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REPORT  
OF THE  
SUPERINTENDENT OF PENITENTIARIES  
CANADA  
1934 - 35

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ANNUAL REPORT

SUPERINTENDENT OF PENITENTIARIES

FOR THE YEAR ENDING

MARCH 31, 1983



Printed by the Queen's Printer  
for the Superintendent of Penitentiaries

DOMINION OF CANADA

5-5-91

## ANNUAL REPORT

OF THE

# SUPERINTENDENT OF PENITENTIARIES

FOR THE FISCAL YEAR ENDED

MARCH 31, 1935



OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1935



DOMINION OF CANADA

ANNUAL REPORT

OF THE

SUPERINTENDENT OF PENITENTIARIES

FOR THE FISCAL YEAR ENDED

MARCH 31, 1932



PRINTED BY THE KING'S PRINTER  
OTTAWA  
1932

REPORT  
OF THE  
SUPERINTENDENT OF PENITENTIARIES

FISCAL YEAR ENDED MARCH 31, 1935

To His Excellency, Captain the Right Honourable the Earl of Bessborough, P.C.,

G.C.M.G., Governor General and Commander-in-Chief of the Dominion of Canada.

*To His Excellency, Captain the Right Honourable the Earl of Bessborough, P.C.,  
G.C.M.G., Governor General and Commander-in-Chief of the Dominion  
of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

I have the honour to lay before Your Excellency the Annual Report of the Superintendent of Penitentiaries for the fiscal year ended March 31, 1935, made by him in pursuance of the provisions of section 16 of the Penitentiary Act.

I have the honour to be, sir,

Your Excellency's most obedient servant,

H. GUTHRIE,  
*Minister of Justice.*

OTTAWA, August 3, 1935.

To His Excellency (against the Right Honourable the Earl of Sandwich, P.C.,  
G.C.M.G., Governor General and Commander-in-Chief of the Dominion  
of Canada.

May it please Your Excellency:

I have the honour to lay before Your Excellency the Annual Report of the  
Superintendent of Penitentiaries for the year ended March 31, 1885, made  
by him in pursuance of the provision of section 10 of the Penitentiary Act.

I have the honour to be, Sir,

Your Excellency's most obedient servant,

H. GUTHRIE,

Minister of Justice.

Ottawa, August 5, 1885.



# REPORT

## OF THE

# SUPERINTENDENT OF PENITENTIARIES

## FOR THE

### FISCAL YEAR ENDED MARCH 31, 1935

To the Hon. HUGH GUTHRIE, K.C., LL.D., M.P.,  
Minister of Justice.

HONOURABLE SIR,—I have the honour to submit reports and statistics regarding the administration of penitentiaries for the fiscal year ended March 31, 1935.

The following tables show the movement of population, and expenditures during the fiscal year:—

MOVEMENT OF POPULATION, 1934-35

—	Kings- ton	St. Vincent de Paul	Dor- chester	Mani- tobia	British Colum- bia	Sas- katch- ewan	Collins Bay	Piers Island	Totals
In custody April 1, 1934.....	851	1,045	411	357	405	445	175	531	4,220
<i>Received</i>									
From jails.....	321	375	179	119	113	114			1,221
By transfer from other penitentiaries.....	23	3		1	56		155	3	241
By recapture.....									
By revocation of license.....	4								4
By forfeiture of ticket- of-leave.....			6	3		2			11
From provincial auth- orities.....									
	348	378	185	123	169	116	155	3	1,477
<i>Discharged</i>									5,697
By expiry of sentence..	149	214	90	104	135	101	61	372	1,226
By ticket-of-leave....	57	145	70	33	46	58	43	102	554
By deportation.....	8	13	7	2	9	8	2	1	50
By pardon.....	14	9	7	5	2	7	5		49
By escape*.....			1			1			2
By death.....	1	6	1	1	4			4	17
By extradition.....									
By release on court order.....		2		1		2			5
By transfer to other penitentiaries.....	156	7	2	2	3	2	14	55	241
Returned to provincial authorities, section 53.....									
Returned to provincial authorities.....						1			1
	385	396	178	148	199	180	125	534	2,145
In custody, March 31, 1935.....	814	1,027	418	332	375	381	205	0	3,552

\*From Asylums



## DEPARTMENT OF JUSTICE

NATIONALITY  
(Place of Birth)

	Kingston	St. Vincent de Paul	Dorchester	Manitoba	British Columbia	Saskatchewan	Collin's Bay	Totals
<i>British—</i>								
Canada.....	558	762	381	215	210	217	159	2,502
England and Wales.....	67	42	12	23	31	23	17	215
Scotland.....	18	16	2	13	15	7	8	79
Ireland.....	8	16	1	2	5	5	5	42
Other British countries.....	2	3	7	2	3	3	.....	20
								2,858
<i>Foreign—</i>								
United States.....	48	90	9	9	25	31	6	218
Russia.....	17	25	1	8	29	13	1	94
Austria-Hungary.....	19	3	1	26	3	33	.....	85
Italy.....	22	30	1	.....	10	1	4	68
Roumania.....	9	4	.....	4	3	9	.....	29
France.....	.....	6	1	2	.....	1	.....	10
China.....	5	2	.....	2	20	2	.....	31
Other foreign countries.....	41	28	2	26	21	36	5	159
								694
	814	1,027	418	332	375	381	205	3,552

SOCIAL HABITS

Abstainers.....	169	438	33	113	107	95	44	999
Temperate.....	536	497	381	118	247	263	149	2,191
Intemperate.....	109	92	4	101	21	23	12	362
	814	1,027	418	332	375	381	205	3,552

CIVIL STATE

Single.....	440	648	288	215	225	238	111	2,165
Married.....	320	350	116	105	134	115	87	1,227
Widowed.....	54	29	13	10	11	21	6	144
Divorced.....	.....	.....	1	2	5	7	1	16
	814	1,027	418	332	375	381	205	3,552

RACIAL

White.....	785	1,017	386	320	347	361	201	3,417
Coloured.....	13	4	24	.....	1	5	4	51
Indian.....	11	4	8	10	5	10	.....	48
Mongolian.....	5	2	.....	2	22	5	.....	36
	814	1,027	418	332	375	381	205	3,552

## DURATION OF SENTENCE

	Kingston	St. Vincent de Paul	Dorchester	Manitoba	British Columbia	Saskatchewan	Collin's Bay	Totals
Two years.....	166	345	184	102	83	77	47	1,009
Over two and under three.....	30	3	11	6	22	40	15	127
Three and under four.....	159	180	82	79	123	81	54	758
Four and under five.....	50	68	36	23	46	15	20	258
Five and under eight.....	194	207	62	61	54	73	60	711
Eight and under ten.....	25	19	6	6	4	2	3	65
Ten and under twelve.....	59	55	14	15	9	28	5	185
Twelve and under fifteen.....	25	27	4	10	5	19	1	91
Fifteen and under twenty.....	32	26	5	11	7	9	.....	90
Twenty and under twenty-five.....	14	18	3	1	.....	5	.....	41
Twenty-five and over.....	1	23	.....	.....	.....	2	.....	26
Life.....	59	56	11	18	17	30	.....	191
	814	1,027	418	332	375	381	205	3,552

## AGES

	20	142	63	51	23	18	8	
Under twenty years of age.....	20	142	63	51	23	18	8	325
Twenty to thirty.....	326	532	197	168	178	161	115	1,677
Thirty to forty.....	256	216	92	62	84	95	56	861
Forty to fifty.....	120	99	40	34	61	58	21	433
Fifty to sixty.....	60	28	16	12	21	25	5	167
Over sixty.....	32	10	10	5	8	24	.....	89
	814	1,027	418	332	375	381	205	3,552

## CREEDS

	302	869	208	132	96	129	64	1,800
Christian—	302	869	208	132	96	129	64	1,800
Roman Catholic.....	153	61	58	41	71	59	45	488
Church of England.....	89	18	38	86	75	58	34	398
Presbyterian.....	.....	.....	.....	15	19	24	.....	58
Methodist.....	148	8	31	8	17	18	34	264
United Church.....	47	3	75	7	12	14	14	172
Baptist.....	15	.....	1	13	15	28	3	75
Lutheran.....	19	.....	.....	9	.....	20	2	50
Greek Catholic.....	12	38	7	10	9	25	4	105
Other Christian Creeds.....	.....	.....	.....	.....	42	4	.....	46
Doukhobor.....	.....	.....	.....	.....	.....	.....	.....	3,456
Non-Christian—	28	29	.....	11	.....	.....	4	72
Hebrew.....	1	.....	.....	.....	18	.....	.....	19
Buddhist.....	.....	1	.....	.....	1	2	1	5
Others.....	.....	.....	.....	.....	.....	.....	.....	96
	814	1,027	418	332	375	381	205	3,552

## HOSPITAL

	Cases treated in Dispensary	Cases treated in Hospital	Per capita cost
Kingston.....	27,199	368	\$ cts.
St. Vincent de Paul.....	12,935	576	3 34
Dorchester.....	5,710	76	1 65
Manitoba.....	3,132	1,380	1 23
British Columbia.....	5,280	21	2 44
Saskatchewan.....	2,763	280	-80 cents
Collin's Bay.....	1,835	196	1 96
Piers Island.....	.....	.....	1 97
	.....	.....	1 19



## DEPARTMENT OF JUSTICE

## EXPENDITURES, 1934-35

Penitentiary	Gross Expenditure	Revenue	Net Expenditure
	\$ cts.	\$ cts.	\$ cts.
Kingston.....	510,732 46	30,028 72	480,703 74
St. Vincent de Paul.....	573,799 91	18,008 84	555,791 07
Dorchester.....	282,722 60	9,848 08	272,874 52
Manitoba.....	253,970 07	11,955 63	242,014 44
British Columbia, including Piers Island.....	416,465 91	3,449 51	413,016 40
Saskatchewan.....	305,417 94	1,613 11	303,804 83
Collin's Bay.....	302,701 34	961 21	301,740 13
Totals.....	2,645,810 23	75,865 10	2,569,945 13

## COMPARATIVE STATEMENT OF NET EXPENDITURE

Penitentiary	1932-33	1933-34	1934-35
	\$ cts.	\$ cts.	\$ cts.
Kingston.....	446,157 79	486,418 26	480,703 74
St. Vincent de Paul.....	582,680 19	530,713 12	555,791 07
Dorchester.....	266,943 21	273,987 18	272,874 52
Manitoba.....	251,302 39	271,137 93	242,014 44
British Columbia, (including Piers Island).....	459,630 34	440,655 73	413,016 40
Saskatchewan.....	412,464 76	333,850 05	303,804 83
Collin's Bay.....	210,034 70	218,127 50	301,740 13
Totals.....	2,629,213 38	2,554,889 77	2,569,945 13
Average daily population.....	4,425	4,358	3,895

## PER CAPITA STATEMENT

Being Expenditure per convict, per annum, at the different Institutions, Year ended March 31, 1935.

	King- ston	St. Vincent de Paul	Dor- chester	Mani- toba	British Colum- bia	Saskat- chewan	Collins Bay
Average daily population.....	769	990	410	345	776	408	197
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Staff and administration.....	345 69	301 63	367 12	419 72	285 63	396 45	608 15
Maintenance of convicts.....	91 95	125 57	107 17	95 46	112 59	106 56	115 44
Discharge expenses.....	9 21	11 92	12 66	16 65	30 60	19 89	20 02
Operating expenses.....	53 16	51 75	91 83	115 55	43 13	118 53	101 17
Maintenance expenses, buildings and equip- ment.....	12 65	18 69	18 94	22 90	14 65	20 60	30 97
Capital expenditure, buildings and equip- ment.....	151 49	70 03	91 85	65 86	50 08	86 54	660 81
Totals.....	664 15	579 59	689 57	736 14	536 68	748 57	1,536 56

## ACTUAL TOTAL COST

*Unreported supplies, March 31, 1934.....	\$ 525,415 88
Supplies on hand, April 1, 1934.....	281,082 40
Net expenditures, year ended March 31, 1935.....	2,569,945 13
	<u>\$3,376,443 41</u>
Deduct—Supplies on hand, March 31, 1935.....	1,036,970 68
Actual cost (including capital expenditure) of keeping 3,895 convicts for one year.....	2,339,472 73
Less—Capital expenditures.....	450,552 18
Actual cost of keeping 3,895 convicts for one year.....	<u>\$1,888,920 55</u>

\*Cut stone, manufactured articles, and goods received without repayment, not previously included in inventories, but now included.

