, 157
 Investigation and advice to, 103, 227, 228, 360
 Judges should visit prisons, 360
 Jurisdiction of magistrates, 167
 Juvenile Courts, 175, 179, 182-185, 186-189, 190, 191-192, 359
 Juveniles before, 182-183
 Prisoners on remand, 163
 Public defenders, 169
 Recidivists before, 211, 212
 Suspended sentence, 225-230
 Time for payment of fines, 167-168, 359
 Trial of penitentiary inmates by Criminal Courts, 69-72, 74-77, 81-83

Courts—Con.

Young offenders before, 196, 200-201

Cox, William J., 6

Craig, W. H., (Warden, Collin's Bay Penitentiary), 52, 84, 88-95, 97, 298-300, 309

Crime and Criminals

Cost of crime, 174-175, 216, 217, 359

Criminology, 7

Effect of physical defects, 120

Increase in crime, 174, 212-213

Prevention of crime, 8, 145, 173-174, 359

Punishment of criminals, 8, 9, 54, 228

Statistics *re*, 173, 174-175, 229, 359

Types of, 9, 10, 211-215, 218

Women in crime, 145-148

Criminal Law

Criminal Code *re* insane prisoners, 149

Criminal Code *re* sentence to penitentiary, 156, 157, 339, 342

Criminal Code, Need for revision of, 167-171, 342, 358

Definition, Object, and Constitution, 7, 156, 157, 173

Not fully effective, 174, 178

Provisions for conditional release, 226-227

Dartmoor Prison, 106, 108, 111

Dawson, J. D., (Inspector of Penitentiaries), 3, 52-53, 84, 88-93, 97, 266, 300-301

Department of Justice

Deputy Minister, 3, 40, 152, 153, 154

Minister, 1, 25, 34, 36, 37, 40, 45, 50, 59, 80, 81, 87, 88, 95, 96, 97, 235, 236, 237, 284, 302, 303, 343

Penitentiary Branch, 3, 25-28, 29-31, 32, 34, 40-43, 44, 71, 128-127, 128, 135-136, 137, 138, 265-266, 267, 273-274, 281, 284-286, 287-288, 309, 312, 314-315, 317, 319-320, 322-323, 342-344, 354

Remission Branch, 3, 103, 235, 236, 237-241, 242-243, 360

Departmental Committee on Employment of Prisoners, 129, 131, 134, 140

Departmental Committee on Persistent Offenders, 11, 220, 223

Departmental Committee on Treatment of Young Offenders, 145, 186-187, 189-190

Deputy Minister of Justice, 3, 40, 152, 153, 154, 343-344

Deroche, Judge, 74-77, 81-83

Dillon, G. A., (Purchasing Agent for Penitentiaries), 298-300

Discharge Clothing, 24, 255

Dominion Bureau of Statistics, 173, 174, 212

Dorchester Penitentiary

Buildings and grounds, 12-17, 265, 267

Chaplains and religious services, 271

Classification, 270

Discipline, 69, 267

Dorchester Penitentiary—Con.

Education and library, 118-119, 271-272

Establishment, Location and Territory served, 12

Hospital and medical services, 270-271

Industries, Farm, and Production, 30-31, 127-128, 268-269

Kitchen and Steward, 270

Population, 13

Recreation, 269-270

Staff, 13, 35, 267-272

Warden and senior officers, 267-268

Ward for women, 312

Dormitories, 22, 162

Douglass, Robert S., (Deputy Warden, B.C. Penitentiary), 337

Downey, Joseph Patrick, 1

Downs, A. H. (Jr.), 83

Draper, P. M., 1, 134

Drug Addicts

Cannot be cured, 159, 160

Disturb prison discipline, 159, 160

Should be segregated, 161

Eaton, T., Company, Ltd., 269

Edinburg Prison, 205

Education

At Borstal institutions, 203

Inmate instructors, 117

Misleading reports *re*, 50, 118, 119

Recommendations *re*, 119-120, 357

Regulations *re*, 114, 118, 164, 165, 297

Schoolrooms, 115, 116, 119, 271, 296, 329

School teachers, 114, 115, 116, 119, 272, 297, 311, 329

Should include trade and hygiene instruction, 115, 116, 297

University and correspondence courses, 116, 275, 282, 283

Unsatisfactory in penitentiaries, 23, 114, 115, 116, 118, 119, 272, 282, 283, 296-297, 311, 320-321, 329, 337

