



ARCHIVED - Archiving Content

Archived Content

Information identified as archived is provided for reference, research or recordkeeping purposes. It is not subject to the Government of Canada Web Standards and has not been altered or updated since it was archived. Please contact us to request a format other than those available.

ARCHIVÉE - Contenu archivé

Contenu archivé

L'information dont il est indiqué qu'elle est archivée est fournie à des fins de référence, de recherche ou de tenue de documents. Elle n'est pas assujettie aux normes Web du gouvernement du Canada et elle n'a pas été modifiée ou mise à jour depuis son archivage. Pour obtenir cette information dans un autre format, veuillez communiquer avec nous.

This document is archival in nature and is intended for those who wish to consult archival documents made available from the collection of Public Safety Canada.

Some of these documents are available in only one official language. Translation, to be provided by Public Safety Canada, is available upon request.

Le présent document a une valeur archivistique et fait partie des documents d'archives rendus disponibles par Sécurité publique Canada à ceux qui souhaitent consulter ces documents issus de sa collection.

Certains de ces documents ne sont disponibles que dans une langue officielle. Sécurité publique Canada fournira une traduction sur demande.

CANADIAN
PENITENTIARY SERVICE
A STUDY
OF
FARM ANNEX PROGRAMS
AND
FARM OPERATIONS

HV
8931
.C2
C63
1973

111
8931
.C2
C63
1973

*Canada, Committee on Farm Operations and
Annex Programs*

**CANADIAN
PENITENTIARY SERVICE
A STUDY
OF
FARM ANNEX PROGRAMS
AND
FARM OPERATIONS**

LIBRARY
MINISTRY OF THE SOLICITOR
GENERAL OF CANADA

MAR 3 1989

BIBLIOTHÈQUE
MINISTÈRE DU SOLICITEUR
GÉNÉRAL DU CANADA
OTTAWA, ONTARIO
CANADA K1A 0P8

Copyright of this document does not belong to the Crown.
Proper authorization must be obtained from the author for
any intended use.

Les droits d'auteur du présent document n'appartiennent
pas à l'État. Toute utilisation du contenu du présent
document doit être approuvée préalablement par l'auteur.



OTTAWA ONT.
K1A 0P9

Mr. Paul Faguy,
Commissioner of Penitentiaries,
Ottawa, Ontario.

PLEASE QUOTE REFERENCE: 261/42 (1)
VEUILLEZ MENTIONNER:

March 21, 1973

Committee on Farm Operations and Annex Programs

Sir:

Your Committee was instructed in its terms of reference to examine the program of the farm annexes and the operation of the penitentiary farms, to assess and report on their effectiveness in terms of both social and economic factors and to make appropriate recommendations concerning their development or revision.

The scope of the study covered the operations at Saskatchewan, Manitoba, Dorchester, St. Vincent de Paul, Collins Bay and Joyceville.

The procedure followed by the Committee was to hold discussions at each site with as many concerned individuals and groups as possible. This involved Regional Directors and key members of their staffs, Directors of the main institutions and the annexes, classification officers, managers of the farms, groups of farm inmates, inmate committees, annex inmates as distinct from those working on the farms, farm officers, annex officers, chaplains, representatives of citizens committees or interested citizens, representatives of after-care agencies, Canada Manpower and the National Parole Service. Discussions were also held from time to time with headquarters staff and also with the senior staff of the Ontario Ministry of Correctional Services.

A composite listing of some of the basic characteristics of the farm and annex staff, inmate and physical attributes illustrates in schematic form some of the information acquired by the Committee. This was prepared by the secretary of the Committee, R. W. Thompson, and is shown as Appendix "A".

One of the first concerns of the Committee was to establish an acceptable basis for the economic position of the farm operation. The Audit Reports which had been carried out at five of the institutions were studied and after careful consideration of the general industrial, vocational and

educational practices of the service it was felt inappropriate to place against the farm operation such items as inmate wages, inmate and officer's clothing, heat, light and power as suitable charges.

The Annual Report of S. M. Donaldson, Assistant Director (Agricultural Services), for the year 1971-72, which is an official document submitted to the Commissioner, was considered and it was the opinion of the Committee that this should be adopted as an acceptable basis for representing the value and cost of the farm operations. It was further the opinion of the Committee that the value of the produce sold to the main institutions should be based on current wholesale prices in the locality and not on values established in 1936.

The totals, shown as Appendix "B", expressing the value and cost of farm operations and taken from the Annual Report referred to, indicates that two of the farms, Dorchester and Manitoba, were then operating at a deficit while the remaining four were operating with a surplus. A letter from K. F. Kenward, Chief of Internal Audit, the financial consultant to the Committee supplied by the Director of Financial Services, expands on this financial position and is shown as Appendix "C". A similar table showing the value and cost of the cannery operations at Joyceville, which indicates a surplus position, is shown as Appendix "D".

A careful attempt was made to ascertain the value of any services provided by the farms for the operations of the main institutions. Appendix "E" shows their estimates and also an attempt to estimate the cost of providing these services by civilian contract. The amounts involved in providing such services from the farm as snow removal and garbage disposal are relatively insignificant and could be balanced off by mechanical services rendered by the main institutions to the farms and annexes. The problem is complicated by the recent transfer of some of the greenhouses and their functions to the Department of Works and Engineering of the main institutions so that the cost of their operations and of the ornamental grounds work is no longer chargeable to the farms.

Estimates were obtained as to the cost of renovations, replacement and major maintenance which would be required within the next five years to keep the farms in prime operating condition. Thus, Saskatchewan requires \$1,200 (miscellaneous items); Manitoba \$350,000 (piggery \$200,000 chicken house \$120,000 old horse barn renovations \$10,000 root cellar renovations \$20,000); Dorchester \$8,000 (marsh barn roof); Saint Vincent de Paul \$18,500 (drainage and fire system \$14,400, drainage line \$4,500); Joyceville \$2,000 (hay barn protective wall); Collins Bay \$5,000 (miscellaneous items).

Another consideration of importance is the capital investment in buildings and equipment which is considerable. The value of the land utilized by the farms is also an important factor to be considered particularly in the case of Sain Vincent de Paul and Collins Bay which have been literally surrounded by urban development. This has increased the value of the land in these two localities to a very considerable degree.

It should be kept in mind that the aforementioned annual report was prepared on a cash operating basis. The farms are credited with all the value of production during the current year on the basis of transfer values of produce to the main institutions and other disposals, plus or minus change in inventory of produce. With regard to farm costs, the system charges all cash expenditures for operation and maintenance and capital purchases during the year. Depreciation on machinery and equipment, buildings and other farm improvements is not charged nor is interest on capital investment in the farms.

This procedure is typical of public accounting for certain policies and programs which are carried on in the common good and particularly for those programs which are constitutional responsibility of government. It would be possible to develop an accounting procedure to include depreciation and investment cost and to compare the institutional farms with typical commercial farms. At the same time an attempt could be made to credit the benefits of institutional farms other than value of production. However, it is only possible to do this on a subjective basis rather than to express these intangible benefits in monetary terms. As the financial information on the institutional farms now stands, a comparison with typical farm business is not appropriate or realistic nor can it be said that the comparison is satisfactory on an economic basis. It is also questionable whether a restricted economic analysis is completely relevant taking into account the functions and objectives of penitentiary farms and the total task of the Committee.