## COMPARATIVE SUMMARY

	1932-33	1933-34	1934-35
	\$ cts.	\$ cts.	\$ cts.
Gross expenditure.....	2,755,843 07	2,656,024 51	2,645,810 23
Less—Revenue.....	126,629 69	101,134 74	75,865 10
Net expenditure.....	2,629,213 38	2,554,889 77	2,569,945 13
Net expenditure per annum per convict, including capital expenditure.....	594 17	586 25	659 80
Actual cost.....	2,932,239 68	2,565,076 79	2,339,472 73
Less—Expenditures on capital account.....	647,162 51	461,390 18	450,552 18
Net cost.....	2,285,077 17	2,103,686 61	1,888,920 55
Net cost per convict per annum.....	516 40	482 72	484 96
Net cost per convict per diem.....	1 41	1 32	1 33
Average daily population.....	4,425	4,358	3,895



DETAILS OF EXPENDITURES BY PENITENTIARIES—FISCAL YEAR ENDED MARCH 31, 1935

10

	Kingston	St. Vincent de Paul	Dorchester	Manitoba	British Columbia including Piers Island	Saskatch- ewan	Collin's Bay	Adminis- tration	Total
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Expenditure bearing relationship to convict population									
Staff and administration.....	265,838 41	298,617 13	150,520 03	144,789 23	221,651 20	161,752 97	119,806 48	15,757 21	1,378,732 66
Maintenance of convicts.....	70,708 90	124,319 02	43,940 46	32,939 99	87,373 92	43,467 39	22,741 06		425,471 94
Discharge expenses.....	7,083 14	11,804 54	5,189 68	5,746 38	23,745 29	8,117 20	3,944 16		65,630 39
Operating expenses.....	40,885 27	51,228 06	37,650 41	39,869 30	33,468 65	48,361 76	19,930 86		271,394 31
	384,515 72	485,968 75	237,300 58	223,344 90	366,239 06	261,699 32	166,422 56	15,757 21	2,141,248 10
Expenditure bearing no relationship to convict population									
Maintenance expenses.....	9,722 47	18,505 68	7,762 25	7,897 42	11,370 43	8,407 89	6,101 02		69,767 16
Capital expenditure, buildings,machinery,etc.	116,494 27	69,325 48	37,659 77	22,727 75	38,856 42	35,310 73	130,177 76		450,552 18
Totals.....	510,732 46	573,799 91	282,722 60	253,970 07	416,465 91	305,417 94	302,701 34	15,757 21	2,661,567 44

Total sum voted 1934-35..... \$2,836,850 00

Total sum expended..... 2,661,567 44

Unused portion of vote..... \$ 175,282 56

## STORES INVENTORIES, MARCH 31, 1935

Kingston .....	\$ 168,741 98
St. Vincent de Paul .....	236,713 68
Dorchester .....	132,471 10
Manitoba .....	120,526 96
British Columbia .....	\$74,151 76
	<u>29,894 00</u>
	104,045 76
Saskatchewan .....	152,784 21
Collin's Bay .....	121,686 99
	<u>\$1,036,970 68</u>

Due to the increase in custodial staff and the decrease in prison population, it is certain that the per capita cost for 1935-36 will be much higher than during the fiscal year under report.

## KINGSTON PENITENTIARY

*Lieutenant-Colonel W. B. Megloughlin, M.C., Warden, April 1-June 14, 1934.*

At the close of the preceding fiscal year, the discipline of the convicts in Kingston Penitentiary was most unsatisfactory. Insubordination was rife, the convicts putting forth determined efforts to exert their will upon the management of the penitentiary.

On the evening of May 3, at the close of prison, convicts in the East Cell Block behaved in a disorderly manner, breaking cell furniture and equipment. Convicts complained that medicine had been removed from their cells during their absence in the workshops. The penitentiary physician reported as follows:—

"On May 3, 1934, in the interests of the medical treatment in the institution, I asked that all medicines be returned from the Dormitory Section and from the East Cell Block. I was thoroughly conversant with the nature of these medicines and knew that no convict would suffer by having a medicine bottle removed from his cell. They comprised hand lotion, gargle, mouth wash, and in the case of 'A', Russian oil with an inert powder in suspension."

Upon investigation, convicts stated to the warden that their action was taken for the purpose of forcing him to accede to their demands, which, in general, were that they should be given better food; more letter-writing privileges; safety razors and toilet articles; daily and weekly papers; no reports for minor breaches of rules and regulations; more tobacco; and baseball.

Actually, the playing of softball had been permitted on that date.

Following instructions from the superintendent, because of the misbehaviour of the convicts on the 3rd instant, the warden did not allow softball on May 5, and that evening, immediately after the close of prison, a disturbance broke out in the Main Cell Block, which consisted of shouting, the use of profane language, noise made by the grating of trays, cups, and other cell equipment across the cell barriers, and the pounding of tables, chairs, and beds upon the cell floors. This type of behaviour lasted on into the night, but eventually the situation was brought under control.

During the following week some ineffective efforts were made to have the convicts carry out systematic exercise, which they refused to do.

The warden continued to receive rumours indicating that further disorders could be expected, and that certain convicts were advocating sabotage. On Thursday, May 10, the warden reported to the branch office that he had received information that there would be an emeute in the chapels during service on the following Sunday.



On the 11th and 12th an unusual number of convicts paraded to the hospital, complaining of minor ailments, and asking to be admitted as patients, other convicts on the same dates making requests to be transferred to Collin's Bay Penitentiary.

The warden also reported that both the chaplains had received information from convicts of impending trouble.

The warden anticipated that if an emeute occurred, it would be in the Protestant Chapel. Without consulting the chaplain, Major the Reverend W. E. Kidd, D.S.O., M.C., or giving him any information, the warden placed eight armed officers in that part of the Protestant Chapel formerly used by the female convicts.

The first service in the Protestant Chapel, and the service in the Roman Catholic Chapel, were completed without any unusual occurrence, but during the opening hymn of the second service in the Protestant Chapel, it was estimated that some twenty-five convicts endeavoured to cause a disruption, some shouting "Let's go, boys!" this being followed by the tapping of feet. The singing of the hymn was carried through without stopping, after which, when Reverend Mr. Kidd commenced to speak, the tapping of feet was recommenced. He remained in silence for a moment, facing his congregation with a firm countenance. The noise ceased. There was no further disruption. The manner in which Major Kidd met the situation evoked the respect of the officers and convicts present.

On the afternoon of May 15 the convicts employed in the laundry and change room were taken into the yard for their forty-minute exercise period, immediately prior to the closing of the prison.

At approximately 5.10 p.m. one of the officers on duty adjacent to the shop dome observed smoke issuing from the windows on the east side of the change room, and immediately gave the alarm. Simultaneously, the officer on duty in the southeast tower also noticed the smoke and gave the alarm. The convicts employed in the tin and paint shop and the carpenter shop were conducted to their cells in an orderly manner. All convicts were in due course taken to their cells, where they remained quietly. The water pressure was turned on at 5.20 p.m. The fire not being under control at 5.30, a call was put in to the city of Kingston fire brigade, which arrived at the penitentiary at 5.38 p.m. A tug with a fire pump and hose on board was also brought to the penitentiary dock as a precautionary measure, but was not used. The fire was well under control by 9 p.m., and was completely extinguished by midnight.

The damage caused by this fire was as follows:—

Building and fixtures—		
Roof, trusses, concrete cornice .....		\$ 4,850 00
Plastering, lathing and painting .....		1,800 00
Shafting, pulleys, belting, etc. ....		700 00
Partitions, glazing, window frames and sash .....		900 00
Storage balcony-racks, tables .....		1,270 00
Miscellaneous .....		350 00
Contingencies, 15 per cent .....		480 00
Total building and fixtures .....		\$11,350 00
Knitting, darning and sewing machines .....		414 25
Dryers, washers, extractor, barber chairs (total cost value \$10,999.11) estimated cost to repair .....		2,179 92
Plumbing, electric and telephone equipment .....		1,050 00
Blankets .....	\$2,822 95	
Mattresses, bedding and towels .....	2,872 72	
Boots and cell slippers .....	4,649 50	
Convicts' clothing .....	8,639 38	
Thread, yarn, towelling .....	158 54	
Shop and office equipment .....	1,046 96	
		\$20,290 05
Total estimated value of property destroyed .....		\$35,284 22



An investigation into the fire was commenced on May 17, which disclosed that the officer in charge had made a proper and efficient examination of the change room after the cessation of work, the examination taking approximately twenty-five minutes. There was no sign of fire when he completed his examination at four minutes to five and locked up the shop.

The evidence given at the investigation conclusively proved that the electric wiring and all other appliances were in proper condition, and that the fire was not caused through any defect in wiring.

The investigation also disclosed that there was a laxity in shop discipline, and that contrary to rules, regulations, and instructions, convicts had been permitted to smoke in the change room. It is therefore presumed that the fire was started from a cigarette butt left by an officer or a convict, or that it was deliberately started by a convict.

The investigation further disclosed that the instructions for fire drills and the examination of fire-fighting equipment had not been carried out.

Simultaneously with the commencement of the fire in the change room, a fire was discovered in the carpenter shop, but before it could make any headway it was put out by the use of a hand fire-extinguisher. Investigation disclosed that convicts were permitted to smoke in this shop. There was conclusive evidence that this fire was deliberately set by a convict. The damage was less than five dollars.

On May 23, 1934, when the steward was making an inspection of the kitchen at about 5.45 p.m. he discovered a fire just commencing to burn above the store-room. This fire had been set under the stairway leading to the balcony on which are stored the convicts' trays and cups. The convict setting the fire had used some paper and a piece of shirting in which he had wrapped some meat fat. The fire was extinguished immediately, and the building suffered no damage other than the discoloration of paint.

One convict died on May 26. The usual coroner's inquest was held, and it was found that this convict came to his death from natural causes.

On December 11, 1933, a direction had been sent to the warden of each penitentiary to immediately constitute a Classification Board. In Kingston Penitentiary this board was not formed until the month of April, 1934, and had met on only one occasion, which was either May 6 or May 9, 1934, but no action had been taken as a result of the meeting of the board. A special meeting of the board was held on June 6, when a general classification of all convicts was made, in accordance with the instructions issued. Forty-three convicts were transferred to the East Cell Block, as being unsuitable to be permitted to work in association with the other convicts.

Lieutenant-Colonel Megloughlin ceased to occupy the position of warden on June 14, 1934.

*Mr. R. M. Allan, Warden, June 15, 1934, to March 31, 1935.*

Upon taking over the wardenship of the institution, Warden Allan found himself faced with the onerous task of bringing about a more satisfactory condition of affairs. His first action was to eliminate unauthorized deviations from the instructions, rules and regulations. In this he had the hearty co-operation of the penitentiary staff, but, as anticipated, met with resentment from the more irresponsible convicts, who still continued to disrupt the good order and management of the institution.

On July 16, 1934, the warden reported that the Northwest Cell Block (previously the Prison for Women) was vacant and could be used for the segregation of selected convicts of known good behaviour in the prison, and who had given evidence of reformation. This plan was immediately approved. Thirty-four convicts were transferred to this building, which may be described



as of the "medium security" type, the cells being outside rooms with windows 2 feet by 6 feet, and having wooden doors, each fitted with a window 20 inches by 20 inches filled in with a light grilled barrier. On the second floor of the building is a room 11 feet 5 inches by 76 feet, now called the common room. The convicts confined in this building are employed at various work and in various shops throughout the institution, but proceed to and from work without escort, after being lined up.

The routine for these convicts is as follows:—

They arise at 6.30 a.m. to prepare themselves for labour; receive breakfast at 7 a.m.; and proceed to the shops, offices and works as required. Each convict consumes his meals in his room, with the door unlocked. At 6 p.m. all convicts are released from their rooms, and are allowed to congregate in the common room, where they are permitted to carry on conversation, play checkers, dominoes and cards, smoke and read. No gambling is permitted. They are returned to their rooms at 8.30 p.m. and locked up, the lights being turned out at 9 p.m. On Sundays these convicts are allowed to occupy the common room from 2 to 5 p.m. and from 6 to 8.30 p.m.

The warden reports that this type of treatment has produced very satisfactory results. It is being continued, and further experiments are being carried out in this and other penitentiaries.

On March 16, 1935, the warden reported that up to February 16, conditions in the penitentiary had been excellent, but immediately following that date, there was evidence of unrest, and that he had received information from various trustworthy sources that efforts were being made to organize an emeute in the prison, which was to be carried out after the manner of the disturbance of October, 1932. Reliable information indicated that a disturbance would be created in the chapels, following church services, the convicts intending to barricade themselves in the chapels, refusing to leave until their demands had been acceded to. Other information indicated that attempts were being made to organize the convicts in the tailor shop to create a disturbance by a combined refusal to perform physical exercises. The information did not disclose the demands which the convicts intended to put forward.

At approximately 4.50 p.m. on March 21, 1935, the West Shop Block was cleared of all convicts except 46 employed in No. 1 tailor shop, on the top floor, and 25 convicts employed in No. 2 tailor shop, located on the ground floor. This Shop Block has a basement, a ground floor, a second floor, and a top floor. The shoe shop is located in the south half of the second floor.

Guard B. C. Hall, on receiving the signal from the yard officer notifying him that the convicts from No. 1 tailor shop should be released for the purpose of proceeding to the Cell Block, went to the door of No. 1 tailor shop, unlocking the wooden door and the steel barrier inside of the wooden door. The convicts had been lined up by the custodial officer in the shop. Immediately after unlocking the steel barrier, Guard Hall proceeded down to the main shop entrance on the ground floor. Evidence disclosed that for some time he had been in the habit of running down the stairway to the main entrance, and that the convicts had been permitted to form the habit of running down the stairway after him.

On the afternoon of March 21, Guard Hall ran down the stairway, and as he was stepping off the last step, his arms were seized from behind by two or more convicts. He was warned to do as he was told, and that if he did so, he would not be hurt. The convicts who had seized him placed him in the south-east corner of the entrance, with his face to the wall.

Convict "A" then took the keys to the shops and key-safe from the guard, and either he, or some other convict, unlocked the door to No. 2 tailor shop, where the convicts were lined up awaiting the unlocking of the barrier.



After Guard Hall had unlocked the door to No. 1 tailor shop, the custodial officer, Guard R. J. Coleman, stepped out onto the stair-landing, being immediately followed by the convicts. Convict "B" rushed to the head of the line of convicts, and was either the first or the second convict arriving at the bottom of the stairs. He may have been one of those who seized Guard Hall. The last two convicts of the No. 1 tailor shop gang, immediately on passing through the doorway, whirled around and closed the door, barring it on the stairway side by utilizing a steel window barrier which was in the stairway. Guard Coleman told them to remove it, but, when he took a step towards them, was pushed back by the convicts.