Voluntary teachers, 117, 118, 119

Edwards, W. Stuart, (Deputy Minister of Justice), 3, 313-344

Ellis, William J., 6, 340

Employment in Penitentiaries

Costly construction for, 128

Farm, 138

Industrial, 130

Insufficient, 23, 126, 290-291

International rules *re*, 163

Necessity of, 126, 128, 134, 139, 144

Other countries, 131-133, 211

Principles of, 129, 135

Reorganization of, 357, 358

Types of, 129-133, 135-136, 140

England, Penal System of

After-care, 257-260

Board of Visitors, 60, 65, 344

Borstal System, 200-209

Centralization of, 341

Classification, 102, 105, 106, 107, 108

Corporal punishment, 60

- England, Penal System of—Con.**
 Education, 117-118
 Employment, 129, 131, 134
 Habitual offenders (Recidivists), 209-210, 214, 215, 218-222, 223-224
 Home Office Schools, 193
 Prison Commission, 4, 5, 342-343
 Prison pay, 142, 224
 Probation, 225-226, 229
 Recreation and exercise, 110-111
 Regulations, 57-58, 60, 66
 Remission, 232
 Staff training and discipline, 39-40, 345-349
 Unofficial prison visitors, 260-262
- Etherington, Frederick, 1**
- Exercise and Physical Training**
 Games, 23, 109-110, 111, 203, 269, 292, 334, 357
 Insufficient, 23, 109, 110, 111, 357
 International rules *re*, 163-164
 Regulations *re*, 110
- Family Courts, 190-192, 360**
- Federal Prison Industries, Inc., 132-133**
- Federated Charities, 180**
- Feltham Borstal Institution, 202**
- Fines, Time for Payment of, 167-168, 359**
- Fingerprints and Photographs, 170, 359**
- First Offenders**
 Institutions intended for, 283-286, 302-310
 Need for segregation, 102, 104, 105
- Fiset, J. A., (Teacher-Librarian, St. Vincent de Paul), 282-283**
- Food and Diet**
 Kitchens, Storerooms, etc., 270, 279, 293, 327-328, 335
 Quality and preparation, 23, 163, 270, 279, 293, 319, 327
 Stewards, 270, 279, 293-294, 327
 Supervision of diets, 121, 163
- Fort Saskatchewan Jail, 21, 154, 155, 171, 366**
- France, Penal System of**
 Approved schools, 204, 206-207
 Corporal punishment, 60
 Habitual offenders, 218, 222
 Industries, 131
 Prison pay, 143
 Visits and conferences, 4, 5, 367
- Gallagher, M. F., (Chief of Remission Branch), 3, 235, 236, 237-238, 242-243**
- Garceau, Albert, 75, 76**
- Germany, Penal System of**
 Corporal punishment, 60
 Habitual offenders, 221, 223
 Prison pay, 143
 Production, 131
 Visited, 4, 5, 367
- Gladstone Committee (England), 11, 101, 102, 139, 218**
- Glasgow Prison, 205**
- Glueck, Sheldon, 176**
- Goad, G. T., (Warden, Dorchester Penitentiary), 267-268**
- Goodwin, Harold, 50-51**
- Grades and Merit System, 106-108, 356**
- Grievances of Prisoners**
 Board of Visitors to hear, 344, 355
 Need for outlet, 65, 165, 344
 No outlet for, 33, 62, 64
 Part in riots at Kingston Penitentiary, 74-79
- Grosse Isle, 223**
- Guthrie, Hon. Hugh, (Minister of Justice), 284**
- Habitual Offenders *see* Recidivism**
- Harding, John, 120**
- Headingley Jail, 21, 171**
- Hewart, Lord, 249**
- Hobbles, 24, 113-114, 324**
- Holland, Penal System of**
 Habitual offenders, 218-221
 Industries, 131
 Prison pay, 143
 Visited, 4, 5, 367
 Young offenders, 204, 206
- Home Office School, Red Hill, Surrey, 193**
- Hoogstraeten Prison Ecole, 206**
- Hoover, Herbert, 180**
- Hopkins, E. S., 137, 369-384**
- Humphries, I. A., 247**
- Hughes, W. S., 268, 284, 302**
- Imprisonment, Effect of**
 Adverse influences, 54-55, 100, 101, 109, 112, 250, 340-341
 Intended, 9, 10, 100
 Futile without after-care, 249
- Indeterminate Sentences, 244-247**
- Insane**
 Criminal Code *re*, 149
 Disputes with provinces *re*, 151-158
 Medical, not penal problem, 149, 156
 Objections to federal institutions for, 151, 158
 Penitentiary Act *re*, 150, 155, 156, 157, 158
 Recommendations *re*, 150-151, 158
 Should be removed from prisons, 105, 120, 149, 150, 151, 153, 356
 Treatment before courts, 149, 155, 157
- Inspectors of Penitentiaries**
 Dawson, J. D., 3, 52-53, 84, 88-93, 97, 266, 300-301
 Insufficient inspections, 32-33
 Not consulted by Superintendent, 26, 32, 52
 O'Leary, E. L., 3, 52-53
 Sauvant, G. L., 3, 52-53, 266, 277
- International Penal and Penitentiary Commission, 5, 162**
- International Standard Minimum Rules, 74, 162-166, 358**
- Interprovincial Home for Women, Coverdale, 18**