While financial considerations, both operational and capital investment, are important the Committee feels that they should not be the deciding factor in any decision affecting their continued operation. Two of the farms show a deficit position but this does not indicate that these should be discontinued. The task of the Committee was broader than to analyze the farms as entities separate from the other institutions in their area. Rather they were to be evaluated in their context and with particular reference to their value in inmate training and development. To apply strict cost-benefit procedures to such an evaluation is inappropriate because of the intangibles which enter into the benefit aspects of the equation. Despite a high degree of objectivity on the part of the observer the evaluation of inmate training returns will always remain to some degree subjective in the opinions of inmates, staff and interested persons.

The farms employ substantial numbers of inmates which will be shown in Appendix "F" but in all the total would be approximately 220. This indicates over manning but visits, medical parades, interviews by classification officers and other agencies take them frequently from their work. Another factor which should not be forgotten is that the farms employ instructors who supervise the work of the inmates. In all localities these total 65 officers. If the farms were phased out there would be an immediate problem of finding alternate employment for both inmates and officers. In an expanding service it would be expected that the farm officers would be absorbed in various ways while others would be of retirement age and ready to leave the service. This complement of farm instructors appears rather high but it must be remembered that they are constantly supervising and training a frequent turnover of inmates on the job which would not apply on a typical self operated farm.

The finding of substitute employment for the inmates may prove difficult. It might mean introducing some type of industry into the annex which was generally considered impractical and undesirable. This would involve small numbers of inmates with lack of diversity in employment, problems of storage, equipment and technical staff and perhaps some further construction to add to the annex floor space. On the other hand it would probably mean the return of the farm inmates to the main institutions which are already overcrowded and lacking in work opportunities.

But this problem of employment replacement would be a matter of expediency and should not be a deciding factor. It was necessary to enquire further into the contribution made by the farm to the inmate and his eventual re-establishment in the community. The Canadian Journal of Criminology and Corrections for January 1973, includes an article by Dr. Alan L. Saipe, Federal Prison Industries entitled A Survey of Private Senior Executive's Attitudes . He writes: "The survey provided some information about what private business thinks about profits as they affect training policy in prison industries. Private business feels that any desire for profits in prison industries should be definitely subordinated to the twin objectives of training and rehabilitation. Indeed, prison industries should be run at a loss, if necessary, to gain training and rehabilitation benefits. Moreover, when selecting industries for prison operation, training considerations should be more important than financial considerations and, significantly, future job placements should be most important of all".

The last statement regarding the significance of future job placement is what might reasonably be expected from executives in private industry which is not dealing with the damaged type of individual found in the prisons nor with the response of an often hostile community insensitive to the needs of the inmate re-entering it from incarceration.

While it is desirable for the prison industry to provide the inmate with transferable skills which can be utilized productively in the community, and saleable skills which he is interested in selling and the community is interested in buying, these factors are of little value unless some change occurs in the inmate, which may be called personality development or enrichment, which sends him from the prison a more accepting and acceptable human being.

Inmates working on the farm appear to have a sense of freedom from close confinement, to develop a feeling of responsibility for their animals and crops, to learn cooperation in working in small groups, to achieve better interpersonal relationships with their fellow workers and to relate to staff in the more personal relationship of foreman and workman. The experience generally appears to be more akin to working in a civilian capacity and environment than in other prison occupations. There appears to be little doubt that these inmates work harder and longer hours than other prison inmates. It seems apparent that this contributes to a generalized personality development which may have lasting value in interpersonal relationships and work habits even though the transfer potential of specific skill learnings may not be saleable or utilized by the inmate, except in general ways, in his post institutional experience.

A substantial percentage of inmates from rural areas, and among them a number of native inmates in the west, are employed in Saskatchewan, Manitoba and Dorchester; but in the other farms the inmates are almost entirely city men. There is evidence that some of the rural inmates and particularly the western natives take up farm work on release. Inmates who have worked in the slaughter houses and the pasteurization plants also in some cases appear to seek and find post release employment in their specialized areas. Tractor operators also seem to obtain employment in heavy machinery operations in the community.

There is little doubt that skills are learned and many of them are transferable to the post release community; but it would appear that the majority of farm inmates do not seek to sell these skills. Farm work in the civilian society involves long hours and relatively low wages which factors are not attractive to most ex-inmates who seek to make up for lost time by earning as much money as quickly as possible to achieve their social and economic objectives on their release.

There is also little question that the work day is the longest of any put in by prison inmates. It appears to average seven to eight hours and in summer is much longer. Week end work is often common and overtime is paid at the rate of ten cents per hour which is not the real incentive for such work. There appears to be a sense of responsibility for their animals and crops and also a desire to occupy themselves constructively in what would otherwise be "dead time". In the winter the work slackens off but there are many chores to do. There may, however, be some over manning during these slack periods; but this would be hardly any more extensive than in the prison industries or other service occupations.

While there seemed to be acceptance of a seven day work week by some of the inmates there was also the expression of the view that this was undesirable over a period of time and that there should be a rotation system worked out which would permit days off to enable the inmate to participate in the activities of the annex, carry on some hobbycraft or just "rest and read". The Committee feels that this is a reasonable view and suggests that no more than a five day work week be expected except in emergencies and periods of work pressure such as harvesting.

It may be said then that there is a gain in work experience which may promote readiness and capacity to perform a full day's work in the community, that there is a teaching and learning of skills which could be transferable but which are not generally saleable by the inmates who do not seek to utilize them and that there is a significant opportunity for personality development and enrichment which, while intangible, is what the correctional process should have as its primary role.

Having weighed all these factors deliberately the Committee is of the opinion that while two of the farms are not paying their way, namely Manitoba and Dorchester, these, along with Saskatchewan, Collins Bay and Joyceville, should be maintained. There are qualifications as to Manitoba and Dorchester which will be explained in detail later. Saint Vincent de Paul should be phased out as will also be explained in subsequent sections of this report.

The greenhouses, some of which have been placed under the Department of Works and Engineering of the main institution, appear clearly to be a proper part of the farm operation and should be returned to the responsibility of the farm manager and developed to render a more satisfactory service, as required, to the main institution. There are other services which are rendered to one another by the farm, the annex and the main institution and the efficient operation of this proposal should present no additional problems. x

In some cases it was found it was not clear as to whom the farm manager was reporting and to whom he was responsible. The Committee is of the view that farm managers should report to the Director of the annex which houses their inmates, supplies the support services for farm inmates and staff and provides the living milieu and leisure time program which encompasses their operation. There should be no dichotomy between the staff and inmates of the farm and the annex which could promote friction; but all should fall under unitary administration. This proposal, when advanced, received complete approval by all concerned.

The annexes have for years operated under the shadow of the main institutions to which they are in such close proximity. This has resulted in a satellite operation in which attention and supervision and even, in some cases, services have been spill-overs from the preoccupation of the services staff of the main institutions from their pressing concerns of management for their primary responsibility.