Fourteen convicts, who were apparently aware that something unusual was going to occur, remained on the stairway between the second and top floors. Two remained on the top floor for only a few moments until they were aware that the keys had been secured from Guard Hall and that No. 2 tailor shop had been unlocked. They then ran down the stairway, Guard Coleman instructing two of the convicts on the stairway to remove the obstruction and open the shop door. The fourteen convicts then filed into No. 1 tailor shop, followed by Guard Coleman, where they remained until taken out of the building about an hour later.

Immediately the door to No. 2 tailor shop had been opened, the convicts, with the exception of two, rushed out of the shop into the main hall entrance. No. 2 tailor shop was in charge of Instructor-Tailor J. A. MacDonald, who was standing about ten feet in front of the centre of the line of convicts, who had their backs to the east wall of the shop.

The sequence of events following the opening of No. 2 tailor shop is somewhat obscure, but it is clear that three or four convicts entered the shoe shop, threatened Instructor-Shoemaker E. F. Fuller, assaulted him and pulled his working-smock over his head, tying it around his neck with a thong, taking from his pockets a cigarette-lighter and some other small articles. One convict took the gallon tin of inflammable shoe cement, threw it into the heel-box, and ignited it.

Simultaneously with the entry into the shoe shop, convicts of Nos. 1 and 2 tailor shops busied themselves by carrying mail bags from the shop on the second floor, on the north side, and barricaded the main entrance. Also, some convicts, with the keys taken from the safe of Guard Hall, had opened the barrier door into the basement on the north end of the building, which contained repaired mail bags and a quantity of lumber. Some convicts conducted Hall down into this part of the basement, blindfolded him with a piece of canvas, tied his hands securely behind his back, and also tied his legs, seating him on some mail bags.

Very shortly after dealing with Guard Hall as above referred to, convict "B" and some other convict accosted Instructor MacDonald, laying hands on him and conducting him to the basement, where they blindfolded him and tied his hands behind his back.

A convict, after the fire had been well started in the shoe shop, ordered Instructor Fuller to leave the shop. As he was at the top of the flight of stairs leading down to the ground floor, he was given a push. He turned a complete somersault, landing at the turn of the stairs, and was subsequently conducted to the basement, where he was again blindfolded and his hands tied behind his back.

The above happened in something less than five minutes. In the meantime, the yard officer, Guard Neddow, on observing that the convicts were not leaving the West Shop Block as expected, went across to the entrance and observed the emeute. He closed and locked the outer wooden door, and quietly, but quickly, proceeded to the outside kitchen entrance, which he locked, and ran across to the yard shanty, from where he telephoned to the keepers' hall, giving information that there was an emeute in the West Shop Block.



In the meantime, the engineer and several officers had run a hose from the hydrant in the vicinity of the kitchen, and a second hose from the shop dome. Other officers approached the main entrance to the West Shop Block, with the intention of forcing back the mail bags and making an entrance, but convicts on the second floor landing, where they had barricaded the window with mail bags, shoved a hose from the second floor landing and from the top landing, out through broken panes of glass, directing the streams of water on the officers attempting to force the entrance. When it was discovered that the barrier was so securely barricaded that it could not be shifted by pressure from outside, Chief Keeper Atkins ordered the blacksmith-instructor to use the acetylene welding outfit to burn the barriers off the window of No. 2 tailor shop closest to the main entrance. The water from the hose, to a considerable extent, interfered with this operation.

After all convicts, except the seventy-one remaining in the West Shop Block, had been locked in their cells, Deputy Warden Sullivan in person took charge of the situation. Upon observing that the convicts using the hose were delaying operations, Deputy Warden Sullivan called upon Guard Feaver to direct a shot through the north window of the second stairway landing, giving instructions to shoot high enough so that it would be approximately two feet over the heads of the convicts. Guard Feaver directed a shot at a pane of glass, which penetrated at the spot indicated, but states that he could not see any person, as the smoke from the shoe shop was obscuring the view, in addition to which there was a reflection on the glass from the sky. As the streams of water did not cease, Deputy Warden Sullivan ordered a second shot, which Guard Feaver caused to enter the south window. The streams of water ceased immediately.

Instructor-Blacksmith Dunford succeeded in cutting four bars from the window. Two or three officers entered No. 2 tailor shop. It was then found that the steel barrier was closed. It was necessary to take the acetylene welding machine inside and cut off the hasp of the barrier. As soon as this had been done, entrance to the hallway was effected. Several officers entered the hallway and went up to the second floor landing, where they found sixteen convicts in the stairway. These were sent out of the building two at a time, passing through the window in No. 2 tailor shop.

It was then discovered that a number of convicts had barricaded themselves in the room on the north end of the second floor. Some officers proceeded to No. 1 tailor shop and ordered out the fourteen convicts from that place. They were also sent down the stairway and out through the window of No. 2 tailor shop.

The officers proceeded to push back the mail bags barricading the second floor room. After clearing a space sufficiently wide, Guard Censor Pindred squeezed through, clearing away some of the bags, and there found Guard Hall and Instructors MacDonald and Fuller lying on the floor with their hands tied, and blindfolded. Senior Clerk Millard followed Pindred and covered the unresisting convicts with a rifle. The officers were released. The convicts were passed down and out through the main entrance, which had been unbarricaded.

The time was then about five-fifty. It was believed that all convicts had been removed from the West Shop Block. The Kingston city fire brigade had arrived on the scene about five-forty. Hose were connected, and an effort was made to put out the fire in the shoe shop. This had been unsuccessfully attempted by penitentiary officers, who had entered through the door in the southeast corner of the ground floor. After the non-success of their efforts in that direction, fire had been noticed in the top floor of the south end of the building. A ladder was run up, a window broken, a hose inserted, and the fire in some old mattresses on that floor was extinguished.

When the convicts were being taken from the West Shop Block, it was noted that Convict "B" was not among the number. As this convict was



known to have made an attempted escape on four occasions while being held in jail in Toronto, the count was hastened, when it was discovered that fourteen convicts were missing. A search of the basement showed that the basement barrier was closed, barricaded from the inside, and locked. A number of officers endeavoured to push away the mail bag barrier with poles and sticks, but this was unsuccessful. The acetylene welding machine was taken to the basement. Instructor Dunford commenced to cut the lock from this barrier. In the meantime, officers on the outside, having surrounded the Shop Block as well as the walls outside the penitentiary, got in touch with the convicts in the basement, who stated that they were prepared to come out. Chief Keeper Atkins then proceeded to the basement, called in to the convicts, and asked if they were ready to come out, informing them if they did not come, it was the intention to take them out. The convicts then stated their willingness to come out, removed some of the barrier, and were conducted from the basement.

The missing convicts were accounted for. The fire was under control by 6.30 p.m. and was totally extinguished before 8 p.m.

A complete stock-taking of the shoe shop and No. 2 tailor shop was taken

The loss in the shoe shop was:—

Findings .....	\$ 481 08
Stock of leather .....	1,301 86
Tools and machinery burnt and damaged.....	1,701 39
<b>Total .....</b>	<b>\$ 3,484 33</b>

At some time during the emeute, a convict or convicts, entered No. 2 tailor shop, tore fifteen sewing machines from their bases, and one button-hole machine, dashing them to the floor. The button-hole machine and nine sewing machines were valued at \$1,443.24. Six machines, valued at \$491.29 are damaged beyond repair. The loss through damaged sewing machines in No. 2 tailor shop was \$1,200.

Structural damage to the building was:—

Woodwork in shoe shop, shelving, etc.....	\$ 300 00
Broken glass in the building, approximately.....	100 00

Investigation did not disclose any cause for the emeute, other than statements of convicts made to officers subsequent to February 16, 1935, to the effect that it was intended to create a disturbance and make a demonstration in the penitentiary, in order to draw attention to the institution and give it publicity as an aid to persons whom it was believed by the convicts hoped to obtain greater privileges and comforts for the convicts. The questioning of convicts for complaints has only brought forth the statement that they wanted to be permitted to play softball as a recreation, this having been discontinued after the fire in Kingston Penitentiary which took place on May 15, 1934. No other complaints were made.

After all convicts were locked in their cells on the night of March 21, there was some shouting in the Main Cell Block for approximately fifteen minutes. Since that time there has been no attempt at disturbance, nor has there been any indication of unrest, although rumours continue to be received that further disturbances are imminent.

The shops remained closed on the morning of March 22, until a complete check-up of the penitentiary was carried out.

The Prison for Women functioned very satisfactorily during the year. Discipline was well maintained, and there was a large output of work by the female convicts. The warden is to be congratulated on the excellence of the matron and the efficient staff of assistant matrons.



On March 31, 1935, there were 268 male convicts registered in the Roman Catholic chapel, an increase of nineteen during the year. The conduct of the convicts at religious exercises was very satisfactory. Large numbers attend confession every Saturday and receive holy communion at mass on Sunday morning.

There were 18 female convicts registered in the Roman Catholic chapel, Prison for Women, an increase of one over the previous year.

Upon the completion of the requisites for the Roman Catholic chapel, Prison for Women, mass was celebrated for the first time on August 11, 1934, and regularly thereafter.

On March 31, 1935, there were 490 male convicts registered in the Protestant chapel. Services were held each Sunday throughout the year, the convicts giving the best of attention, the only exception being on May 6, 1934, upon which occasion the chaplain reported that the convicts showed their resentment for the extra guards and arrangements made to maintain order that day.

During the seasons of Advent and Lent, special voluntary services were held on Sunday afternoons. These were well attended, and were particularly used as preparation services for Christmas and Easter communion. At some of these services the musical arrangements were augmented by voluntary assistants from the city of Kingston, whose services were much appreciated. Services were held on Ash Wednesday, Ascension Day, Good Friday, and All Saints Day.

Throughout the year the Salvation Army held a service on the last Sunday of each month, after which Major Bunton interviewed those convicts desirous of seeing him, and on several occasions he was accompanied by Lieutenant-Colonel E. W. Sims, men's social secretary for Canada of the Salvation Army, who has ever been a respected guide and friend to convicts.

The penitentiary is indebted to the Scripture Union, which, through its secretary, Mr. G. A. Richardson of Toronto, supplied Scripture Union cards and almanacs, which gave a schedule of scripture passages for reading throughout the year. These were appreciated by many of the convicts, who used them as a guide in Bible reading.

The library of religious books, controlled by the Protestant chaplain, has been regularly used.

The Society of Gideons made a gift of Bibles, translated into the following languages: French, Italian, Russian, Polish, German, Hebrew, Chinese, Roumanian and Dutch, which were dedicated at a service held on June 24, 1934, the speaker being Mr. Green, secretary of the society. Many convicts have availed themselves of the opportunity provided in this way of reading the scriptures in their own language.

There were 22 female convicts registered in the Protestant chapel of the Prison for Women. Services were held regularly each Sunday morning, as well as on Ash Wednesday, Good Friday, Ascension Day and All Saints Day. Due to the unfinished condition of the Protestant chapel, it was necessary to hold the services in the dining room.

In addition to the services, regular visits for choir practices and interviews, and visits to those in hospital, were made each week.

As has been the practice for many years, once a week ladies from the city of Kingston held a Bible instruction period in the Prison for Women.

There were a total of 114 regular services, ten special Sunday afternoon services and three celebrations of holy communion. The Protestant chaplain held six hundred interviews on spiritual matters with convicts.

His Lordship the Right Reverend John Lyons, Bishop of Ontario, assisted at the service and preached the sermon on Easter Day.

Progress was made on the construction of the Storage building, the east boundary wall, and the Prison for Women. The reconstruction of the change room, following the destruction by fire on May 15, 1934, is making satisfactory



progress. A start was made on excavating for the water line which is being installed from the water tower at Kingston penitentiary to Collins Bay penitentiary.

The warden expresses his appreciation of the services rendered and assistance given by the Salvation Army, Dr. W. H. Fyfe, Principal of Queen's University, and the Kingston fire department. He lays special stress on the loyal support given to him by the staff of the institution.

### ST. VINCENT DE PAUL PENITENTIARY

*Lieutenant-Colonel P. A. Piuze, Warden*

The high standard of discipline for which this institution is noted was maintained during the year. Progress was made in all branches of prison administration.

The lower annex of the hospital was converted into an additional sun-room for convalescent convicts. The enlargement of the hospital is receiving consideration.

The large construction program was pressed forward, the principal works being the main duct, connecting the St. Vincent de Paul buildings with the Laval buildings; the boundary wall and towers surrounding the Laval buildings; the installation of 1,000 feet of water pipe line and sewage piping in the village of St. Vincent de Paul; and the erection and equipment of a fire station within the penitentiary walls.

The inauguration of the new Roman Catholic chapel took place on April 14, 1934, His Excellency A. E. Deschamps, Auxiliary Bishop of Montreal, presiding. The new chapel has been very satisfactory, and many complimentary remarks have been passed upon it. Completion of the reredos and the altar is being pressed forward.

Reverend Father J. Dalpé, the Roman Catholic chaplain, conducted two missions during the year. The first one, which would normally have been held at the beginning of February, was delayed until after Easter, in order that the services might be held in the new Roman Catholic chapel. The mission commenced on Monday, April 9, and lasted until Saturday, April 14. Reverend Father Louis Lalonde, S.J., conducted the services for the fifteenth consecutive year in St. Vincent de Paul penitentiary. The second mission started on February 24, 1935, and lasted until March 2. Lectures were delivered in French by Reverend Father Victor Lelièvre, O.M.I., and lectures in English were given by Reverend Father Denys Jubinville, O.M.I.