Jails

- Criticism of, 16-17
- Short terms in, 18
- Women in, 146

Jeunesse Ouvrière Catholique *see* La Jeunesse Ouvrière Catholique**John Howard Society of British Columbia**, 251, 252**Jurisdiction of Dominion and Provinces**

- Criminal Code *re*, 339, 342
- Need for revision, 342, 354
- Re* insane prisoners, 149-158
- Re* juvenile delinquents, 175, 183
- Re* penal institutions, 3, 12, 16, 104, 339-340, 342
- Re* youthful offenders (Borstal), 210

Juvenile Courts

- Development of, 182-185
- Guidance Clinics for, 179, 183, 186, 190
- Juvenile Court age, 185, 188, 189
- Principals and procedure, 8, 175, 186-188
- Probation, 184, 185, 186, 190
- Re-organization recommended, 359
- Use as family courts, 191-192

Juvenile Delinquents

- Before adult courts, 18, 182-183, 189
- Causes of delinquency, 175, 176, 179
- Foster homes for, 194
- Institutions for, 18-22, 189, 192-194
- Jurisdiction over, 3, 175
- Legislation *re*, 182-185
- Prevention of delinquency, 8, 145, 178-181, 359
- Probation for, 184, 185, 186, 190
- Statistics *re*, 175, 176, 180, 192
- Treatment of, 8, 176, 179, 182, 185, 189-190

Kingsley, Father W. T., (Chaplain, Kingston Penitentiary), 296**Kingston Penitentiary**

- Buildings and grounds, 14, 287-288
- Chaplains and religious services, 296
- Classification, 292-293
- Coal shortages, 52, 298, 301
- Discipline, 288-289
- Education and Library, 118, 293, 296-298
- Establishment, Location, and Territory served, 12, 13, 14
- Former insane ward, 150
- Former women's prison, 312
- Hospital and medical services, 80, 294-295
- Industries, Farm, and Production, 127-128, 290-291, 291-292, 375-381
- Investigations at, 1, 2
- Kitchen and Steward, 293-308
- Population, 14, 304, 307-308
- Punishments at, 44-48
- Recreation, 111, 292
- Riots at, 36, 48, 69-70, 74-97
- Staff, 14, 34-35, 288-289
- Stores practices, 41-42, 43
- Warden and senior officers, 46, 75, 76, 82, 104, 289, 290, 300

Kirkland, Murray, 74, 75, 76, 77, 82, 83**Knights of Columbus**, 180**La Jeunesse Ouvrière Catholique**, 180, 181, 251, 252**Lapointe, Hon. E.**, (Minister of Justice), 284, 302, 303**Laval Buildings**

- Buildings and grounds, 13, 22, 284-286
- Establishment and purpose, 13, 21, 273, 283-284
- Location and Territory served, 12, 286
- Staff, 286
- Warden, 52, 84, 88-95, 97, 298-300, 309

Lawson, W. S., (Chief Engineer of Penitentiaries), 3, 304**League of Nations**, 162**Learmonth, C. M.**, 137, 385-386**Leavenworth Penitentiary**, 132**"Les Loisirs,"** 181**Lethbridge Provincial Jail**, 22**Libraries, Books, and Periodicals**

- Books and book selection, 23, 66, 107, 108, 115, 116, 119, 283, 297, 298, 321
- Censorship, 272, 336
- International rules *re*, 1C4
- Libraries, 116, 119, 271, 272, 283, 297-298, 311, 321, 329, 336
- News and newspapers, 23, 109, 113, 164, 250, 269, 357

Lighting, 67, 163**Lowdham Grange Borstal Institution**, 202, 264**Lushington, Sir Godfrey**, 9, 101**MacDonnell, George M.**, 1**Madden, Judge**, 86**Maldstone Prison**, 106, 108, 142**Manitoba Penitentiary**