The Director of the annex as he is now called should clearly understand, as should the senior staff of the main institution, that he is fully responsible for the operation of the annex and the farm. He should report to and be responsible to the Regional Director and the staff of the region should be instructed to visit the annex when visits are being made to the main institution and as otherwise deemed necessary, so that the status of the annex may be enhanced and their sense of isolation reduced. The anticipated establishment of a Prairie Region makes this proposal more feasible.

The name farm annex should be abolished and a new nomenclature found. The only suggestion that the Committee has to offer is that they be called Minimum Institutions, e.g. Saskatchewan Minimum Institution. This would be in keeping with the present name of Laval Minimum Institution.

Even with his present responsibility for an independent institution the classification of the annex Director as a P.M.2 appears much too low and should be raised to P.M.4. This would be in keeping with his independent status, the responsibility for the farm operation and the need to develop a more significant program in the annexes. His present salary is below that of his classification officer who is a W.P. 3.

The utmost cooperation will be essential between the annex and the main institution since they provide each other with varying services and the farm production is planned cooperatively to meet the needs of the main institution. Each is rendering the other services, but more importantly the annex receives its inmates largely from the main institutions. The regional staffs should maintain this essential cooperation to ensure that the annexes are truly regarded as institutions in their own right and with their own program needs to serve.

The Committee considers it is desirable to create a progression of inmates from the main institutions to the annex. Generally speaking they would then work first on the farm or in the annex and then on Day Parole. Good work and social adjustment on the farm and in the annex should be rewarded by Temporary Absence. Poor work and adjustment should not only fail to achieve Temporary Absence but should involve consideration of reduction of grade and no award of earned remission. Administrative support should be given to staff who make these recommendations by refusing work transfers to disgruntled inmates who fail to perform satisfactorily and seek another job assignment.

Selection at the reception centres and the main institutions is obviously the key to this proposal which affects the intake of the annexes. The Director and classification officer of the annex should meet with whichever Board handles this selection and transfer of inmates in its particular region. It is desirable that minimum security inmates be transferred to the annex since they do not need the security provided by the main institution and might benefit considerably from the more relaxed atmosphere of the annex. Long sentence men are said to be affected by the relatively speedy passage of shorter term inmates through the annex; but this applies also to their life in the main institution and creates a value choice between the restricted life in the main institution and the reduced security of the annex. Exceptions to this proposal to transfer minimum security men would obviously be those inmates who are completing educational and training programs in the main institutions. In consultation with the inmates they should be allowed to remain and finish their programs before transfer.

There are empty beds in some of the annexes and, in general, there is room in the dormitories for the placing of additional beds and lockers. The addition of some inmates to bring the annexes up to strength would facilitate programming generally and in particular the extension of Day Parole. There appears to be three groupings of inmates in the annexes - these are those working on the farm, those working in the annex to provide its services and those on Day Parole or extended Temporary Absence programs. The requirements for the first two groups remain relatively steady except in the summer when the farm needs are greater. The only additional flexible group is those on Day Parole and Temporary Absence which suggests a serious attempt should be made to extend the Day Parole program.

Appendix "G" shows the number of Day Paroles and Temporary Absences granted during the six month period prior to our visit. This indicates that, with the exception of Manitoba and Saint Vincent de Paul, the Day Paroles granted are remarkably few and have been seriously curtailed in recent months. The Committee feels that this is most unfortunate in the development of institutional programming.

The practice of granting Day Paroles from the main institution and transferring the inmates affected to the annex to commence their Day Parole immediately should be avoided wherever possible. These inmates would benefit from the de-compression effect of the annex for a while before starting their Day Parole. In addition, this practice generates jealousy and concern on the part of the other annex inmates who feel they are being passed over. It

lessens the desirability of transfer to the annex where inmates already feel they have less to offer the parole authorities in the way of courses which are not provided in the annexes. It nullifies what the Committee believes to be a desirable progression, where possible, through the farm and annex work programs to Day Parole.

It was obvious to the Committee that the atmosphere in the annexes was very relaxed and that the relationship between inmates and inmates and inmates and staff were generally quite informal and conducive to more open communication than normally found in the main institutions. There seems to be less evidence of a strong sub-culture or of pressure on inmates from strong-arm groups though there is some pressure for contraband on day parolees and men on Temporary Absences. The atmosphere was positive and, for a penal institution, constructive. There appeared to be some over manning at times; but much less than might have been expected. The use of female staff as clerks would appear to be appropriate and desirable in this environment.

The opinion of the Committee is that the annexes should be continued and that their program should be developed particularly through the extension of Day Parole. The annexes need support in developing programs, particularly the social, cultural and recreational programs, which should be taking place in the evenings. It is not sufficient, though important, to provide a generally constructive milieu and not utilize to the full the opportunities available for the leisure hours. At present, they are not structured for a purposive rehabilitative program.

The C.X.4's who should be able to perform a counselling function do not have the time to do this except in informal contacts which are valuable. They are often engaged in other activities such as the transportation of inmates for a variety of reasons including Day Paroles and Temporary Absences. This involves a shortage of supervisory staff in the annex. Yet transportation is an essential function in these institutions which are usually removed from the urban centres and without suitable public transportation. The difficulty will increase if the Day Parole program is extended. The provision of an additional vehicle in most cases appears to be desirable and rather than appointing an additional correctional officer to the staff it is suggested that a civilian driver be hired on contract though he would not be expected to perform escort duties. This may mean a change in the regulations regarding the driving of penitentiary vehicles. The employment of correctional officers should be reviewed when the staff and program developments suggested by the Committee have had an opportunity to develop. They appear to be under some stress at the present time particularly on the evening shift.

The annexes at present have only one classification officer whose normal duties have been augmented by the development of the Temporary Absence and Day Parole programs. These latter programs have increased the need for counselling in the evenings when the men return to the institution often "shook up" by the experiences of the day. If the number of inmates is increased to the capacity of the annex and if Day Parole can be significantly increased there would appear to be need for an additional classification officer. This would provide substantial help for the paper work involved in the community based programs and for evening interviewing which the classification officers should be

expected to share in rotation. They should not be of equal rank and one should be designated as the senior officer. It should be stressed that all inmates should be routinely interviewed in a formal sense to discuss program development and problems in addition to the informal contacts which are so frequent in the annex.

The classification officer in these annexes is alone and lacks the support to be obtained from his professional colleagues as is the case in the main institutions. He tends to perform functions other than those appropriate to his professional responsibilities. He needs supervision of an intensive nature from the regional classification staff to ensure that his professional skills are being developed in accordance with current knowledge and practice and to counteract a sense of professional isolation.

Social, recreational and cultural programs have developed differently and to different extents in the various annexes. But for many of the residents there seemed to be little challenge beyond hobbycraft which also varied in extent. There was a good deal of passive watching of television. But a more participatory type of program should be developed. The Committee believes that to stimulate interest in and help organize these types of activities a recreational training officer should be appointed with skills in social and cultural recreation as well as in sports and athletic activities.

There is a great deal of space in the annex basement which is being variously used. It is suggested that a recreation consultant be retained by headquarters to survey the inmate needs and the space available and recommend as to the types of program which could be developed and the necessary assignment and alterations of structure to facilitate the desirable program development.