Two-thirds of the Roman Catholic convicts received the Sacrament of Penance, and also the Sacrament of Holy Communion, from His Grace Bishop Deschamps, who also administered the Sacrament of Confirmation to those who had not previously received it. His Grace addressed the convicts in English and French, and was most respectfully listened to by the convicts, upon which he favourably commented.

The warden reports that the singing of the convicts was found to be particularly pious and most interesting, the chaplain giving particular credit to Instructor Emile Piché, who has voluntarily performed the duties of choir-master and leader in addition to his other duties.

There were 6,800 confessions during the year, which is less than in past years. The chaplain informed the warden that he considers this downward tendency in piety is due to the privilege of conversation which has been granted to convicts while in their cells, and has expressed the opinion that so long as this privilege remains in force, resistance to orders given, serious infringements to discipline, and riots, when not emeutes, may be expected.



Reverend Father J. B. Deschenes ably assisted the Roman Catholic chaplain.

Religious services were held in the Protestant chapel on Sundays and on special occasions. A mission for one week was held by the chaplain, assisted by Reverend Arthur Casey, of the Church Army, with most satisfying results.

His Lordship Bishop Farthing, of Montreal, visited the institution and addressed the convicts, his remarks being appreciated and well received.

It was regretted that Captain the Reverend Gilbert Oliver, M.C., was forced to give up the position of part-time chaplain, due to the greater demands made upon him by the work in his parish. He was succeeded by Captain the Reverend G. R. Forneret.

### DORCHESTER PENITENTIARY

*Lieutenant G. T. Goad, Warden.*

The principal work carried on in the penitentiary, in addition to general maintenance and repairs to buildings, equipment and power plant, was the work on the remodelling of the Administration building, which includes provision for a Roman Catholic chapel. A cell block of the newest design was commenced.

Reverend Father F. A. Bourgeois conducted the regular services as Roman Catholic chaplain, on Sundays and Holy Days of Obligation. The behaviour and demeanour of the convicts was respectful at all times.

The appointment of an organist to replace the guard-organist will be for the betterment of the singing and the musical part of the services.

Every Saturday at noon an opportunity was given to the convicts to receive the Sacrament of Penance in preparation for the reception of Holy Communion the following day. A goodly number availed themselves of the opportunities given on Sundays, with a much larger attendance on special feast days.

The Reverend C. K. Hudson, Protestant chaplain, held services regularly throughout the year. Communion services and sacrament was dispensed to classes numbering as high as sixty at one time.

Bible classes, with fifteen convicts per class, were held throughout the year, particular attention being given to the instruction of youthful convicts.

The Salvation Army, through its representative, Major Galway, of Saint John, N.B., was associated with the chaplain on the last Sunday in each month. Lieut.-Colonel E. W. Sims, Men's Social Secretary for Canada of the Salvation Army, visited the penitentiary with Major Galway on February 27, giving the address at the church service, which was very well received by the convicts.

### MANITOBA PENITENTIARY

*Mr. W. Meighen, Warden.*

In addition to the maintenance and upkeep of buildings and equipment, the principal works of construction were the Administration Building, the new Roman Catholic chapel, and the new school.

The Reverend T. E. Taylor, Protestant chaplain, held services regularly throughout the year. A five-day mission, under the supervision of the chaplain, was conducted by the Reverend Dr. J. S. Bonnell, and was very fruitful of good. About thirty-five convicts took their stand at these meetings as desirous of living the Christian life, and were formed into a prayer league, which meets every Tuesday at noon. Following the formation of this class, a number of other convicts requested to be permitted to attend also.

The Bible class, while smaller in numbers than in previous years, is believed to have done much more effective work than heretofore. This is



partially accredited to the fact that better discipline was maintained and the convicts kept closer to the subject in hand.

The Reverend J. H. Fitzgerald, Roman Catholic chaplain, held regular services throughout the year, the Sunday service consisting of the celebration of Holy Mass and on special Feast Days, High Mass was sung. On other Sundays Low Mass is said, during which hymns are sung in English, French or Ukrainian. The conduct of the convicts during the services has always been satisfactory.

Throughout the summer and autumn of the year, a Bible class was conducted each Thursday at noon. It has been found that the men who attended this class, by their good example and general attitude, have been an influence for good in the prison population.

The Salvation Army held services once a month throughout the year. During the winter months they experienced great difficulty in reaching the prison, but were not deterred by inclement weather or deep snow. Many interviews were held with convicts prior to their release.

The behaviour of the convicts in the penitentiary throughout the year was unsatisfactory, culminating on October 23, 1934, in a refusal to work by a gang of ten convicts employed outside of the prison walls. This emeute was brought under control by the custodial officers and the convicts were taken into the institution without serious disruption of penitentiary routine.

On the night of January 1, 1935, a number of convicts created a disturbance in their cells, but were quickly brought under control.

### BRITISH COLUMBIA PENITENTIARY

*Lieutenant-Colonel H. W. Cooper, Warden*

The principal works of construction performed during the year, other than the repair and maintenance of buildings, was the construction of a new residence for the deputy warden, and work on the new cell block.

The Reverend Father Joseph P. Kane was called to other work by His Grace the Archbishop of the Diocese, and was succeeded on July 22, 1934, by the Reverend Father A. T. Griffith as Roman Catholic chaplain, who has carried on his work energetically throughout the year. Reverend Father Griffith reports that he has been hampered by the lack of a Roman Catholic chapel, the erection of which has been under consideration for many years, and will be commenced at the earliest possible moment.

At the end of the year there were 96 convicts in attendance in the Roman Catholic chapel. Their conduct was satisfactory throughout the year, with the exception of a small number of discontents.

A class for instruction in religion and ethics, as well as the law of social morality, has been instituted by the chaplain.

The Reverend H. A. Ireland, Protestant chaplain, reports the most satisfactory year during his service with the institution.

A mission was held from April 24 to April 29, with the assistance of the Reverend E. F. Church, of Victoria, B.C.

A Bible class was conducted with great satisfaction, and in addition what is called a "Fellowship Group" of about forty convicts has been formed.

The chaplain has had the assistance of the Reverend G. H. Dowker and the Reverend W. H. L. West, for whose services he expresses his appreciation.

The Salvation Army held regular services, which were augmented by the attendance of the Salvation Army band and singers.

On September 7, 1934, a most unfortunate accident occurred in the penitentiary, resulting in the death of two convicts and the permanent disablement of a third. The accident was caused by the giving way of a gallery rail, due



to a concealed defect in a pipe connection. An inquest was held, and the coroner's jury found that the deceased came to their deaths through accident, and that no blame could be attached to anyone connected with the staff of the penitentiary as constituted at the time of the accident, but recorded the opinion that faulty construction at the time of the building of the wing was a contributory factor, and further recommended that the type of scaffolding used at the time of the accident should be discontinued. All recommendations made by the jury were immediately put into effect.

Unrest was in evidence in the institution throughout the year, culminating in an emeute on September 1, 1934, when seven convicts employed in the mail bag department refused to proceed to work and had to be returned to their cells. No further overt act of revolt occurred until September 10, when seventy-three convicts refused to go to work and were returned to their cells. All other convicts carried on their work in a more or less satisfactory manner. During the afternoon the convicts locked up in their cells disturbed the good order of the institution by occasional howls and yells. Immediately after the evening meal was served a large number of convicts commenced to create a major disturbance by scraping their food trays across the cell barriers, yelling, shouting, and smashing beds, toilets and cell furniture. The convicts ascertained to be the leaders in this demonstration were removed to isolation. The noise was somewhat abated, but was recommenced on the 11th, but with less vigour. The disturbance created by those remaining in their cells died out on the evening of the 11th.

The warden commenced an investigation into the cause of the emeute on September 12, and returned a large number of the convicts to the shops. On the 13th the only disorder was an occasional shout or howl on the part of some of the convicts held in isolation, their revilements being directed principally to those convicts who were working.

Investigation disclosed that the emeute was brought about through the persistent efforts of a small group of agitators, who desired that prison conditions should be made more comfortable.

The damage caused by this emeute consisted of six toilets broken, 182 panes of glass shattered, and the breakage of parts of cell tables, chairs and beds, the total loss due to the damage not exceeding \$150.

Since September 13, 1934, the behaviour of the convicts has been satisfactory.

### SASKATCHEWAN PENITENTIARY

*Lieutenant-Colonel G. W. Macleod, D.S.O., Warden*

In addition to maintenance and repairs to buildings, the principal works of construction were the completion of the new Protestant chapel; the remodeling of the old chapel into a smaller Roman Catholic chapel; the creation of a keepers' hall; work on the west wing and the new kitchen, and construction of an underground reservoir with a capacity of approximately 100,000 gallons. The new boiler house was taken into use, and arrangements made to demolish the old boiler house. A sewer was constructed from the penitentiary to join up with the sewage system of the city of Prince Albert, and when completed will be a great improvement over the present sewage disposal plant.

The Protestant chaplain, the Reverend J. I. Strong, held services regularly, and expresses the great regret that he will experience on his retirement from the service, which will take place in the summer of 1935. Canon Strong has been the Protestant chaplain of Saskatchewan Penitentiary since 1920. His retirement is regretted by the staff and convicts, as well as by the Penitentiary Branch.



In addition to the regular services, regular noon-hour meetings with convicts were held.

The Salvation Army carried out regular monthly services throughout the year.

The Reverend Father L. J. Daoust, Roman Catholic chaplain, conducted the regular services, and had innumerable interviews with convicts.

About February 1, 1935, it was observed that there was some unrest among the convicts in the penitentiary.

Investigation indicated that this unrest was being created by two newly received recidivist convicts. This was particularly noticeable from the morning of February 20, the first evidence being the refusal of a number of convicts to accept breakfast, although no convict refused to go to work.

The same behaviour was repeated on the 21st. During the forenoon of that day, the Warden interviewed all gangs, endeavouring to ascertain the cause of this attitude, but was only able to elicit a complaint directed against the cooking of the food, and received some statements that better rations were being served in other penitentiaries.

The uneasiness continued to the end of the year under report, but there was no overt act of insubordination or revolt.

### COLLIN'S BAY PENITENTIARY

*Lieutenant-Colonel W. H. Craig, Warden, July 1, 1934-March 31, 1935*

In addition to maintenance and repairs to temporary buildings, a new cell block was completed and work well advanced on a second cell block. Work on the Administration building has been allowed to remain in abeyance until the completion of better accommodation for the convicts. The prison wall was extended, and an extension of 245 feet was made to the boiler house duct.

On September 13 work was commenced on the installation of the water pipe line from the water tower of Kingston penitentiary.

The Reverend A. E. Smart, Protestant chaplain, conducted the regular services throughout the year. The conduct and deportment of the convicts were very satisfactory. Visiting clergymen remarked favourably on the spirit of the convicts, as indicated by the hearty singing during church services.

The Right Reverend Bishop Lyons, Reverend Dr. Freeman, Reverend Dr. J. M. Shaw, Reverend Dr. J. R. Watts, Reverend H. B. Clark, and Reverend A. L. McTear assisted on various occasions.

Major Bunton of the Salvation Army conducted monthly services.

The music during divine services was augmented on occasions by Dr. Angrove and Messrs. Saunders, Hartshorn, Eva, Hunt and Donnelly, of Kingston, whose contributions in this respect were greatly appreciated.

The Reverend Father M. J. Brady, Roman Catholic chaplain, performed the regular services at the institution on Sundays and Holy Days, and in addition, performed the duties of censor of letters in the French language.

The conduct and deportment of the convicts in the penitentiary have on the whole been satisfactory, the only exception being on February 13, 1935, when the convicts attempted an organized refusal of the evening meal. Investigation elicited that the only cause for the attempted revolt was that a small number of the convicts objected to fried sausages being included in the meal, but it was ascertained that with the majority of the convicts, sausages are popular.

It has been concluded that the demonstration was a test on the part of a small number of instigators to ascertain the feeling of the convict population in the institution, with the intention that if support were given to the refusal to accept the food, that a demonstration on a larger scale could be organized for a later date.



## PIERS ISLAND PENITENTIARY

*Lieutenant-Colonel H. W. Cooper, Warden*

A marked improvement was made during the year in the general attitude and conduct of the convicts, both male and female. Of the total of 534 incarcerated, 468 were awarded no punishment, as compared to the fiscal year 1933-34 when, out of a total of 531 convicts, 274 were awarded no punishment and 257 convicts received one or more. No punishments were awarded to female convicts during the year.

With the exception of a small minority of the more fanatical element, the Doukhobors responded well to the diplomatic handling of them by matrons and officers. This change of attitude was in direct contrast to the general opposition and resistance to authority by both male and female convicts on their admission to the penitentiary, which continued for some time, particularly during their early months of confinement.

In many cases, as their fear and collective passive resistance to authority waned or disappeared, work of a varying nature was performed by convicts of both sexes, some of the duties being particularly adapted to the Doukhobors, advantage being taken of their knowledge of several handicrafts.

In the shoe shop, for example, a large number of serviceable shoes for convicts were made from waste material, the uppers and soles being woven from waste string and the soles waterproofed with residue from paint pots. Shoe lasts for both male and female convict shoes were shaped from wood which was found on the Island. Books and magazines were kept in repair, the material for this work being cardboard from old packing boxes, sugar bags and other waste material.

In the female compound, convicts were engaged in making male discharge shirts and altering discharge suits. In addition, minor repairs were carried out on matrons' and officers' uniforms.

As the date for the expiration of sentences drew near, it was anticipated that some difficulty might arise in the discharge of convicts from the penitentiary. A number of male and female convicts refused to leave without their relatives whose sentences had not yet expired.