- Buildings and grounds, 15, 317
- Chaplains and religious services, 320
- Classification, 319
- Discipline, 70-72, 317
- Education and library, 320-321
- Establishment, Location, and Territory served, 12, 15
- Hospital and medical services, 151-153, 319-320
- Industries, Farm, and Production, 127-128, 318
- Kitchen and Steward, 319
- Population, 15
- Recreation, 318-319
- Staff, 15, 35, 317-318
- Warden, 70, 71, 317

Manitoba Prisoners' Aid Association, 251**Manitoba, Province of**

- Attorney-General, 153, 159-161
- Brief *re* dr. addicts, 159-161
- Courts, 70
- Institutions of, 21, 366
- Legislation *re* juveniles, 184

Masten, Judge, 244**Maxwell, Alex**, 129, 250**McCormick, Austin**, 4, 6

- McDonald, Michael**, 86, 88
McMahon, Bryan, 4
McRuer, J. C., 1
Meath, Earl of, 226
Medical Services
 Control of, 121
 Dental Services, 120, 270, 281, 295
 Dietary Control, 121
 Effects of physical defects, 120
 Hospitals, 24, 121, 270, 280, 294-295, 319-320, 327, 336
 Medical Officers, 24, 120, 121, 270-271, 280, 294-295, 326-327, 335
 Psychologists and psychiatrists, 120, 121, 163, 357
 Re-organization recommended, 357
Megloughlin, W. B., (Former Warden of Kingston Penitentiary), 289, 292
Meighen, William, (Warden, B.C. Penitentiary), 337
Mercer Reformatory, 20
Mercier, Honore, 340
Merxplas Prison Farm, 211
Methodist Prison Committee, 257
Middleton, Judge, 244, 246, 247
Miller, Justin, 4
Mimico Reformatory, 20
Minnesota State Prison, 132
Montreal Jail for Women, 19
Morris Coal Co., 301
Mott, Judge H. W., 229
Muir, G. W., 137, 371-384
Muller, Emil, 5
National Association of Prison Visitors, 261, 262, 264
National Federation of Boys' Clubs, 180
Neelands, C. F., 124, 246, 247
New Brunswick, Province of
 Institutions of, 17, 18, 365
 Treatment of juveniles, 184
New Westminster Penitentiary *see* British Columbia Penitentiary
New York State Reformatory, Elmira, 120
Nickle, W. F., 1
Northeastern Penitentiary, Lewisburg, 132
North Sea Camp, 202, 205
Nova Scotia, Province of
 Institutions of, 17, 18, 365
 Legislation re juveniles, 184
Oakalla Prison Farm, 22
O'Leary, E. L., (Inspector of Penitentiaries), 3, 52-53
Ontario, Province of
 Board of Parole, 243, 246, 247
 Borstal unit for, 210
 Courts, 191, 228, 244, 246, 247, 248
 Indeterminate Sentences in, 16, 243-248
 Institutions of, 17, 20-21, 366
 Legislation re juveniles, 185
 Probation in, 227-229, 231
Ontario Reformatory, Guelph, 20, 135, 138, 244
Ormond, D. M., *see* Superintendent of Penitentiaries
Osborne Association, 4
Parkhurst Prison, 106
Parole and Ticket-of-Leave
 Administration of, 235, 236, 237, 241
 Parole officers, 243, 360
 Practice in granting, 237-241, 243, 360
 Purpose of, 239, 243
 Recommendations re, 239, 240, 243, 360
Paterson, Alexander, (Prison Commissioner, England), 4, 5, 355
Paterson, H. B., (Teacher - Librarian, Kingston Penitentiary), 296-298
Penitentiary Act
 Appointment of Commission under, 1
 Provisions for insane, 150, 156, 157, 158
 Provisions for Penitentiary Branch, 25
 Provisions for punishment, 46-47
 Provisions for reformation, 100
 Provisions for remission, 231
 Provisions for reports, 48-49
 Provisions for sentence to penitentiaries, 339
 Provisions for wardens, 25-26
Penitentiary Branch
 Accounting policies, 40-43
 Centralized control, 26, 29-31, 32, 44
 Circular letters, 29-31, 42, 265
 Construction methods, 42, 128, 265, 266, 267, 273-274, 284-286, 287-288, 303-307, 309, 312, 314-315, 317, 319-320, 322-323
 Correspondence of, 29-31, 126-127, 265-266, 281, 295
 Farm control, 136, 137, 138
 Inspectors, 3, 26, 32-33, 52-53, 84, 88-93, 97, 266, 277, 300-301
 Work of co-operation, 26, 31, 32, 44, 71, 126, 127, 135-136, 137
 Officers, 3, 25-26, 34
 Prison Commission and re-organization, 342-344, 354
 Superintendent, 3, 26-31, 32, 34-40, 43-51, 53, 71, 72, 77-79, 80-81, 84, 86-89, 93, 95-97, 103, 118, 119, 126-127, 198, 199, 252, 292, 3-4, 344, 352-353
Penitentiary Farms
 Buildings, drainage, etc., 138
 Dairy herds and livestock, 138, 353
 Employment and instruction, 126, 138
 Inefficiently operated, 23, 30-31, 126-127, 136, 137, 138
 Particular farms, 268-269, 278, 291-292, 318, 325, 333, 369-386
 Possibilities of, 23, 138, 353
 Recommendations re, 138-139, 353
Penitentiary Officers
 Attitude toward prisoners, etc., 62, 64, 109, 123, 292, 310
 Dismissal of, 33-40, 355
 Employment, hours, etc., 23, 34, 39-40, 318, 324-325, 331, 332, 345, 352-353