Citizen involvement in most cases is not vigorous. Some of the main institutions have Citizen Committees which in some cases give minor or spill-over consideration to the needs of the annexes. The annexes should have their own Citizen Committee responsible to the Director of the annex and concerned primarily with the problems of the annex and its program needs which are different from those in the main institutions. To develop them in the shadow of the main institution will not be an easy task for the Director of the annex and is another justification for the provision of additional staff to assist in the program and free the Director for greater community involvement.

In forming these Citizen Committees, it would be well to seek persons with status in farm organizations, labour unions and student and professional groups as well as service club representatives. They should be encouraged to meet frequently on an informal basis with inmates and with the inmate committee as well as with the administration. They should have their pulse on the attitudes and needs of both staff and inmates if they are to be able to be of maximum benefit to the programming of the institution. Regional staff should meet with them occasionally and when visits of senior staff are being made from headquarters an endeavour should be made to arrange special meetings so that the members of the committee may receive information about the broader developments in the Penitentiary Service. It would also provide a feeling of recognition and that the efforts set forth were of value.

The Director needs every support possible in the proposed program development which should not only be on a group basis but on a personal basis as the inmates in the main will be at the gateway to the community where their real struggle for a new identity will take place. It is suggested that two part time chaplains should be appointed to the annex for religious instruction, pastoral counselling with inmates and their families, assisting in the recruiting and stimulating of Citizen Committees and cooperating in the development and operation of the evening general programs. The Director is at present expected to perform too many functions to be effective and would have some additional responsibility if the farm manager reports to him.

The dormitory accommodation is barren in the extreme. There is no privacy, the lighting at ceiling height is dim for reading and shut off at night so that if a man is restless he cannot read, in the winter the cold penetrates the windows and even the walls and the sun pours in on men trying to sleep during day time hours when they are off duty. The installation of cubicles somewhat similar to those at Millhaven Minimum Institution would go far in ameliorating the present condition. This would involve the provision of reading lamps and lockers in each cubicle.

The libraries would bear reorganization, both as to location, organization and supervision. It is suggested that they be placed in the "Quiet Rooms" between the dormitories which should be designated and controlled as quiet places for study, letter writing and reading. Suitable equipment should be provided rather than the present stacking tables and chairs. Additional volumes of up-to-date books should be made available and where possible arrangements should be made with local libraries to work out an exchange system, if necessary, under contract. The cooperation of the inmate committees should be secured in assuming responsibility under the general supervision of the recreational training officer who has been recommended as an addition to the staff.

Some effort has been made to provide drapes and pictures mainly in the dining areas. This should be extended throughout the buildings particularly the dormitories where some runner carpets should be provided. Externally a major effort should be made to landscape the area around the annex with shrubs, shade trees and flower plots. Plants should be supplied by the greenhouses and placed throughout the annex. Outside visiting areas should be equipped with tables, chairs and swings.

The general standard of housekeeping leaves something to be desired. The dormitories in some of the annexes were not properly cleaned beneath the beds. Storage of cleaning materials was very poor as little provision has been made for this particularly in the dormitories. General storage of materials and equipment in the basement areas is poor. The Director should be impressed with his responsibility to make daily inspections and regional staff should visit frequently and monitor this important area of living amenities.

A survey should be conducted by the Department of Public Works to determine the cost of renovation and repair with particular attention to the heating and ventilation system, the installation of cubicles and the structural changes in the basement for effective programming as recommended by the recreation consultant which has been suggested.

Each annex should develop an effective inmate committee and endeavour to give them some responsibilities other than recreation which seems to absorb them at present where they are in operation. In a minimum security institution they might well be expected to cooperate in solving such problems as free areas around the annex, control of contraband, the regulation of hours for closing of doors and the need for locking them. This is in addition to assisting with the libraries, the fostering of hobbycraft and the development of general evening programs. It is suggested too that there should be meetings of inmates with the Director for the discussion of mutual interests and responsibilities so that not all communication is left with the inmate committee to transmit.

Each annex has on its roster a small number of inmates who are unlawfully at large either from the annex itself or from Temporary Absence or Day Parole. While this is a matter for regret, it is obvious that there will always be a few inmates who are unable to accept the responsibility for the increased mobility and freedom of a minimum security regime. This should not discourage the Director from seeking to minimize overt regulations and controls and to maximize the internal individual and group controls which might well be cooperatively developed with the inmates in such settings.

With the placing of the farms under the general supervision of the Director it will be necessary for him to gain more appreciation of the problems of the farm manager. Both need to know what is being done in the other farms and annexes across the country. It is suggested that conferences of both Directors and farm managers together be held periodically in each respective location across the country and that these should commence at the Saskatchewan facility. These should be problem centered and based on a discussion or seminar technique. An in-service training program should also be developed by the Director not only to impart technical information but to develop knowledge and skill in human relations. The farm staff should be kept abreast of technical developments but also need more understanding of their role in the correctional process. Attendance at upgrading courses in agriculture should be encouraged.

There is evidence that from time to time there have been training courses for inmates in agricultural matters. These should be re-instituted and they should use all available resources of any adjacent agricultural schools, experimental farms, departmental resources for films and exhibits and of community libraries. The informal transfer of knowledge on the job is of great value but there appears to be a place for a more organized approach and every endeavour should be made to secure inmate interest in such a project.

Temporary Absence and Day Parole programs should be encouraged to develop from the annexes though extended Temporary Absences for work or courses should be restricted in favour of Day Parole. There is available accommodation in the annexes to have more men on Day Parole. This will need a careful review of transportation facilities as suggested above.

The awarding of Day Parole by the National Parole Board as at present appears to cause problems which make it most difficult for the penitentiary staff to plan an extramural program for an inmate in education or on a specific job. The Day Parole cannot be assured to be available on the desired day or even to be granted at all. This has led in the past to the use of Temporary Absences on a continuous or extended basis to bridge the intervening period. We understand that this practice has been to some extent curtailed.

The solution might prove to be to amend the Parole Act to permit Day Parole to be granted locally by the District Representative of the National Parole Service and the Director of the institution concerned. In both cases these officials would be acting on the advice of their staff and in the event of disagreement the decision would be referred to the National Parole Board which, it is hoped, may soon have regional panels which would reduce the time lag. This would enable a local decision to be made by staff who know the inmate personally, based on the program planning and opportunities available to the inmate which would be an effective response to individualized consideration of the inmates motivation, capacity and opportunity. It would make Day Parole truly a program tool in the institutions.

It should not be a difficult task to amend the Parole Act to provide for the delegation of authority to grant Day Parole as there are precedents. Section 10(2) of the Parole Act reads "The Board, or any person designated by the Board, may, in its or his discretion, terminate the Day Parole of any paroled inmate". Section 16(1) reads, "A member of the Board or any person designated by the Board may, by a warrant in writing signed by him, suspend any parole, other than a parole that has been discharged, and authorize the apprehension of a paroled inmate whenever he is satisfied that the arrest of the inmate is necessary or desirable in order to prevent a breach of any term or condition of the parole, or for the rehabilitation of the inmate or the protection of society". The granting of Day Parole by a designated authority would surely have no more serious consequences for the inmate or society than is delegated under these two sections.