In order to facilitate the discharge and rehabilitation of the Doukhobors in civil life, the policy was adopted of discharging them in as closely related groups as possible, such releases taking place at the expiration of the sentence of the convict who was required to remain for the longer period.

During the months of December, 1934, and January and February, 1935, the sentences of a large number of male and female convicts expired, but they remained as inmates of the Penitentiary until March, 1935, under the terms of the Penitentiary Act, section 72 (1).

During these three months, discharges continued as follows:—

December 1934. . . . .	27	female	and	17	male	convicts.
January, 1935. . . . .	33	"		26	"	
February, 1935. . . . .	58	"		46	"	

During March, 1935, 98 female and 72 male convicts were discharged. As 39 male convicts would have still remained at the end of the month, this number was transferred to British Columbia Penitentiary to serve the remaining portion of their sentences, the evacuation of convicts from Piers Island Penitentiary being completed on March 28, 1935.

As convict discharges were effected, the staff was proportionately reduced. At March 31 there were remaining ten officers, including the acting deputy warden, to complete the checking and packing of stores and equipment, and the dismantling and removal from the penitentiary of buildings, erections and fixtures.

## PENITENTIARY STAFFS

During 1933 instructions were received to institute a three-tour of duty system into the penitentiaries, in order to reduce the hours of employment per day, more particularly for custodial officers. This required the addition of 67 officers in the service.

On June 16, 1934, the following establishment of penitentiary officers was approved:—

## EXECUTIVE STAFF

Position	Kingston	St. Vincent de Paul	Dorchester	Manitoba	British Columbia	Saskatchewan	Collins Bay	Totals
Warden.....	1	1	1	1	1	1	1	7
Deputy warden.....	1	1	1	1	1	1	1	7
Chief keeper.....	1	1	1	1	1	1	1	7
Assistant chief keeper.....	1	1	1	1	1	1	1	7
Senior clerk.....	1	1	1	1	1	1	1	7
Senior clerk stenographer.....	1	1	1	1	1	1	1	7
Clerk to deputy warden.....	1	1	1	1	1	1	1	7
Clerk to chief keeper.....	1	1	1	1	1	1	1	7
Clerk, personnel.....	1	1	1	1	1	1	1	7
Censor clerk.....	1	1	1	1	1	1	1	7
Guard censor clerk.....	2	2	1	1	1	1	1	9

## ADMINISTRATIVE STAFF

Position	Kingston	St. Vincent de Paul	Dorchester	Manitoba	British Columbia	Saskatchewan	Collins Bay	Totals
Chaplains.....	2	2	2	2	2	2	2	14
Physician.....	1	1	1	1	1	1	1	4
Part-time physician.....	1	1	1	1	1	1	1	3
Part-time dentist.....	1	1	1	1	1	1	1	2
Hospital officer.....	2	2	1	1	1	1	1	9
Assistant hospital officer.....	1	1	2	2	2	2	2	12
Physical training instructor.....	1	1	1	1	1	1	1	7
Engineer.....	1	1	1	1	1	1	1	7
Assistant engineer, steam.....	1	1	1	1	1	1	1	7
Assistant engineer, plumber.....	1	2	1	1	1	1	1	8
Assistant engineer, electrician.....	1	1	1	1	1	1	1	7
Assistant engineer, water system.....	2	2	1	1	1	1	1	2
Guard fireman.....	3	3	3	3	3	3	3	21
Chief trade instructor.....	2	3	1	1	1	1	1	10
Clerk to C.T.I.....	1	1	1	1	1	1	1	7
Blacksmith.....	2	1	2	2	1	2	1	11
Bookbinder.....	1	1	1	1	1	1	1	1
Canvas worker.....	1	1	1	1	1	1	1	4
Carpenter.....	2	6	2	3	2	2	2	19
Farmer.....	1	2	1	3	1	1	2	10
Assistant farmer.....	1	1	1	1	1	2	1	2
Machinist.....	1	1	1	1	1	1	1	2
Mason.....	3	5	3	2	2	2	2	19
Motor mechanic.....	1	1	1	1	1	1	1	7
Quarryman.....	2	3	1	2	1	1	1	8
Shoemaker.....	1	1	1	1	1	1	1	7
Tailor.....	1	1	1	1	1	1	1	7
Tinsmith.....	1	1	1	1	1	1	1	7
Laundryman.....	1	1	1	1	1	1	1	7
Accountant.....	1	1	1	1	1	1	1	7
Clerk bookkeeper.....	1	1	1	1	1	1	1	7
Assistant clerk bookkeeper.....	1	1	1	1	1	1	1	2
Storekeeper.....	1	2	1	1	1	1	1	8
Assistant storekeeper.....	1	1	1	1	1	1	1	7
Steward.....	1	1	1	1	1	1	1	7
Assistant Steward.....	2	2	1	1	1	1	1	9
Psychologist.....	1	1	1	1	1	1	1	7
School teacher.....	1	1	1	1	1	1	1	7
Assistant school teacher.....	1	1	1	1	1	1	1	2



PENITENTIARY STAFFS—*Cont.*

## CUSTODIAL STAFF

These will vary according to population, based on the rate of:—

Keeper—One per 100 convicts:

Day Guards—One per 10 convicts:

Other Custodial Officers according to occupied posts in each Penitentiary.

The large number of custodial officers authorized is to provide for one day of rest in seven for each officer in a penitentiary, and also to provide for the staff requirements during annual leave which is granted to officers.

Immediately each penitentiary completed its staff up to the establishment authorized, the three-tour of duty system was brought into effect.

Due to the decrease in prison population which took place throughout the year, it was necessary to reduce staffs in all penitentiaries.

Changes in the treatment of convicts under consideration will require the addition of certain administrative officers.

In each penitentiary courses of instruction for officers were organized. Series of lectures were given on the following subjects: The Penitentiary Act; Penitentiary Rules and Regulations; the duties and responsibilities of custodial officers; the treatment of convicts, management of convicts; procedure in Warden's Court; the making of reports; the prevention of accidents; the prevention of fire, fire-fighting; the handling of lethal weapons; esprit de corps and morale; health and hygiene.

On February 6, 1935, directions were received to approach the St. John Ambulance Association, with the intention of instituting the training of that Society in first aid into all penitentiaries. A request was forwarded to Colonel J. T. Clarke, C.B.E., M.D., Director of Ambulance, St. John Ambulance Association, which was most kindly received. Immediately action was taken to form classes of thirty in each penitentiary.

These were arranged, and the first courses were concluded in several of the penitentiaries before the end of the fiscal year. Other courses will immediately follow, and eventually every officer in the Penitentiary service will be required to qualify for the St. John Ambulance Certificate during the first year of his service.

As soon as staff requirements have been sufficiently provided, classes will be carried on for convicts.

Classes in physical training have also been instituted for the younger officers.

The usual training in small arms was carried out.

## TREATMENT OF CONVICTS

A penitentiary is maintained as a prison for the confinement and reformation of persons lawfully convicted of crime before the courts of criminal jurisdiction of the province for which it is the penitentiary, for any term of not less than two years.

The Penitentiary Act directs that a convict shall be clothed, at the expense of the penitentiary, in suitable prison garments, that he shall be supplied with a sufficient quantity of wholesome food, that he shall be provided with a bed and sufficient covering, varied according to the season, and that he shall, except in case of sickness, be kept in a cell by himself at night.

As a matter of economy, each penitentiary is surrounded by a wall, in order that the number of custodial officers may be reduced to the minimum, and also to permit of intentional and villainous criminals being allowed to work out of doors, at the same time reducing the possibility of escape to the minimum.

The Penitentiary Act has always contemplated the employment of convicts outside of the prison walls, and has made ample provision to put this into effect.



On an average, not less than one-third of all the convicts in penitentiaries are employed daily outside the prison walls. Smaller gangs work under the supervision of an unarmed instructor or custodial officer. Larger gangs, in which intentional and reputedly dangerous convicts are employed have armed supervision.

The policy in force is to employ outside of the prison walls, from the time of their receipt in the penitentiary, all convicts except those who have been convicted of murder, manslaughter, rape, assault on females, aggravated assault, robbery while armed, robbery with violence, unlawfully carrying offensive weapons, resisting a peace officer, and sedition; or the attempts to commit any of these offences.

Any convict may be employed outside of the prison walls after the officials have satisfied themselves as to his trustworthiness and deportment. A convict who is found to be unreliable, or who it is considered would endanger the life of himself or some other person should he determine to escape, is not employed outside of the prison walls. Likewise, a convict who has escaped from some other institution is considered as unsuitable for employment outside of the prison walls.

In addition to the necessities to which a convict is entitled, there are numerous comforts and privileges allowed.

Full privileges are allowed to a convict on the eighth day after his reception in the penitentiary, and are continued so long as his conduct is satisfactory and he conforms to the prison rules, but for misconduct or breaches of prison rules, a convict may be deprived of comforts and privileges.

For his rehabilitation, and to assist in his reformation, a convict is expected to make his contribution by abiding by the rules and regulations, and by being attentive at his work and respectful in his demeanour and deportment.

As a further step toward the rehabilitation and reformation of convicts, remuneration for convict labour was brought into effect on January 1, 1935. The conditions under which a convict may be allowed this remuneration are as follows:—

Commencing on the eighth day after reception in a penitentiary, a convict may be allowed the sum of five cents for each day that he works and that his conduct and diligence are satisfactory, and he is not undergoing punishment or deprivation of any privilege for an offence against the penitentiary rules and regulations.

That each convict shall be allowed the sum of five cents for each day of remission that he has to his credit, over and above seventy-two days remission, at the date of his release from the penitentiary.

Neither the whole, nor any part, of any remuneration allowance may be given out, paid out, or expended on behalf of any convict, at any time before his release from the penitentiary, except as authorized.

A convict having more than \$50 to his credit in the Convicts' Remuneration Allowance Book may be permitted, upon the recommendation of the warden, approved by the superintendent, to divert the amount in excess of \$50 to his dependent next-of-kin.

One-half of the remuneration allowance permitted to any convict on any one day, plus the whole of the remuneration allowance allowed for a day of remission earned, shall remain to the credit of the convict until the day of his release, except any sum authorized to be diverted to his dependent next-of-kin.

A convict who has more than \$10 to his credit in the Remuneration Allowance Account is not furnished on discharge with the sum of money allowed under the Penitentiary Act, section 72 (6), but a convict who has less than \$10 to his credit may be allowed that sum if a warden deems proper.



The divertible portion of the remuneration allowance is called the "peculium." The non-divertible portion is called the "residuum."

Convicts are permitted to divert the peculium at their credit, to provide themselves with such comforts as tobacco, subscriptions to magazines, etc.

The health of the convicts throughout the year was satisfactory. There were no deaths from other than natural causes.

During the year summer-weight underwear was introduced for the use of convicts, which has not only added to their comfort, but has effected a very considerable saving.

The wardens of penitentiaries report very satisfactory results from the operations of the Classification Boards.

Education has been used as one of the factors towards the rehabilitation and reformation of convicts since the inauguration of the federal penitentiaries of Canada in 1868. Changes and expansions have been made from time to time, until to-day each penitentiary has a program which covers every subject taught in the public schools, plus correspondence courses. Extra-mural university courses have been arranged in three penitentiaries.

School attendance is compulsory for all teachable illiterates, and for all convicts who have not the standard of education of the average public school pupil at the maximum age of compulsory school attendance for the province in which the penitentiary is located.

During the first month that a convict is in a penitentiary, he is classified, his educational standing being one of the principal points ascertained from the examination held and tests applied. All convicts showing a standard below Grade Three are automatically placed in the elementary classes for illiterates. All convicts found unable to pass the public school graduation examinations must attend school.

The academic school was formerly held on five forenoons each week throughout the year. This has been reduced to ten months, divided into three terms, which may be from September 1 to December 15, January 3 to Easter, and Easter to June 30, or as directed by the warden.

Vocational training is carried on throughout the whole year, and includes agriculture, carpentry, metal-work, motor mechanics, plumbing, painting, plastering, and all kindred building trades, tailoring, shoemaking, laundry work, cooking, catering, steam power plant management, water supply and sewage disposal. Vocational training is augmented by well equipped libraries for extensive research work, advanced and intensive studies.

Students following correspondence and extra-mural university courses are guided and aided in their studies outside of the hours that they are employed in the shops or at other work.

The graded school serves many purposes, in that it provides the means whereby those who did not have the advantage of schooling during infancy and adolescence may complete their academic education up to public school graduation. It also provides a ready means for reviewing the elementary subjects for those who have previously attended the senior grades in the public schools, but who have forgotten much of what they had learned, and have lost the habit of study or close application to work.

Correspondence and extra-mural courses advance the education of those taking them, and add much to their self-sufficiency.

Classes are arranged with not more than thirty pupils in each. Qualified convicts, under supervision, are used to assist the teachers.

The penitentiary provides all text-books and other books for convicts in compulsory attendance at school. A convict taking a correspondence or extra-mural university course is required to furnish himself with text-books, and to pay the required fees, which may be diverted from his remuneration allowance, or supplied from private means.



The results of compulsory education are manifested in the improvement from month to month in the writing and composition used by convicts having had little or no academic education at the time of their reception in the penitentiary.

In Kingston penitentiary, during the past year, eighteen convicts tried the departmental examinations for entrance to high school. Seventeen were successful, five passing with honours. Two convicts who had previously passed their matriculation examinations while confined in the penitentiary are presently enrolled in the Extra-Mural Department of Queen's University. The university has given freely of its facilities to the penitentiary without charge. The Penitentiary Branch is very greatly indebted to Dr. W. H. Fyfe, Principal of Queen's University.