Penitentiary Officers—Con.

- Heard by Commission, 4, 352
- Housing of, 280-287, 287, 310, 317
- Reconstruction of personnel, 344-353, 354, 362
- Remuneration, 1, 119, 350-352, 353, 355
- Staffs of penitentiaries, 13-16, 34, 112, 270, 310
- Superannuation, 352
- Trade instructors, 126, 135, 138, 268, 291, 357
- Training and discipline of, 24, 48, 54, 99, 165, 197, 217, 274, 279, 283-289, 293, 323-325, 332, 345-349, 353, 354, 356, 362
- Use of firearms by, 74, 79-81, 84-99, 165, 356

Penitentiary Population

- Average population at penitentiaries, 13-16
- Cost of maintenance, 216
- Discipline of, 54-68
- Effect of present methods, 54-55, 61-62
- Entitled to protection of law, 48
- Heard by Commission, 2, 4
- Types of, 106, 215, 216, 217, 250, 274, 275-276

Penitentiary Regulations

- Comparison with international rules, 162-166
- Criticism of, 28-29, 44, 66-68, 113-114, 138, 274, 290
- Need for revision, 54, 66, 99, 355
- Objects of, 54
- Offences provided by, 23, 54, 55-57, 66, 99
- Re after care, 251-252, 253, 254
- Re chaplains and religious services, 122, 125
- Re education, 114, 118
- Re physical activities, 110-111
- Re prison pay, 141
- Re recreation, 110, 111
- Re remission, 231-232, 233, 235
- Re visits and communications, 255-257
- Violations of, 37-38, 44-48, 307, 311

Penology

- Principles and problems of, 7
- Interest in, 341

Pluze, P. A., (Former Warden, St. Vincent de Paul), 275-277

Platt, A. G., (Medical Officer, Kingston Penitentiary), 294, 295

Polemont Borstal Institution, 205

Police

- Attitude toward parole, 240-241
- Cost of, 175
- Employment and discharge, 173, 359
- Retention of fingerprints and photographs by, 170
- Training and effectiveness, 8, 173

Poll, Maurice, 5

Portland Borstal Institution, 202, 205

Preventive Detention

- In other countries, 219-223
- Need for, 218-219, 223, 224
- Treatment during, 223-224
- Price, Leonard,** 46-48, 74, 79-81, 84
- Prince Albert Provincial Jail,** 21
- Prince Edward Island, Province of**
 - Institutions in, 17, 18, 365
 - Treatment of juveniles, 184
- Prison Commission for Canada**
 - Advantages, 342, 343, 344, 362
 - Composition of, 121, 343, 354
 - Duties, 114, 121, 235, 263, 342, 344, 353, 360, 361, 362

Prison Courts

- Criticisms of, 23, 46-47, 61-62, 63-64, 164, 275, 290
- International rules *re*, 164
- Offences and convictions in, 64, 275
- Problem of, 61-62
- Practice and procedure, 62-65
- Recommendations *re*, 64-65, 356

Prison Discipline

- Criticism of present methods, 23, 54, 67, 274-275, 276-277, 290
- Grades and merit system, 106-108
- Minimum privileges, 108
- Offences and punishments, 55-60
- Principles of, 54, 62, 64-65, 106, 107
- Prison pay as aid to, 139
- Recommendations *re*, 356
- Recreation as aid to, 111, 113, 292
- Sketches and hobbies, 67-68, 113-114, 324
- Smoking and conversation, 23, 66, 67, 78, 128, 135
- Special classes, 105, 103, 159, 223-224
- Use of informers, 323-324