In some localities there is difficulty in securing work for day parolees. The Penitentiary Service itself provides a potential market as casual labour is hired to perform some of the work at the main institutions, e.g. caring for the grounds at Calderwood Staff College and at Kingston Regional Headquarters. Such operations should be reviewed with the objective of providing employment to men available from Day Parole.

The concept of the Committee as previously indicated is that the annexes should become in effect staging grounds for the re-entry of inmates into the community. The latter part of their stay in the annex should focus on pre-release preparation utilizing Temporary Absences as an indicator of ability to accept responsibility for community involvement by the inmate. Programs of a purposeful nature should be developed such as "creative job search". All the agencies and services available to assist the inmate in his own community should be called in to service for interviews and pre-release planning. He should be made acquainted with the various governmental agencies that can provide help in employment, re-training and public assistance. He should be taught how to function in an interview situation and, by role playing, how to respond to employment interviewing.

Day Parole should issue from this when readiness is apparent and may well mean an educational or training course or employment in the local community. However, in small communities this may mean a saturation such as appears to have taken place in Kingston where on January 25th, 1973, there were 20 inmates on Day Parole, 80 on Parole, 13 on Mandatory Supervision and an unknown number of expirées and their families. This may well create serious problems of public

acceptance in communities where correctional institutions are located. To meet this problem and in keeping with current penitentiary philosophy and reorganizing Day Parole as a program outcome, it is suggested that residential centres for day parolees and men on termination of sentence be secured in all major urban centres. In Ontario this would include such cities as Kitchener, Sudbury and Brantford. Where such centres are available under private auspices of a suitable nature duplication should be avoided, unless numbers indicate a need, and contractual arrangements made for residential and supervisory services. Discussions should be held with Provincial Correctional Authorities to share such accommodation on a per diem basis particularly in smaller communities where combined occupancy could justify in numbers the acquiring of such centres.

The pre-release work up would thus be done at the annex and then the Community Residential Centre would take over and mobilize the resources of the local community to support the day parolee who might then be received directly from the annex without any involvement in the institutional community other than Temporary Absences as part of a pre-release program. These residential centres should be geared to their local educational and labour market. The staff should also be familiar with the institutions and should visit them where possible and be aware of the experiences of the inmates who will live in their facilities.

If the annex and farm, working as an integrated unit, are to become as effective and productive as their potential would allow, it is desirable that they be regarded as a basic source for the supply of produce to the main institutions. The institutions thus become the market and, in keeping with penitentiary goals in marketing production, should be exploited to the full. This means that they should be instructed to utilize farm produce with priority over commercial sources of supply even though the latter may be packaged and require less preparation. The employment of inmates and the increasing of the productivity of the farms support the need for such a policy.

THE CANNERY (JOYCEVILLE)

Almost without exception, when inquiring about the cannery, we received the reply that it is a "dumping ground" for inmates. The following quotation from a letter to the Regional Director from the Director of Joyceville Institution under date October 3rd, 1972, expresses the general view received by the Committee: "The Cannery section is a constant source of dissatisfaction on the part of the inmates. The work involved there is manual, has no training content, and suffers because the work flow must fluctuate according to crop maturity periods. This results in demands for inmate labour at peak periods, which are most difficult to meet due to the calibre of inmates available. We are being placed in a position of having to force inmates to work in the cannery under threat of discipline and I think you will agree that such an approach is most dangerous because of the food handling and human consumption factor".

The only value appears to be the employment of inmates as there is no real skill training transferable to the civilian economy and no saleability in post release placement as inmates regard this mainly as women's work. In fact, civilian canneries are largely staffed by women. We agree that inmates should not be involved in this type of food processing where adulteration of the product may not be discovered for months. The comments received at the institutions were ambivalent regarding the quality and usefulness of the product.

The Committee considers that the cannery operation should be discontinued. This would mean the re-employment of a group of inmates which would call for regional re-adjustment and re-assignment. It would also leave an empty facility with good potential value for other uses. We suggest that the Regional Director should have a survey made of the regional facilities and requirements with a view to recommending an alternate use for this building.

The shut down of the cannery would not reduce the required number of farm inmates to any great extent as sixty-five percent of the tomato crop is at present farmed out under contract and it is felt that most of the remaining tomato, bean and vegetable crops could be utilized by the various institutions in the region.

In the sections that follow on each individual farm and annex, it is not the intention to repeat the recommendations in this report or the factual data which has been shown in the various appendices. Hence these following individual comments will be short generalized statements of the committee findings.

SASKATCHEWAN

The farm operations appear to be meeting the needs of the main institution for beef, milk, eggs, pork and vegetable products as long as the latter can be kept in the root house. In addition it was noted that the buildings appeared to be in good condition and required no major expenditures for renewals, repairs and renovations. The haying of the airport at a nominal sum is of considerable value in maintaining the feed lot.

Staff, inmates and representatives of other groups all considered the farm as a useful source of supply for the main institution, good training for inmates and providing a hard working day. The organization of the annex appeared to be work oriented with every man performing a job assignment on the farm or in the annex. The selection of the population appeared to be based on job openings, rather than readiness for community involvement. There was no surplus group of inmates available for Day Parole though accommodation was available.

The difficulties regarding the granting of Day Parole have already been discussed; but in addition it appeared that the main institution was granting more extra mural privileges than the annex. It also has more programs resulting in the annex appearing to the inmates as being less desirable for a transfer. In this connection it was noted that a community employment program called Con Force was being operated from the main institution. It is considered that this should be operated from the annex. The annex seems to be heavily concerned with the possibility of contraband being brought in or thrown over the walls of the main institution by men returning from Day Parole.

A gradual release centre is being built in the unoccupied Warden's house at the main institution to house up to fifteen men and for the use of main institution. This is despite the fact that there is accommodation available in the annex and that it is basically undesirable to grant Day Paroles from the main institution when there is an annex available. This facility should operate in conjunction with the annex where the Day Parole program should be located and developed.

A Citizen's Committee was active in the main institution and its members were enthusiastic but their efforts had been directed to the main institution though they hoped to give some attention to the annex. The suggestions of the Committee regarding this and other program and staff matters are not repeated in this section except to note that they would all appear to apply.

It was suggested that additional production of beef and hogs could be obtained and that this would not increase the staff or inmates required for the present operations. This surplus, it was said, could be used to supply Drumheller. This would involve the provision of storage space at Drumheller and refrigerated transport. It would also involve difficulties in regard to the inspection standards in the slaughterhouse to make possible the inter-provincial transportation of beef. The Committee considered this proposal would be unprofitable, would not be feasible and should not be developed.

Another suggestion was advanced to operate a processing plant in relationship to the slaughterhouse. This would involve the curing of hams and bacon and the butchering of carcasses and the production of meat products which could be shipped to institutions across the country. This would call for major changes in the slaughterhouse to bring it to acceptable inspection standards of the Meat Inspection Service of the Health and Animal Branch of the Federal Department of Agriculture. There would be an additional cost for the setting up of a packing plant suitable for such an operation. As in the case of the Cannery at Joyceville, there would be few if any training values for inmates with little likelihood of post-release employment. Further there is the objection that it is undesirable to have inmates processing food products which will be shipped and stored for indefinite periods. A final consideration which might be mentioned is the competition with packing houses in the locality of the institution which might create some difficulties. The Committee did not consider ~~that~~ there should be positive action on this proposal.