In Manitoba Penitentiary four students are following correspondence courses in architectural drafting, which have been arranged through the Technical Branch of the Department of Education of Manitoba, and are making very satisfactory progress, their studies being carried out in their cells. A course is also provided for convicts interested in electrical and steam engineering.

A study group in physical science and chemistry has been formed in Saskatchewan Penitentiary, classes meeting twice a month. A paper is prepared in turn by each member of the group, and discussed by the class.

Communiques made up of world news, but particularly containing information pertaining to the British Empire, are published weekly. These communiques also contain the results of sporting events of outstanding interest. In this manner convicts are kept abreast of the times in respect to matters of major importance. Articles appearing in the magazines supplied from the library provide the convicts with resumes of world events of major importance, and give the convicts a fuller picture than that supplied in the communiques.

The Salvation Army continued its welfare work with discharged convicts as heretofore, but rendered assistance to a greater number than during any previous year. On behalf of the wardens of penitentiaries and this branch, I again desire to express our appreciation to this organization.

The recognized Prisoners' Aid and Welfare Associations in Montreal and Vancouver have greatly increased their welfare work among discharged convicts.

During the month of June, 1935, a Penal Association of Canada was organized and a Provisional Committee appointed.

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I beg to express my deep appreciation for the co-operation and services rendered to this Branch by Major G. A. Dillon, Purchasing Agent of the department.

It is also desired to record the appreciation of this branch to:—

The Prison Commission, Home Office, Whitehall.

The Department of National Defence.

Post Office Department.

Department of Agriculture.

Department of the Interior.

Department of Pensions and National Health.

Department of Public Works.

Mr. W. F. Penn, Morganza, Pennsylvania, President, Superintendents' Association, U.S.A.

The American Prison Association.



Dr. Walter Thayer, Commissioner of Correction, State of New York.  
Mr. F. C. Helbing, West Coxsackie, New York.  
Dr. Leo J. Palmer, Walkill, New York.  
The Honourable Sanford Bates, Director of Prisons, Washington, D.C.  
Commissioner A. H. MacCormick, City of New York.  
Mr. John R. Cranor, Huntingdon, Pennsylvania.  
Dr. Calvin Derrick, Jamesburg, N.J.  
Dr. Roy L. McLaughlin, Meriden, Conn.  
Mr. George C. Erskine, Cheshire, Conn.  
Miss E. Mebane Hunt, Women's Prison Association, New York.  
Mr. C. F. Neelands, Deputy Provincial Secretary, Ontario.  
The Commissioner, Royal Canadian Mounted Police.  
The Salvation Army.  
The Big Brother and Sister Movement, New York.  
The Big Brother Movement, Toronto.  
The Prisoners' Welfare Association, Montreal.  
The Prisoners' Welfare Association, Halifax.  
The John Howard Society, Vancouver.

I have the honour to be, sir,

Your obedient servant,

D. M. ORMOND,

*Superintendent.*

## REPORT OF THE SUPERINTENDENT OF PENITENTIARIES ON THE STUDY OF THE BORSTAL SYSTEM OF ENGLAND

OTTAWA, August 10, 1935.

To the Hon. HUGH GUTHRIE, K.C., LL.D., M.P.,  
Minister of Justice.

HONOURABLE SIR,—I have the honour to present the report of my inquiry upon Young Offenders in England under what is known as "The Borstal System," to supplement my Interim Report submitted by way of memorandum to the Deputy Minister of Justice, dated June 17, 1935, and tabled in the House of Commons on July 5, 1935.

For the study of the Borstal System of England, which has extended for a period of over three years, all available reports and books have been studied, this report being based principally on the following:—

Reports of the Commissioners of Prisons and Directors of Convict Prisons, particularly the Reports for the years ended March 31, 1908 and 1909.

Reports of the Prison Commissioners for Scotland.

"The English Prison System," by Sir Evelyn Ruggles-Brise, K.C.B. (Macmillan, 1921, 7/6), who was the Chairman of the Prison Commission from 1895 to 1921.

The Report of the Departmental Committee on the Treatment of Young Offenders, March, 1927.

"The Modern English Prison," by Mr. L. W. Fox, M.C., Assistant Commissioner and Inspector of Prisons, Secretary of the Prison Commission (Routledge, 1934).

"The Principles of the Borstal System," The Prison Commission, Home Office, 1932.

"The Borstal Associate's Handbook," The Prison Commission, Home Office, 1933.

As Sir Evelyn Ruggles-Brise, to whom is given the credit for having introduced Borstal Training into the English Prison System, observes in his book ("The English Prison System," page 99): (1)

"To understand the Borstal System it is not enough to read about it in a book; you must see it in actual operation—the keen activity that pervades the establishment; the admirable order and precision of the parade ground; the swing-and-go of the gymnasium; the busy hive of industry in all its multifarious departments; the educational classes and chapel services, the lecture room; and when the time for recreation comes, the glow and keenness of the youngsters in the football or cricket field."

For the purpose of furthering the study of the Borstal System, and with a view to applying the principles of that system in the treatment of young convicts in the penitentiaries of Canada, by your direction the undersigned proceeded to England in April, 1935.

A very brief sketch of the history of the Borstal Scheme or System, as it has been variously called, may not be out of place.

In 1894 a committee was appointed to inquire into the Prison System of England, rendering its report in April, 1895. One of its recommendations reads as follows:—



"The age when the majority of habitual criminals are made lies between sixteen and twenty-one. It appears to us that the most determined effort should be made to lay hold of these incipient criminals, and to prevent them by strong restraint and rational treatment from recruiting the habitual class. We are of opinion that the experiment of establishing a penal reformatory under Government management should be tried, and that the courts should have power to commit to these establishments offenders under the age of twenty-three, for periods of not less than one year and up to three years, with a free exercise of a system of licence."

Sir Evelyn Ruggles-Brise was appointed as Chairman of the Prison Commission at that time, and in 1897 proceeded to the United States of America, where he made a study at Elmira, New York, of what was at that time known as the "State Reformatory System." Upon his return to England, he was authorized to commence experiments in special treatment, with a view to the rehabilitation of young prisoners from sixteen to twenty-one years of age, who were confined in the London prisons. This experiment, however, did not include young convicts.

In 1899 a number of young prisoners were collected at Bedford Prison. The experiment was successful, and in 1902 a larger class was collected and placed in a section of the Convict Prison at Borstal (*vide* Report of the Prison Commissioners, 1908, page 11) and at the same time a body of gentlemen, under the direction of Mr. Haldane Porter, undertook to direct their efforts especially to the young prisoners discharged from Borstal. The result of the first year's working of the scheme was that of 42 discharges, only four were known to have been reconvicted and four lost sight of. In 1902-03 it was decided also to extend to the whole country the system hitherto confined to the Metropolitan and Home District. It was in this year also that the system was formally applied to young convicts sentenced to penal servitude (i.e., a term of three years or over), who were congregated at Dartmoor.

Experimentation continued, with the "Full" Borstal System operating at Borstal and Lincoln Prisons under parliamentary rule, and a "Modified" Borstal System was introduced into the local prisons.

In the Commissioners' Report for 1905-6, they ventured the opinion that the time had arrived for legislative action on the lines recommended by the committee of 1894, which eventually resulted in the passing of the "Prevention of Crime Act, 1908," the first subsection of which reads as follows:—

"Where a person is convicted of an offence for which he is liable to be sentenced to penal servitude or imprisonment, and it appears to the court,

"(a) that the person is not less than sixteen nor more than twenty-one years of age; and

"(b) that, by reason of his criminal habits or tendencies, or association with persons of bad character, it is expedient that he should be subject to detention for such term and under such instruction and discipline as appears most conducive to his reformation and the repression of crime;

it shall be lawful for the court, in lieu of passing a sentence of penal servitude or imprisonment, to pass a sentence of detention under penal discipline in a Borstal institution for a term of not less than one year nor more than three years:

"Provided that, before passing such a sentence, the court shall consider any report or representations which may be made to it by or on behalf of the Prison Commissioners as to the suitability of the case for treatment in a Borstal institution, and shall be satisfied that the character, state of health, and mental condition of the offender, and the other circumstances of the case, are such that the offender is likely to profit by such instruction and discipline as aforesaid."

This was amended by the "Criminal Justice Administration Act, 1914," section 11 (1), which reads:—

"The term for which a person or youthful offender may be sentenced to detention in a Borstal institution under section one or section two of the Prevention of Crime Act, 1908, shall not be less than two years, and accordingly 'two years' shall be substituted for 'one year' in subsection (1) of section one and in section two respectively of that Act."



Section 10 of the "Criminal Justice Administration Act, 1914," may be summarized as follows:—

Where an offender between sixteen and twenty-one years of age is summarily convicted, and it is proved that the offender has been previously convicted of an offence, or that having been previously discharged under probation, has failed to observe the conditions, the court may, after inquiry and receipt of report from the Prison Commissioners, sentence such offender to Borstal detention.

The usual procedure, particularly in the counties, is for the local prison governor, on behalf of the commissioners, to collect the information about a youthful offender and to present it to the court. The material for the reports is obtained by sending out report inquiry forms to the parents, employers, school-teachers, police, and any other persons whom it is considered can provide useful information. A medical report on the mental and physical fitness of the offender is included.

As mentioned above, the minimum Borstal sentence is two years, with a maximum of three years, but the prison commissioners have power to release on licence at any time after six months, if they are satisfied that there is a reasonable probability that the lad will abstain from crime and lead a useful and industrious life. On the expiration of his original sentence, the lad is required to report, and remains under supervision for a further period of one year.

It is the policy to collect lads sentenced to Borstal detention at Wormwood Scrubs, where they are detained for a period usually of two months, during which the authorities complete their observations, which include physical and mental examinations. Inquiries are also sent out to any helpful source, for the purpose of compiling data upon which to base an opinion as to the causes which have contributed to delinquency. After all data has been collected and reports have been studied, the commissioner or assistant commissioner responsible for Borstal institutions determines the institution to which the lad shall be sent.

While in its experimental stages, and until more satisfactory accommodation could be provided, sections of local prisons were treated as Borstal institutions, but at the earliest opportunity separate institutions for the confinement of Borstal lads only were created, these being Rochester, Feltham, Portland, Camp Hill, Sherwood (Nottingham), and Lowdham, with a section of Wormwood Scrubs utilized as a reception centre and a detached section of Wandsworth Prison used as a disciplinary centre. Further experimentation is being carried out at The Wash, on the west coast of England.

The commissioner responsible for the operation of Borstal institutions has expressed the feeling that it is fundamental that the institutions for the training of young offenders should be quite apart from the prisons, and states, furthermore, that it is a grievous mistake to shut off a wing or a block of an ordinary prison and call it a Borstal institution. A Borstal institution should be a place of its own with a staff of its own; it should have an ideal and method of its own, and should be based on educational rather than on prison discipline.

With this ideal before them, the prison commissioners of England commenced Lowdham in May, 1930, this being the only institution designed and constructed as a Borstal institution, all others having been converted or adapted reformatories or prisons of some type. When remodelling and adapting the old prisons for Borstal purposes, all of the unskilled labour has been performed by the lads. This has provided what is considered to be the very finest type of training.

In December, 1929, during the period that the plans for Lowdham were being prepared, the nucleus of a staff, with 60 lads specially picked from the



institutions at Rochester and Feltham, were collected at the latter place and put through a course of selective training, with the result that in May, 1930, the staff and 43 lads set out and marched from Feltham to Lowdham, where the entire party took up quarters in tents, using the Old Grange for administrative purposes. By August, 1932, the first building was sufficiently complete to accommodate 120 lads.

"There is some difference of opinion as to whether the dormitory system or the separate room system is better suited to the needs of a Borstal institution. Until recently all the institutions, save one house at Borstal, had separate rooms, and, generally speaking, this system seems to be suitable for and preferred by the majority of lads, besides having certain administrative advantages. On the other hand, many lads can be handled more successfully in dormitories, and the whole of Feltham Borstal institution is being converted to this system, while an additional dormitory house has been added at Rochester. Opinion being evenly divided as to the relative advantages, the more economical dormitory system is being adopted throughout the new buildings at Lowdham, and more experience will be gained when this institution has been for some time in use" (*vide* "The Modern English Prison," page 189). (2)

Since the foregoing was written, experience has taught that a number of separate rooms is necessary in each institution.

The "Prevention of Crime Act, 1908," section 4 (2), authorized the Secretary of State to make regulations for the rule and management of any Borstal institution, and for the classification, treatment, employment and control of lads sent to the institution.

The following is taken from a Memorandum sent to the Governors of Male Borstal Institutions (*vide* "The English Prison System," page 244). (3)

"The System aims at an intellectual, physical, and moral improvement and development of each inmate. The first will be secured by a carefully arranged educational system appropriate to the needs of each. The second by a methodical system of labour, which shall be, as far as possible, of an interesting and instructive kind analogous to the day of a free workman in full employment. Drill and gymnastics for the bodily development of inmates will be a leading feature of the System. Education and labour well organized will thus largely contribute to the 'disciplinary and moral influences' referred to in Section 4 of the Act. There will be, in addition, the moral precept and example of the Staff, superior and subordinate. Each and all have a great trust confided to them, which is to raise the young offender, by personal influences and wise exhortation, to a due sense of duties and responsibilities as a law-abiding citizen. The System will rest primarily on good discipline, firmly but kindly administered. In the obedience which follows from this is the beginning of moral improvement. This being secured, the System admits a wide latitude for trust and confidence in the later stages, whence will spring the sense of honour and self-respect. When this sentiment has been inculcated, the purpose of the Act may be said to be fulfilled, namely, the reformation of the offender, and, incidentally, the repression of crime, for if the criminal habit be arrested at the beginning, the supply of criminals in the later stages of their career is effectively stopped.