Prison Industries

- Canning factories, 138
- Competition with outside labour, 130, 134
- Decline in production and revenue, 127-128, 135
- Disposition of products, 130-136, 357, 358
- In other countries, 131-133
- Particular penitentiaries, 268, 277-278, 318, 325, 333
- Provincial institutions, 19-22, 135
- Recommendations *re*, 130-136, 357, 358
- Shops, 130, 357
- Trade instruction, 23, 50, 51, 115, 116, 119, 126, 135-136, 139, 203, 268, 291, 293
- Trade instructors, 126, 135, 138, 268, 291, 357

Prison Pay

- Disposal of, 139, 141, 252-255
- Incentive of, 58, 139, 140, 144
- On discharge, 252-255
- Principles of, 139, 140, 141, 142
- Rates and systems of, 23, 140, 141, 142, 144, 163, 224
- Recommendations *re*, 144, 358
- Regulations *re*, 141, 253, 254

- Prison Punishments**
 Comparison with England, 59, 60
 For rioting, etc., 69-73
 Improper and illegal, 44-48, 61-62, 63
 Injustice in, 61-62, 63
 International rules *re*, 164-165
 List of, 58-60.
 Too frequent and severe, 274-275
- Prisoners' Aid and Welfare Association of Montreal**, 251, 252
- Prisoners' Rehabilitation Society**, 251
- Prisoners' Welfare Committee of the Regina Welfare Bureau**, 251
- Probation**
 Abuses of, 229
 Canadian practices, 226-229
 Development of, 225-229
 For youths and juveniles, 22, 184, 185, 186, 190, 196, 197
 Instead of indeterminate sentence, 248
 Principles of, 225, 229-230
 Probation officers, 226, 227, 230, 231, 360
 Recommendations *re*, 227, 230-231, 360
 Use in crime prevention, 8, 217, 225, 226, 229, 230
- Protection of Society**
 Basis of penal system, 8
 Basis of recommendations, 354
 Divided jurisdiction *re*, 3
 Principles, 8, 9
- Provincial Prison Farms**
 Compared to penitentiary farms, 136, 137
 Description of, 20, 22
- Public Defender**, 169
- Quebec, Province of**
 Borstal unit recommended for, 210
 Courts, 169, 222
 Institutions of, 17, 19, 365-366
 Legislation *re* juveniles, 183-184
- Queen's University**, 283
- Recidivism**
 Causes of, 10, 215, 217, 249
 Classes of, 211-212
 Confirmed, 213-215
 Cost of, 215, 216-217
 In Canadian penitentiaries, 215, 216, 387-388
 Increase in, 213-214, 249, 250
 Preventive detention, 218-224
 Recommendations *re*, 222-223, 362
 Segregation of incorrigibles, 100, 105, 355
 Treatment of, 8, 9, 11, 105, 218-224
 Vagrants, 211-212
 Youths, 209-210, 212, 213
- Recreation**
 Concerts and lectures, 107, 112, 117-118, 120, 203, 269
 Hobbies, 113-114, 324
 Indoor, 24, 107, 109, 269, 310
 Insufficient, 112, 318, 325
 Musical instruments, 289
 Purpose and use of, 108, 109, 111
 Radio, 112-113, 269, 311, 334
- Recreation—Con.**
 Regulations *re*, 110, 111
 Sports, 23, 109-110, 111, 203, 269, 292, 334, 357
- Reed, Stanley**, 4
- Reformation and Rehabilitation**
 Favourable prison influences, 101, 108, 115, 123, 124-125, 139
 Favourable outside influences, 225, 228, 230, 249, 263-264
 International rules *re*, 163
 Lack of favourable influences, 23, 100, 217, 274
 Necessity for, 8, 9-10, 100, 101, 228
 Regulations *re*, 54, 100
 Unfavourable influences, 10, 24, 101, 104
- Reformatories and Industrial Schools**
 Advantages of, 16, 17, 105
 Classification in, 104, 105, 199
 Inadequacies of, 199-200
 In Canada, 17-22
 Indeterminate sentences to, 244-246
 Population of, 199, 244-246
- Regina Provincial Jail**, 21
- Religion in Penitentiaries**
 Chapels, 271, 273, 275, 282, 296, 356
 Chaplains, 24, 121-122, 123, 124, 195, 271, 282, 296, 320, 323, 336, 357
 International rules *re*, 164
 Objects of, 271, 273, 275, 282, 296, 356
 Regulations *re*, 24, 122, 125, 357
 Religious literature, 115, 119, 123, 125
 Unsatisfactory, 123
- Remission**
 Consecutive sentences, 234
 Duplication, 235
 Practices, 59-60, 106, 139, 141, 231-233, 234, 235, 238-241
 Principles of, 231, 234
 Recommendations *re*, 232, 233, 235, 361
 Remission Branch, 3, 103, 235, 236, 237-241, 242-243, 360
 Remission by royal prerogative, 235-236
 Statutory remission, 231-235
- Remission Branch**
 Chief officer, 3, 235, 236, 237
 Control of Ticket-of-Leave, 236
 Criticism of, 235, 237-241, 242-243
 Principles to be followed, 237-240
 Secretary of State Remission Branch, 235
 To be abolished, 360
 Visits of officer to institutions, 242-243
- Riots and Disturbances**
 Kingston Penitentiary, 36, 52, 74-97
 Recent, 69-73
 St. Vincent de Paul Penitentiary, 69, 93-99
- Rochester Borstal Institution**, 202, 207
- Rotary Club**, 209
- Rowell, Chief Justice**, 244
- Roy, Father**, 181
- Royal Canadian Mounted Police**, 44, 170, 174, 236, 343