MANITOBA

The farm operations are meeting the needs of the main institution in the production of milk, eggs, pork and partially in vegetables. Only a small number of cattle are slaughtered and this does not nearly supply the institution's needs. This situation appears difficult to improve as the available acreage for hay production and pasture is inadequate to supply the demands of a feed lot. Unless some additional source of supply for hay at nominal prices can be found it would appear to be uneconomic to buy hay at current market prices to increase the beef production.

A further complication is noted in that the slaughterhouse does not appear to meet inspection standards. Hence the hogs are slaughtered in an approved slaughterhouse in Winnipeg and delivered to a processing plant for the curing of hams and bacon. The plant will not accept carcasses from an unapproved slaughterhouse and is apparently the only plant that will make the present arrangements. The beef is butchered at Red River Community College by students as part of an instructional course in meat cutting. Serious consideration should be given to re-opening the slaughterhouse and setting up a curing house for hams and bacon.

The Department of Public Works has estimated a cost of \$350,000 to renew farm buildings as detailed previously. In addition the farm is not at present operating profitably. The Committee's investigation of these matters was limited by lack of time and technical resources. Hence we suggest an extensive study be made of the farm productivity and its potential for development.

When this information becomes available it would then be possible to set it against the high costs of replacing the buildings as mentioned above. An administrative decision could then be made as to the desirability of continuing the operation of the farm bearing in mind the present need for constructive employment of inmates and the value that may accrue to inmates through their employment on the farm.

If the decision is to phase out the farm, the annex should be continued on a short term basis majoring on a Day Parole program till the penitentiary building program has progressed so that the inmates not involved in the operation of the annex can be transferred to other institutions. Then, if the farm has been already discontinued, and other adequate treatment and training programs are available the annex as such should be phased out. The Day Parole program should then be operated from residential facilities in Winnipeg.

Under such circumstances, in considering the need for facilities in the Prairie Region, a possible use for the annex building might be as a protective custody unit for the region. Some type of occupational activity would be required but this could be provided adjacent to the present building.

The main institution has been able to develop a good Day Parole program and this should be increased compatible with the resources of the city of Winnipeg for education and employment which appears to be very good. The National Parole Board appears to have looked favourably on inmates applying for Day Parole from this institution. However, the thrust of the Day Parole program should be transferred to the annex and the considerations discussed in the general section of this report apply. The selection process of inmates from the main institution should ensure that inmates suitable for Day Parole are transferred to this annex at the appropriate time during their sentence.

The suggestion was made that several residential centres similar to Osborne House should be acquired in Winnipeg to house day parolees rather than have them transported between the city and the annex. This is in keeping with the Committee's view of the annex as being the staging ground for entry into the community and, to the extent that numbers warrant, this proposal would be supported as previously suggested in the general section of this report. A residual number of men would still probably remain on Day Parole from the annex and from there the pre-release and Temporary Absence program would continue to be operated.

DORCHESTER

The farm operation is meeting the needs of the institution for milk, eggs, pork, some beef and garden and root crops as long as storage permits. There is an inadequate supply of hay for a feed lot which limits the beef production. There is a wood lot which employs approximately ten to fourteen inmates clearing, reforesting and cutting pulp which is sold commercially. The New Brunswick Department of Forestry cooperates in both the planning and operation of this project.

The Day Parole program has been reduced in recent months but it is felt that this could be extended quite readily as there is employment demand in the Moncton area. The annex had no transport of any kind at the time of our visit though it was understood some would be provided shortly thereafter. This would relieve complete dependence on the main institution for transportation.

The present population of the annex is said to be about ninety per cent alcoholics which militates against the development of an extensive Day Parole program. However, the view can well be taken that this type of inmate needs a carefully planned opportunity to participate in the community and learn under supervision to respond responsibly to community involvement. The selection, however, from the main institution should ensure that all those inmates suitable for Day Parole should be transferred to the annex and this interpretation should be given by the representative of the annex on the selection board.

The suggestion was twice advanced that a mobile work group, for which a number of the inmates would be suitable, be developed to assist farmers in harvesting crops and repairing and maintaining farm buildings and equipment in the area. The inmates should be paid the going rate of wages and would be transported and housed during the work week in trailer type accommodation returning, if desirable, to the annex at weekends. The staff could be rotated weekly from a pool of annex staff plus the additional staff required for this operation. The Committee feels there is merit in exploring this proposal from a practical point of view in the local area.

In the event that Dorchester is phased out in the next few years and replaced with small modern institutions adjacent to major communities, it is the view of the Committee that the farm and annex should be phased out. There would then be adequate programs for the inmates in such treatment oriented institutions and the custody would be diversified allowing for increased accommodation for minimum security type inmates.

If in such a building program there should prove to be a need for a protective custody unit, the annex might well be adapted to this purpose. This would also have the value of leaving an institution with some staff employment from the Village of Dorchester.

SAINT VINCENT DE PAUL

As indicated earlier in this report, the Committee recommends that this farm be phased out as speedily as convenient. The reasoning behind this proposal is not based on any one individual factor, but on the cumulative weight of various considerations.

The farm is now almost entirely surrounded by the urban development of the community. The land north of Route 25, amounting to about ninety acres could be profitably sold. On the south side, a portion of the balance of the land could also be sold leaving sufficient property to serve as a buffer-zone for penitentiary purposes.

The Committee was assured that the farm inmates could be readily absorbed in the work gangs of the Laval Minimum Institution which is usually short of men to carry out its responsibilities for the servicing of the works and engineering under its care and maintenance.

Following such a change, more day parolees could be sent to this institution by changing the selection process to this end. The institution maintains separate accommodation for twenty-five day parolees in one dormitory. With the proposed change in selection another dormitory could be assigned to house an additional twenty-five day parolees. We were informed that there were a number of day parolees ready to commence their extra mural activity, backed up in the other regional institutions because of lack of accommodation at Laval Minimum Institution. This is a most undesirable situation and any move to extend the Day Parole program would assist in developing the correctional process which appears to have the highest potential training value now available.

The farm operation has already been largely phased out so that only the dairy herd remains with the milk processing unit integrated in the dairy operation. The result is a lack of diversification of training opportunities found on the other farms throughout the system.

The production of milk averages about 110 gallons a day which is only about twenty-five per cent of the requirements for the various regional institutions being served with milk. The balance is processed from powdered milk and the butter fat obtained from the whole milk supplemented from commercial sources. It is believed that this re-constituted milk can be processed more cheaply than the farm herd produces the whole milk. A cost study should be made of this operation to determine if the milk processing unit should be maintained to process all the re-constituted required milk or whether whole milk should be purchased commercially.