"The Borstal course in future will be as follows:—

"(a) the Ordinary Grade—3 months;

"(b) the Intermediate Grade—6 months: divided into two Sections, A and B;

"(c) the Probationary Grade;

"(d) the Special Grade; and

"(e) the Star Special Grade.

"The Penal Grade will be known, in future, as the Penal *Class*, so as to avoid confusion with other grades.

"Inmates in the Ordinary Grade will work in association during the day, but in order to prevent lads in this stage being kept for unduly long periods in separate confinement, arrangements will be made by which inmates shall not retire to their rooms until late in the evening. Education will take place in the evening as furnishing an opportunity for bringing the lads out of their rooms, or, failing this, some other means will be devised. Inmates in this grade will go through the ordinary course of physical exercises and drill, but will be debarred from the privileges which can be earned later of games, etc. It is obvious that the period passed in the Ordinary Grade will furnish the opportunity for special observation and attribution to later employment, etc.

"The routine of the institutions is that of an active day of 15 hours, beginning with the physical training, continuing with eight hours' work in workshop or outdoor party, and ending with 1½ or 2 hours of school or study.' To place first things first, the work a lad does



during his training falls into three stages. First with the 'cleaners,' doing the necessary domestic work; then, while awaiting a vacancy in the trade party to which he has been allotted, he may have a spell of heavy outdoor work with a labouring party, which is good both for his character and his physique. Finally, he passes into a trade party. In the workshops good class work in carpentry and metal work is carried out with power machinery, and employment is also found at tailoring, shoemaking, cooking (especially training for sea cooks), gardening, farming (some institutions have farms of considerable size, all have some land and stock), various adjuncts of the building trades, and other minor trades . . . ." (vide "The Modern English Prison," page 185). (4)

"To enable the staff to develop the corporate spirit of the lads, and to facilitate individualization, the House system has been introduced into the Institutions, and is now fundamental to their organization. Each Institution is divided into from four to six Houses: the numbers in each House vary with the pressure on accommodation, but ideally a House should not contain more than 70 lads, who again are divided into 'groups' or 'sections.' Each House has its separate block of buildings, with its own sleeping, dining, and recreational accommodation, and its own staff of Housemaster, Assistant Housemaster, Principal Officer, House Officers (usually two) and Matron. The Housemaster stands for each of his lads in *loco parentis*. On him, with the advice and co-operation of his Assistant and the House staff, falls the responsibility of getting to know each member of his House so intimately that he makes no error in the policy of training which he outlines for him, in the work to which he assigns him, in the reading and recreation in which he encourages him, and in the recommendations which he makes to the Governor for his promotion and, eventually, as to his fitness for discharge. But however susceptible a lad may be to the influence of a good Housemaster, that influence may always be undone unless the 'spirit of the House' is also good. The greatest care is therefore taken in the selection of prefects or group-leaders, on whom rest a general responsibility for the tone and good order of each group and of the House, and special responsibilities for looking after certain aspects of the House life, such as games, the library, the dinner tables, etc." (vide "The Modern English Prison," page 182). (5)

"The second main instrument by which the staff can assess the responsiveness of each lad to the training, the growth of his sense of responsibility, and ultimately his fitness for release, is the Progressive Grade System, which aims to confer, in proportion to the lad's progress, increasing trust and freedom of choice and action, increasing responsibility, and increasing privileges. Great care is taken to secure that promotion represents real progress and is not merely mechanical—'Steps must repeatedly be taken to ensure the difficulty of ascent, so that the minimum of promotion may reward a maximum of effort. This can be done by emphasizing the responsibilities rather than the privileges associated with each grade, and by a merciless reduction when these responsibilities are not fulfilled. . . . He must show that he justifies the trust and is indeed growing more fit for freedom. If he fails, he must return to the lower order where it is easy to be good.' To put it another way, for the first year it is not desirable that the conditions should be brought too close to those of outside life, because the lad has *ex hypothesi* shown himself unfit to live in those conditions. He must prove his fitness through training in a harder school before he can be admitted to the comparative freedom of the higher grades.

"For his first year then, or longer if necessary, a lad wears the brown dress of the earlier grades, but at the beginning of his second year he ought to be eligible for the blue dress of the Special Grade. From the 'blues' are chosen the leaders—jobs which carry no privileges, but a good deal of extra work and responsibility: the 'blues' move freely about the Institution, and take charge of small parties of 'browns': they are allowed outside the Institution, without an officer, for walks, or to attend service at a neighbouring church, or classes at the local technical school. There is nothing but their sense of honour to stop them from absconding at almost any time, but 'out of a daily average of special grade lads of approximately 300 . . . during 1926 . . . only eleven abused the confidence placed in them.' The privileges to be earned by promotion consist, in the 'brown' stages, of increased facilities and time for games and recreation, and in the 'blue' stage, besides the trust and comparative liberty of movement, and a gently mounting scale of earnings (which may be spent on cigarettes and so forth at the canteen), in becoming eligible for the annual camp" (vide "The Modern English Prison," page 183). (6)

"It may be maintained that, as no two lads are the same, only a policy of separate confinement can provide a perfect system of classification. This *reductio ad absurdum* shall not, however, deter us from proceeding with as sensible a scheme as we can devise. The first purpose of classification is positive, and consists in putting a lad in such a milieu as is likely to draw out what is best in him. Ideally, therefore, each Borstal lad should be drafted to a group of honest and intelligent lads, to whose level he would wish to aspire. This, by the nature of things, is impossible; there are too many rogues and not enough honest lads. For this reason the Courts rightly hesitate before committing a first offender to a Borstal Institution. But it is possible within rather narrow limits, in assigning a lad to an Institution or



a House or group, to put him in a place where there is someone or something that will stimulate the better side of him. The second purpose of classification, and it should always be kept in the second place, is the avoidance of contamination. One evil spirit can poison the tone of a whole house, and every Borstal Officer is keen to watch the effect of one lad upon the others. A clique may form whose influence on each member is undoubtedly evil. Such a clique will be scattered among different Houses or Institutions. Transfer and reclassification are ready to our hand to prevent corruption, and should be employed without hesitation where the reasonable prospect of a risk has been established by those who have observed. The community must be protected even at the cost of disturbance to the individual" (*vide* "The Principles of the Borstal System, 1932," commencement Chapter IV). (7)

The Home Secretary has the power of removing an offender from a prison to a Borstal institution, or vice versa, and also the power to transfer lads freely from one institution to another, and from one part of the United Kingdom to another. This power is used with great advantage, and largely due to the inexpensiveness of transfer, it has been possible to classify Borstal lads by institutions, with the result that Rochester is used for lads who are of fairly high intelligence and have had few convictions, but who have failed on probation and have shown a tendency towards crime. Portland is utilized for the more sophisticated and older lads who are physically bigger and stronger than those in other institutions. Camp Hill contains the type between Rochester and Portland. This institution being located on the Isle of Man is considered to be especially well located for those convicted of motor car thefts. Feltham houses lads who are physically and mentally inferior, and those whose development is considered to have been retarded. Sherwood is utilized for the oldest and those who ought to be treated as adults rather than as juveniles. Lowdham receives the best among the young offenders on transfer from other institutions, with a view to their early release on licence if their conduct and industry are satisfactory. A section of Wandsworth Prison provides a disciplinary institution for lads who have failed to meet the demands made of them at the other institutions, or who have failed to live up to the obligations when released on licence.

"The Borstal System has no merit apart from the Borstal Staff. It is men and not buildings who will change the hearts and ways of misguided lads. Better an institution that consists of two log-huts in swamp or desert, with a staff devoted to their task, than a model block of buildings, equipped without thought of economy, whose staff is solely concerned with thoughts of pay and promotion. The foundations of the Borstal System are first the recruitment of the right men, then their proper training, and finally their full co-operation with one another in an atmosphere of freedom and mutual understanding" (*vide* "The Principles of the Borstal System, 1932," (Chapter II). (8)

In the English prison service, as in the Canadian penitentiary service, the staff consists of superior and subordinate officers. In England the superior officers are appointed by the Secretary of State; in Canada, these officers are appointed by the Governor in Council. In England the subordinate officers are appointed by the Prison Commissioners; in Canada they are appointed by the Superintendent of Penitentiaries, in consultation with the inspectors, after having received recommendations from the wardens of penitentiaries.

The governors, deputy governors, housemasters and assistant housemasters of Borstal institutions come from all walks of life, but are drawn principally from the commissioned ranks of the navy and the army, with a sprinkling of men from commercial and professional life. All have had secondary education, with a goodly proportion of university men. This latter qualification has not been considered essential.

"The Borstal officer will further remember always that the prison and the Borstal Service is but one service, facing the problem of crime at different stages, tackling it with different weapons. In prison, too, there is training to be done, character to be studied, situations often of greater difficulty to be met. There has grown up a feeling of interdependence between the two wings of the service, in which there is no room for comparison or depreciation. Neither



can do without the other, and there must be free passage from the one wing to the other. This is the mark of a good team." (*vide* "The Principles of the Borstal System," 1932, page 25). (9)

For the superior staff the normal line of promotion is from assistant housemaster to housemaster, and from housemaster to deputy governor. It is usual for the senior housemaster to be appointed as deputy governor of the institution in which he is serving. Governors and deputy governors of Borstal institutions may then be transferred or promoted to the position of governor or deputy governor of a prison. This system provides an ever available supply of officers of the highest quality to fill senior positions throughout the whole of the prison service.

At this juncture the undersigned takes the liberty of expressing his admiration for the splendid men who make up the superior staffs of the Borstal service. Their interest, enthusiasm and devotion to duty never flag. Their hours of attendance are long and broken. They have been selected for the positions they hold after the closest scrutiny by the commissioner responsible for the direction of the Borstal system. It can safely be said that they also reflect great credit upon the responsible commissioner.

Sir Evelyn Ruggles-Brise, when commencing his experiments for the special treatment with a view to the rehabilitation of young prisoners, formed a small society of interested persons, and out of this small body sprang what is now known as the "Borstal Association." So great is the importance attached to this association that the commissioners state:—

"The Borstal Association represents one-half of the Borstal System. Its method of after-care starts to discover the lad and plan his future from the date of his conviction, following him through the institution, finding him employment and guiding him for some years after his discharge" (*vide* "The Principles of the Borstal System," 1932, page 18). (10)

The Borstal Association is a semi-official body, acting under the presidency of the Home Secretary and an Executive Committee, with central office in London, and approximately one associate for each lad released from a Borstal institution, the associate acting as adviser, confidant, big brother, and friend to the lad during the continuance of the licence under which he is released.

The parents of a lad, or a friend, acceptable to the Home Secretary, may be, or act as, the associate for the lad, but in those cases in which the home surroundings are unsatisfactory, or the lad has no relatives, an associate is found for him.

When an associate is selected, he is called upon to interest himself in the lad, and to give him advice, and also "to act in two capacities, the reconciliation of which requires a good deal of tact—first as friend and adviser, then as 'policeman': and even the first of these needs boundless sympathy and understanding, for firmness must be combined with persistent patience if the feet of a wayward youth, too apt to throw up an uncongenial job or resent the hard word of a foreman, are to be kept firmly along the narrow path of hard work and right living" (*vide* "The Modern English Prison," page 193). (11)

During the period which a lad is on licence, he is required to keep in close touch with the associate to whom he is attached, changing neither work nor residence without his consent. The lad looks to his associate for help in finding employment, and for a wise means of spending leisure, and in turn receives encouragement and a bracing word when good resolutions begin to wane.

The associate reports to the association at least once a month on the progress of the lad. Should there be definite signs of a relapse, an effort is made to direct the lad in the right path, but should this fail, the associate immediately reports to the prison commissioners, who cause the lad's licence to be revoked and he is taken to a special block at Wandsworth Prison for further training and treatment. At Wandsworth, the conditions are substantially those of prison life. The purpose is not to give further Borstal training, but to make it



clear to the lad that he has been foolish, that the way of the transgressor is hard, and also to allow the authorities time during which to find out why the lad failed.

When the authorities "have made up their minds about a lad they fix the time he is to serve, and in due course he is licensed again. It is not often that a licence is revoked more than once—a lad who persists in going off the rails after revocation is, unless he is young and not evidently hopeless, usually written off as a loss" (*vide* "The Modern English Prison," page 193). (12)

The principles of the Borstal System are few but comprehensive. The application of those principles provides a task of no mean magnitude. For the purpose of applying the principles of the Borstal System and Borstal training in Canadian penitentiaries, no change in existing laws is necessary.

Under the criminal law of Canada, any male over sixteen years of age, sentenced to a term of imprisonment of two years or over, shall serve that sentence in a penitentiary. The "Penitentiary Act," section 3, places the penitentiaries under the control of the Minister of Justice, who has complete power to make rules and regulations for their due administration, management, discipline and police, and for such other purposes as may be necessary and expedient for the carrying into effect of the provisions of the Act.

The policy for the treatment of convicts in penitentiaries has at all times included special treatment for adolescents. The effectiveness of the policy has depended principally upon the personality of the Warden of each institution, with the result that, as the management has varied from time to time, no uniform scheme or system has been laid down which is applicable throughout the service, nor have definite instructions been issued for the absolute segregation of juvenile-adults or young convicts.