Royal Commission

- Conferences, hearings, and inspections, 1, 2, 3, 4, 5, 365-368
- Members, ii
- Memoranda and reference materials, 3, 4, 5, 7, 389-408
- No examination of individual cases of dismissal, 33-34, 36
- Recommendations of, 217, 354-362
- Secretary at, ii, 363

Royal Military College, 52**Ruggles-Brise, Sir Evelyn, 208****St. Maurice Approved School 207****St. Vincent de Paul Penitentiary**

- Buildings and grounds, 13, 273-274
- Chaplains and religious services, 121, 181-182
- Classifications, 278-279
- Discipline, 69, 98-99, 274-275
- Education and library, 118, 282, 283
- Establishment, Location and Territory Served, 12-13
- Hospital and medical services, 26-281
- Industries, Farm, and Production, 127-128, 277, 278, 369-374
- Kitchen and Steward, 279
- Population, 13
- Staff, 13, 35, 52
- Store practices, 41-42, 43
- Warden and senior officers, 52-53, 275-277

Salvation Army, 122, 211, 251, 257, 269**Samuel, Sir Herbert, 226****Saskatchewan Penitentiary**

- Buildings and grounds, 15, 16, 322-323
- Chaplains and religious services, 328-329
- Classification, 104, 325-327
- Discipline, 72, 323-324
- Education and library, 119, 329
- Hospital and medical services, 328
- Industries, Farm and Production, 127-128, 325, 385-386
- Insane prisoners at, 153-155
- Kitchen and Steward, 327
- Population, 16
- Recreation, 325
- Staff, 16, 35, 323, 324, 325, 331
- Warden and senior officers, 104, 323, 324, 329-331

Saskatchewan, Province of

- Department of Agriculture, 137
- Institutions, 21, 366
- Legislation *re* juveniles, 185

Sauvant, G. L., (Inspector of Penitentiaries), 3, 52-53, 266, 277**Scotland, Penal System of**

- Borstal system, 205-206
- Visited, 4, 204, 367

Scott, Harold, (Chairman, Prison Commission, England), 4, 5, 221**Segregation**

- Lack of, 16, 17, 276, 292
- Necessity for, 10, 45, 65, 101, 102, 120, 323-324
- "Preferred class" experiments, 283-286, 302-310
- Principles of, 102
- Provisions in England for, 102
- Special classes requiring, 162, 218, 222-223, 355, 356

Sentences

- Death sentence, 171
- Indeterminate, 16, 243-248, 361
- Lack of uniformity in, 169-170
- Sentence to whipping, 170-171
- Separation of jurisdiction by, 3, 12, 16, 339, 341
- Short sentences useless for youths, 197
- Special sentences for habituals, 11, 218-224, 355
- Suspended, 226-227

Sherwood Borstal Institution, 202**Simon, Sir John, 168****Smith, Gilbert, 77, 78, 79, 289****Social Agencies**

- After-care work by, 251, 257-263, 361
- Boys' and Girls' Clubs, 5, 145, 179, 180
- Co-ordination of, 179, 181, 251, 263, 361
- Financing, 251, 369, 361
- Handicaps to, 251, 252
- Particular agencies, 4, 6, 251, 252, 257, 258, 259, 260, 261, 262, 263, 264, 269, 342
- Religious agencies, 123-124
- Work with juveniles, 8, 176, 179-181, 193

Sowards, James & Co., 298-300**Sullivan, George, (Deputy Warden, Kingston Penitentiary), 290, 293****Superintendent of Penitentiaries**