The inmate population has changed in the last few years and has become highly urbanized whereas it formerly contained a number of rural offenders who appeared to find the farm an acceptable work placement. We were repeatedly informed that inmates now have to be "forced" to work on the farm resulting in frequent requests for job re-assignment. There are few native inmates in the population. Under these circumstances, the training value for the preponderance of inmates no longer appears to have positive application in this operation. There was little evidence of post-release employment in farm work though some inmates had found employment in milk processing in commercial dairies.

While this change in population has also occurred to some extent at Collins Bay and Joyceville the attitudes about the farm appear to be different and the cumulation of the other factors leading the Committee to its recommendation is not present in these other two institutions.

Laval Minimum Institution is unlike any of the other farm annexes in that it is larger, housing 140 inmates, and is really a works, engineering and service institution for the various facilities in the area. It performs this service external to the institution and, in addition, provides its own service and maintenance program within the institution, carries on the farm program and houses the Day Parole program for the region. Thus the flow process of inmate progression envisaged for the other annexes does not apply as readily in this institution due to the complication of the external service program. Some suitability of skills is necessary in inmate selection rather than merely the minimum security category or readiness for Day Parole.

With several regional institutions involved, the practice is for Day Paroles to be granted in the main institutions in most cases before transfer to this institution. The inmates at Laval should not be forgotten in the assessment of readiness and the granting of Day Parole.

It was stated that transportation was no problem for the Day Parole program which exempts this institution from our general recommendation in this regard.

With the extensive Day Parole program in operation and an increase anticipated if our proposal is implemented, the provision of another classification officer would appear more than justified even though much of the initial preparation would be carried out in the main institutions. This would provide three classification officers. It should be understood that one of the requirements would be for rotation on evening interviews with day parolees and other inmates in an informal manner supplementing the routine interviewing schedule. The two present classification officers are of equal rank and one should be re-classified and made responsible for this department which is also training students from the Centre of Criminology at the University of Ottawa.

The recreation program did not appear to be very active and it is recommended that a recreational training officer be appointed to develop a physical recreation program in conjunction with which a gymnasium should be provided. There is a larger number of inmates in this institution than in the other annexes and many of them are young active men in need of release of tension through physical activity. The social and cultural program should not be neglected.

The development of a Citizens Committee, which is most desirable, may prove difficult due to the proliferation of institutions in the immediate area. Such a group could be of great support in drawing on the resources of Montreal for the social, cultural and informal educational program. An inmate committee should also be developed and given major responsibility to assist in the development of the recreational program in addition to their other responsibilities.

While it would be possible, if the farm were phased out, to develop and expand the Day Parole program it would be desirable to shift this into facilities in the major urban communities at the earliest opportunity in keeping with the general recommendation in this report. This would leave empty beds in the institution and would enable transfer of inmates from the other regional institutions of men under testing for Day Parole. This development would then enable Day Paroles to be granted directly from this institution rather than, as at present, mainly from the other regional institutions.

This would mean that beds would be freed throughout the region. But it would require the development not only of a purposeful pre-release program but also of general programs in which the provision of a gymnasium would help. This institution would then continue with two main functions - the servicing of regional facilities and the in-transit housing of men in pre-release preparation for Day Parole and ultimate housing in facilities in the major urban communities.

JOYCEVILLE

The farm operation meets the needs of the entire region for the supply of beef and the buildings and equipment are in good condition. There is a woodlot which is worked for firewood used in various shacks around the institutions. A garden produces vegetables and a large quantity of tomatoes and beans not only for the cannery but for the use of the main institutions.

Even though most of the inmates are city men many of them appear to be older men some of whom adapt well to the farm opportunity. There is some post-release placement mainly from the slaughterhouse.

There are very few Day Paroles from this institution and the general feeling was that this could and should be extended in ways which have already been outlined in the general section of this report.

There are no specific recommendations for this facility, other than those with general application mentioned above. It should perhaps be a matter of comment that the atmosphere of the annex was most relaxed and obviously conducive to healthy interpersonal relationships.

COLLINS BAY

This operation supplies the milk ration and the supply of eggs for the region. Both of these require some supplementation during off seasons. There is a small garden supplying fresh produce in the summer season for the annex.

While the inmates are mostly city men there were some rural inmates with farm background and the general comments already made regarding the effect of the farm operations on personality development appeared to apply. The cumulative factors as noted at Laval did not appear to apply.

The farm, as at Laval, is surrounded by urban development and it had been suggested that the municipality was actively and urgently interested in acquiring the farm property as had formerly been the case in regard to the Kingston Penitentiary farm. To ascertain the facts, the Committee met with the Reeve of Kingston Township who gave his own position and that of his Council regarding this matter. This was clearly that the Council not only did not wish to acquire the land but wanted to have it stay in its present usage. Their view is that it is part of a major industry in the Township, that it serves as a green space in their area and that it provides a buffer zone between Kingston City and the Township. The Council feels that the present grant in lieu of taxes is satisfactory and balances off any tax income that would accrue from re-development of the land.

Small areas of the farm for municipal needs and easements for various services have been made available without any difficulty. They anticipate requesting a road allowance along the eastern boundary of the farm property to allow for the construction of an arterial highway which would benefit the general traffic flow of the area.

There are no specific recommendations except to exempt this institution from the need for additional transportation for an expanded Day Parole program if this can be brought about. This is practically non-existent at present and should be developed by all possible means. The general recommendations of the Committee apply in this and other regards.

RECOMMENDATIONS

1. The farms at Saskatchewan, Manitoba, Dorchester, Joyceville and Collins Bay should be maintained with certain qualifications regarding Manitoba and Dorchester.
2. The farm at Saint Vincent de Paul should be phased out as soon as convenient.
3. There should be a rotation system worked out for the work schedule of farm inmates to enable them to work only a five day week except in cases of emergency or harvesting periods.
4. The greenhouses and care of ornamental grounds should be recognized at the responsibility of the farm manager. The greenhouse at Collins Bay Institution, when rebuilt, should be placed outside the walls on farm property. The production at the greenhouses should be increased on a year round basis and the products made available throughout the institutions.
5. The farm manager should be responsible to and report to the Director of the annex and the farm staff should become part of the annex establishment.
6. The Director of the annex should be responsible to and report to the Regional Director and this should be clarified with the Directors of the adjacent main institutions.
7. The regional staff should visit the annex whenever visits are being made to the main institution and as otherwise deemed necessary.
8. The name Farm Annex should be abolished and the name Minimum Institution should be substituted, e.g. Saskatchewan Minimum Institution.
9. The classification of the Director of the annex should be raised to P.M. 4.
10. The regional staff should monitor the relationship between the annexes and the main institutions to ensure independent operation and that there is mutual cooperation in the selection of inmates and the rendering of services.
11. The Director and the classification officer of the annex should be members of and should meet with whichever Board handles the selection and transfer of inmates to the annex in the region.
12. A major effort should be made to extend the Day Parole program from the annexes which may mean adding to the bed accommodation to utilize the space which is available.