The policy of the definite segregation of convicts between the ages of sixteen and twenty-one is presently being put into effect. At an early date structural alterations will have been concluded which will permit of an entirely separate routine and treatment for the young convicts so segregated. Obviously, at the commencement, the treatment, which will closely follow that of Borstal institutions, will be elementary, but it can reasonably be anticipated that within a year from its initiation a well-ordered system will be in operation. It cannot be expected that this system will be the exact prototype of the Borstal System until such time as young convicts have been more closely tested and observed. During the immediate future it will be necessary to concentrate upon the study of each individual, in order to obtain a knowledge of the amount of self-control which he can exercise or which may be allowed to him.

It is earnestly hoped that interested persons will be patient, and that they will not demand too much at the beginning, realizing that those responsible are cognizant of the urgency of the situation and will intelligently put forth their maximum efforts for the betterment of those placed in their charge. To quote the expression of one experienced chaplain:—

"The uninformed public is boldly criticizing the penal system at the present time, with the able support of the press. This criticism from unofficial quarters is practically all destructive, and often gives false impressions. It has a bad moral influence upon the prisoners, especially those who cannot brook obscurity. Even in prison their ambition is to make the headlines. Thus the main purpose of the department is often, in a degree, frustrated by those who clamour for reform."

Broadly speaking, the great majority of young convicts find themselves in penitentiaries due to a weakness of inhibition arising from inappropriate early training, their greatest defect being a lack of self-control. The majority of these youths have been guilty of crimes of acquisitiveness, theft, burglary, house-breaking and embezzlement. A comparatively small percentage have been guilty of crimes of passion, i.e., sexual offences, indecencies, assaults, and



crimes of violence, although a relatively large number have been implicated in crimes in which lethal weapons played a part. Approximately 75 per cent of these youths had convictions recorded against them prior to being sentenced to a penitentiary. Over 50 per cent have served terms in industrial schools, reformatories or jails. Approximately 25 per cent have committed offences of so heinous a character that the public sense of decency demanded that they be sentenced to a penitentiary to ensure their control for a long period.

On June 17, 1935, there was a total of 266 young convicts in penitentiaries, all of whom were under twenty-one years of age at the time of reception. Of this number 221 will be under the age of twenty-one years on September 14, 1935. These are confined as follows:—

Kingston penitentiary .....	37
St. Vincent de Paul penitentiary .....	77
Dorchester penitentiary .....	36
Manitoba penitentiary .....	29
British Columbia penitentiary .....	14
Saskatchewan penitentiary .....	21
Collin's Bay penitentiary .....	7

It will be necessary to utilize existing buildings, or segregated parts of existing buildings, for the immediate confinement of young convicts. Time and experience will indicate the direction which should be followed in the provision of separate institutions. The arrangements presently being put into effect are as follows:—

*Kingston Penitentiary.*—The east corridor of the South Wing is being remodelled for the accommodation of "D" Class convicts. Immediately that has been completed, the East Cell Block will be available for the reception of young convicts. This building contains 114 cells, which are the largest in a Canadian penitentiary. The cells are arranged on three floors, with 19 cells to a range, with a wide corridor in front of the cells. This arrangement provides for classification of the young convicts into groups, each group of which will have a corridor for training purposes outside of working hours.

*St. Vincent de Paul Penitentiary.*—No. 1 Cell Block contains 144 cells, which are segregated into four corridors, each with two ranges, with 18 cells to a range. This block will permit of classification into four groups.

*Dorchester Penitentiary.*—The west side of the North Wing is being segregated from the rest of the penitentiary. It contains four ranges of cells, each range having 27 cells. An entrance is being opened into a segregated portion of the prison yard, which will avoid the necessity of the young convicts passing through the Main Dome, and will ensure their entire segregation from the adult convicts.

*Manitoba Penitentiary.*—The south half of the West Wing has been walled off. A concrete floor is being placed across the corridor, which will provide two ranges, each range having 17 cells. A separate entrance is being constructed.

*British Columbia Penitentiary.*—The young convicts will be temporarily confined in the West Wing, which was originally constructed as a hospital, but was found unsatisfactory for that purpose. During the pressure for accommodation it was put into use as ordinary accommodation. This wing is entirely shut off from the Prison Cell Block. It has a large room on the ground floor, above which are two ranges of cells each on a floor, with a total of 20 cells, with a wide corridor in front. A new cell block is presently being constructed, a portion of which will be available for use by young convicts by March 1, 1936.

*Saskatchewan Penitentiary.*—The north half of the East Wing is being walled off from the Cell Block, this having an entrance into an isolated portion of the prison yard.



*Collin's Bay Penitentiary.*—This penitentiary has one cell block completed and one under construction. There are presently seven young convicts confined in this institution, but as they are nearing the expiration of their sentences, it is not intended to apply separate treatment to them, it being considered more upsetting to retransfer them to Kingston Penitentiary than to permit them to complete their terms at Collin's Bay Penitentiary, where they are working under conditions comparable to a construction camp.

In 1930 the Laval Buildings at St. Vincent de Paul Penitentiary and Collin's Bay Penitentiary were commenced, with the intention that they should ultimately be used for the separate confinement of convicts between the ages of sixteen and twenty-five. Construction is being pressed. In about two years the Laval Buildings should be available for the reception of young convicts. Selected young convicts are transferred from Kingston to Collin's Bay Penitentiary as and when they are deemed fit. Eventually all young convicts for the Province of Ontario may be confined in Collin's Bay Penitentiary, but until such time as living accommodation is more advanced, it is considered advisable that they should remain at Kingston Penitentiary under separate treatment.

It is respectfully submitted that it is too early to make a forecast of the number of new institutions and the types of buildings that will be required. A comparison between England, with a population of over thirty-seven million and an area of 50,337 square miles, and Canada, with a population of 10,400,000 spread over an area of 3,700,000 square miles, is not particularly helpful. To provide separate institutions for the treatment of young convicts in each penitentiary area would mean a very high cost per capita. To collect the young convicts into three or four institutions spaced across Canada would cause transportation charges to be excessively high, and in addition would make it most difficult for the relatives of the young convicts to make visits to the institutions. For administrative purposes, and to keep down costs, it would be of great advantage to have the institutions situated within a half-hour's travelling distance of the penitentiary, in order that the chaplains, physicians and case-work officers may serve both institutions, and also to facilitate the transfer of a young convict whose behaviour indicates that he is not suitable for retention in a medium security institution. As all young convicts are sentenced to a penitentiary, those sections of the institutions presently being segregated for their confinement will be required as collecting and classification centres, even though new institutions are constructed at a comparatively early date.

A study of the Borstal institutions in England indicated that over 99 per cent of the lads were of British Isles stock, and that each lad is thoroughly imbued with British traditions and customs. Foreign-born lads are not confined in Borstal institutions. A consensus of opinion of Borstal officers who have a knowledge of the conditions in Canada was to the effect that the Canadian youth is more precocious and more sophisticated than the lad of the same age in England.

The type and nature of treatment for young convicts will follow as closely as possible that presently existing in the Borstal institutions of England. The daily routine may be as follows:—

- 6.00 a.m.—Opening bell. Young convicts arise, make their toilet, and prepare bed-clothing for airing.
- 6.30 a.m.—Breakfast.
- 7.00 a.m.—Clean and tidy cells, rooms or dormitories, and make up beds.
- 7.30 a.m.—Physical exercises.
- 8.15 a.m.—Proceed to work.
- 11.15 a.m.—Return to cell block.
- 11.30 a.m.—Dinner.
- 12.45 p.m.—Proceed to work.



5.00 p.m.—Return to cell block.

5.30 p.m.—Supper.

6.00 p.m.—Silence period for study and meditation.

7.00 p.m.—Assemble in allotted places for collective study and recreation.

9.00 p.m.—Retire to cells, rooms or dormitories.

9.30 p.m.—Retiring bell.

During the first six to nine months in an institution, all young convicts will be called upon to perform arduous labour under skilled instructors. After a period of six to nine months, selected young convicts will be placed in shops or at skilled labour. It is intended to inculcate habits of industry, regularity and application to hard work over a period of not less than eight hours in each day. A distinctive dress will be devised for young convicts.

During the initial classification, the educational standard of each young convict will be ascertained. Those found to be illiterate, or having less than public school graduation, will be required to attend school.

The staffs for the segregated portions of penitentiaries will in the initial stages be composed of officers and instructors specially selected on account of their integrity and known ability in the handling of young men. To carry out the program of separate training abovementioned, it is essential that penitentiary staffs be augmented by officers to supervise young convicts during the hours that they are not employed at labour. Their duties will be similar to those of housemasters and assistant housemasters of Borstal institutions. Until such time as more suitable names have been decided upon, these positions might be called "Supervisor" and "Assistant Supervisor."

A study of the requirements indicates that there should be one supervising officer for each thirty or part of thirty young convicts, and that not less than two of these officers are necessary in each institution, even when there are less than thirty young convicts. The hours of employment of supervising officers will be long and broken, for it is considered essential that not less than one should be on duty at all times between the opening and closing bells. It will be necessary for all supervisors to be on duty between 6 p.m. and the closing bell for at least six evenings per week. Where suitable arrangements can be made, one supervising officer will sleep in the institution. The duties of a supervising officer will require at least one to be in attendance at the opening in the morning, to be moving about while the young convicts are dressing, preparing their clothing for airing, and taking their breakfast; also for conducting or supervising their physical training. During the hours that the young convicts are at labour or in the shops, his full time will be occupied with correspondence and other matters pertaining to the activities of the young convicts outside of working hours. The officer in attendance during the forenoon will be on duty up to the completion of the lunch-hour. Another supervising officer will be on duty during the afternoon and up to the retiring bell at night. The officer performing duties during the forenoon will return to duty at 6 p.m. and will remain until the retiring bell in the evening.

The management of young convicts is an interesting occupation, but one which is particularly wearing on the patience and nerves of the supervisors. It is considered essential that each officer should have several hours each day for complete relaxation, in order to ensure as far as possible the highest standard of fitness and efficiency. The persons selected as supervising officers will require to have an optimistic outlook on life, even temperament, good commonsense, good education, untiring patience, energy, and physical fitness, with an inherent belief that there is a large amount of what is known as "good" in each youth, and that if the proper chords are touched, favourable reactions will follow. Obviously, they must be prepared for disappointments, but even in the face of these must be able to exercise patience and self-control. Each supervisor will be called upon to have an intimate knowledge of the history,



character, disposition, and capabilities of approximately thirty young convicts. It will also be necessary for him to carry on correspondence with their relatives and other persons who may be in a position to give useful information considered to be essential in the treatment to be applied to each individual. In addition to the foregoing, he will require to have a general knowledge of all the young convicts in the institution, in order to exercise supervision and control during the periods of rest of the other supervisors.

The particular stress placed on the Borstal Association will have been noted. The creation of a similar organization to function in co-operation with the penitentiaries and the remission service of the department will be necessary. This association might be under the presidency of the Honourable the Minister of Justice, the membership of the association being made up of persons satisfactory to him. One associate would be accepted for each young convict, the associate undertaking to act as confidant and adviser to the young convict during the period of his confinement in the institution and also during any period that he may be under licence, functioning similarly to Borstal associates as hereinbefore described. The Supervisor or an assistant supervisor in each penitentiary would act as the area secretary of the association, and would keep in the closest touch with each associate.

"To understand the Borstal System it is not enough to read about it in a book," is a truism, which becomes more evident by having had the experience of associating with Borstal officers and actually living in the institutions. I could not overstate the advantages that have accrued to the branch resulting from the visits to the prisons and Borstal institutions of England.

The sincerest thanks are due to the Right Honourable the Home Secretary and the Prison Commissioners, but more particularly to Commissioner Alexander Paterson, M.C., who is the commissioner responsible for the operation of the prisons and the Borstal System. He unstintingly devoted much time, which he could ill spare. In addition, he made available every detail of information, arranged an extensive program, and accompanied the undersigned to some institutions.

My sincerest thanks are also due to the governors and officers of the institutions visited, who gave me invaluable advice and guidance, going into the most minute details of management and routine, and answering innumerable questions, many of which must have taxed their patience to the utmost. Their great courtesy and hospitality have made a deep and lasting impression.

The introduction of a definite scheme of separate training for young convicts is being enthusiastically accepted by penitentiary officers. It is reasonable to expect satisfactory results in the near future, but time must be allowed to work out the scheme. Errors will be made, but will be corrected as soon as observed. Fortunately, there is an abundance of work of the most suitable type in each penitentiary for the immediate employment of all young convicts. This work consists of construction, the remodelling of buildings, farm work, and work in shops.

It will be observed that this report does not make mention of separate treatment for young female convicts. The reasons for this omission are, firstly, because there are only two who are under twenty-one years of age; secondly, the treatment of young women is entirely different from that provided for young men, and is a much more intricate matter; and thirdly, very satisfactory treatment is in practice in the Prison for Women, no change being recommended at this time.

I have the honour to be, sir,

Your obedient servant,

D. M. ORMOND,

*Superintendent.*

Executive Committee and members of the Board of Directors. It will also be necessary to have a committee to study the various other possible ways in which a solution to the problem may be found. It is essential to be sure that the solution is not only a solution to the problem, but also a solution to the problem of the future. The committee should be sure that the solution is not only a solution to the problem, but also a solution to the problem of the future.

The particular steps which the Board of Directors will have to take. The Board of Directors will have to take the following steps: 1. To study the problem and to determine the cause of the problem. 2. To determine the best way to solve the problem. 3. To determine the best way to implement the solution. 4. To determine the best way to evaluate the solution. 5. To determine the best way to communicate the solution. 6. To determine the best way to monitor the solution. 7. To determine the best way to report the solution. 8. To determine the best way to improve the solution. 9. To determine the best way to maintain the solution. 10. To determine the best way to evaluate the solution.

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I am, Sir, very respectfully,

Your obedient servant,

H. M. GILBERT

Secretary