- Action *re* disturbances, 71, 72, 77-79, 80-81, 84, 86-89, 292
- Dictatorial methods, 26, 28-29, 44, 45
- Dismissal of officers, 34-40
- Duties of, 25-26
- Evidence of, 3, 28, 29, 37-38, 47, 51, 84, 89, 93, 97, 304
- Improper treatment of prisoners, 44-48
- Installation of "eight-hour-day," 352-353
- Lack of co-operation, 26-28, 32, 51, 53, 252
- Misleading reports by, 48-50, 80, 95-97, 118, 119, 198, 199
- Prison Commission to replace, 342-344
- Retirement recommended, 51
- Time devoted to details, 29-31, 32, 51, 126-127

Suspended Sentence, 225-230**Ticket-of-Leave and Parole**

- Administration of, 235, 236, 237, 241
- Parole officers, 243, 360
- Practice in granting, 237-241, 243, 360
- Purpose of, 239, 243
- Recommendations *re*, 239, 240, 243, 360

Toe H, 209, 258**Toronto District Labour Council, 87**

- Toronto Municipal Farm, Langstaff, 20**
Toronto Regional Labour Council of the
Co-operative Commonwealth Fed-
eration, 88, 96
- Trade Instruction**
 At Borstal institutions, 203
 Misleading information *re*, 50, 51
 Restricted, 126, 135-136
 Trade instructors, 126, 135, 138, 268, 291,
 357
 Unsatisfactory, 23, 115, 116, 119, 126, 268,
 291, 292
 Use of waste materials, 136
- United States Industrial Institute for**
Women, Aldison, 132
- United States, Penal System of**
 Bureau of Prisons, 5, 6
 Corporal punishment, 60
 Federal Prison Industries, Inc., 132-133
 Industries and employment, 132-133
 Institutions, 4, 5, 6, 207, 368
 Juvenile Courts, 187
 Lack of centralization, 340-341
 Medical services, 121
 Prison Pay, 143-144
 Recreation and exercise, 110
 Treatment of habitual offenders, 218, 222
- United States Southwestern Reformatory,**
El Reno, 132
- United Synagogue Discharged Prisoners'**
Aid Society, 257
- Vagrancy**
 Dutch and Belgian methods of dealing
 with, 211-212
 Need for revision of definition, 167, 358
 Need for special treatment, 211-212
- Van der Aa, 5**
- Veenhuizen Prison Farm, 211**
- Visitors, Board of**
 Duties, 344
 Prison offences, 60
 Recommended, 344, 355
- Visits and Visitors**
 Criticism of present rules *re*, 21, 60, 250
 255-256, 257
 Criticism of present quarters for, 24, 255-
 256
 Importance of, 255
 International rules *re*, 164
 Metal detectors, 256
 Use of, 60, 107, 255
- Wakefield Prison, 106, 107, 142, 345-349,**
354, 362
- Wallkill Reformatory, 207**
- Watson, John A. F., 262**
- Wood, Arthur D., 4**
- Women Offenders**
 Provincial institutions for, 18, 19, 20, 21,
 145
 Should be in reformatories, 148, 316, 358
 Small proportion of criminal population,
 145-148
 Transportation costs, 314-316
 Treatment of, 145, 165, 315, 316
 Women in penitentiaries, 145-148, 312,
 314, 316
- Women's Prison**
 Buildings and grounds, 14, 22, 314-315
 Censorship at, 315
 Cost, 312, 313, 314
 Education, 315
 Establishment, Location, and Territory
 Served, 12, 14, 287, 312
 Population, 14, 145, 146, 147, 312, 313
 Recommendations *re*, 148, 316
 Should be used for other purposes, 145,
 291-292, 316, 358
 Staff, 14, 315
- Wormwood Scrubs Prison, 202, 204, 208,**
210, 261, 366
- Young Offenders**
 After-care for, 197, 210
 Before the courts, 145, 196-197, 200, 210
 Bors'tal system, 199, 200, 202-206, 209, 210,
 355
 European systems of treating, 206-207
 Grades System for, 325-326
 Inadequate treatment in Canada, 118,
 197, 198, 199, 200, 270, 273, 279,
 292-293, 319, 325-326, 334
 Misleading information *re* treatment of,
 49-50, 197, 198, 199
 "Preferred Class" penitentiaries, 283-284,
 302-303
 Probation of, 195-197, 199-200
 Recidivism of, 209-210, 212-213
 Segregation of, 102, 104, 105, 167, 217
 Training of, 195, 200, 278
 United States, 207-208
- Young Men's Christian Association, 180,**
181