13. Day Paroles should be granted as much as possible from the annexes rather than from the main institutions.
14. A purposive pre-release preparation program should be developed for inmates proceeding to Day Parole.
15. The provision of an additional vehicle and driver is desirable, except at Saint Vincent de Paul and Collins Bay, to further the extension of the Day Parole program. The possibility of hiring a civilian driver (not for escort duties) on a contract basis rather than placing additional correctional officers on the establishment should be explored.
16. The annexes should be continued with a significant upgrading of facilities and appointment of additional personnel to enrich program.
17. An additional classification officer should be appointed with the understanding that rotation on evening appointments will be required and one should be assigned as the senior officer.
18. A recreational training officer should be appointed to the annexes with the requirement for major work responsibility in the evenings.
19. A recreation consultant should be retained to survey inmates needs and available space and to recommend desirable program development and the alteration and renovation of space.
20. The development of citizen advisory committees should be given major attention by the Directors.
21. Two part time chaplains should be appointed in each annex for purposes outlined in the report.
22. Use of female staff as clerks should be encouraged.
23. Cubicles should be provided in the dormitories with reading lights and lockers.
24. The libraries should be reorganized and placed in the "Quiet Rooms" and suitable equipment for this purpose should be installed.
25. Drapes and pictures should be placed throughout the buildings and the exterior areas should be landscaped and beautified.
26. The standard of house keeping should be improved and monitored by the regional staff.
27. A survey should be conducted by the Department of Public Works to determine the cost of renovations and repairs as outlined in the report.

28. An effective inmate committee should be developed in each annex.
29. Conferences of both annex Directors and farm managers together should be held frequently at each of the farms commencing with one in the near future at Saskatchewan. Attendance at upgrading courses should be encouraged.
30. An in service training program should be developed for staff in the field of human relationships.
31. Training sessions or courses in farm operation and agriculture generally should be held by farm staff for farm inmates and others who may wish to attend.
32. The Parole Act should be amended to allow the delegation of authority to grant Day Parole to the Director of the institution and the District Representative of the National Parole Service.
33. Whenever possible the Penitentiary Service should hire inmates on Day Parole to perform appropriate services around the various institutions as required.
34. Residential centres for day parolees and men on gradual release should be secured as speedily as possible in the major and medium sized communities where the release potential warrants such an investment. Discussions should be held with Provincial Authorities with a view of joint sharing of such facilities.
35. The institutions should be regarded as markets for farm produce and should be instructed to use such produce to the fullest extent.
36. The Cannery at Joyceville should be phased out and the Regional Director should make a re-assignment of the inmates involved in this work and should make a survey of regional facilities and requirements to find an alternate use for the building.

GENERAL

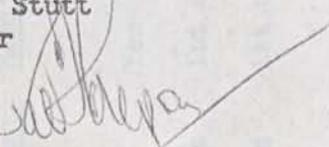
If the annexes are to serve the important function of a gateway to the community there should be an increase in their status as independent institutions and a major infusion of facilities and personnel to enhance their usefulness in the training program for inmates.

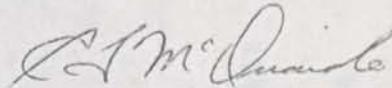
The Committee has been encouraged to feel that the farms and annexes together as an integrated entity can serve a useful function in the Federal Correctional Services.

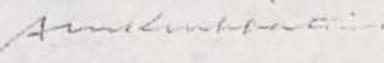
The appreciation of the Committee is extended to all those who have assisted it in this survey and particularly to Mr. N. Hembruff, the Director of Financial Services, who made available the services of Mr. K. F. Kenward who proved most helpful. The effective assistance of the Secretary of the Committee, Mr. R. W. Thompson, has been of the highest order. As Chairman of the Committee, I have been most fortunate to have the most helpful guidance and counsel of Mr. R. A. Stutt, on loan from the Department of Agriculture, and Mr. C. L. McQuaide, from the Headquarters staff in Ottawa. The Committee expresses appreciation for the opportunity of making this survey and hopes that it may be of some assistance in formulating policy.

Respectfully Submitted


R. A. Stutt
Member


R. W. Thompson
Secretary


C. L. McQuaide
Member


A. M. Kirkpatrick
Chairman

DETAILS OF FARM OPERATIONS

APPENDIX "A"

	<u>Saskatchewan</u>	<u>Manitoba</u>	<u>Dorchester</u>	<u>St. Vincent de Paul</u>	<u>Joyceville</u>	<u>Collins Bay</u>
<u>DAIRY</u>						
Herd-Purebred Holsteins	Yes	Yes	Yes	Yes	N/A	Yes
Barns	1st class	1st class	1st class	Adequate	N/A	1st class
Milk Processing Plant	1st class	1st class	1st class	1st class	N/A	1st class
Supplies All Milk Needs to	Main & F.A.	Main & F.A.	Main & F.A.	*Region	N/A	Region

* Only 25% Produced by Dairy Herd

BEEF

Feed Lot Operation	1st class	Limited	Limited	Very Limited	1st class	N/A
Supplies All Beef Needs to	Main & F.A.	Part	Part	Part	Region	N/A

PORK

Piggery Bldg.	1st class	Old & Decrepit	1st class	N/A	N/A	N/A
Supplies All Pork Needs to	Main & F.A.	Main & F.A.	Main & F.A.	N/A	N/A	N/A

APPENDIX "A"

APPENDIX "A"

	<u>Saskatchewan</u>	<u>Manitoba</u>	<u>Dorchester</u>	<u>St. Vincent de Paul</u>	<u>Joyceville</u>	<u>Collins Bay</u>
<u>POULTRY</u>						
Chicken Houses	1st class	Old & Decrepit	Good	N/A	N/A	1st class
Supplies All Egg Needs to	Main & F.A.	Main & F.A.	Main & F.A.	N/A	N/A	Region
<u>SLAUGHTERHOUSE</u>						
	1st class	Not Used	1st class	N/A	1st class	N/A
<u>GARDEN PRODUCE</u>						
Garden	1st class	Limited Roots Only	Good	N/A	1st class	N/A
Supplies Products to	Main & F.A.	Main & F.A.	Main & F.A.	N/A	Region and Cannery	N/A
<u>ROOT HOUSE</u>						
Building	1st class	Not Adequate	Good	Good	Good	Good
Keeps Products Until	May	Dec/Jan	Dec/Jan	Transient Storage	Feb/Mar	Not Used
<u>FARM CROP PRODUCTION</u>						
Acreage in Prod.	2,000	750	700	540	580	700
Grain-Total Need	Yes	Limited	Limited	Limited	Limited	Yes
Silage-Total Need	Yes	Yes	Yes	Yes	Yes	Yes
Hay-Total Need	Yes	Yes	Limited	Limited	Limited	Yes
Wood Lot	N/A	N/A	Yes	N/A	Yes	N/A

APPENDIX "A"

	<u>Saskatchewan</u>	<u>Manitoba</u>	<u>Dorchester</u>	<u>St. Vincent de Paul</u>	<u>Joyceville</u>	<u>Collins Bay</u>	
<u>FARM EQUIPMENT</u>							
Mach. Repairs	Yes	Yes	Yes	Yes	Yes	Yes	
Tractor Repairs	Minor	Minor	Yes	Minor	Minor	Minor	
<u>GREENHOUSES</u>							
Building	Good	Good	Good	Good	Good	Fair	
Operated by	Farm	Works	Farm	Works	Farm	Works	
<u>ORNAMENTAL GROUNDS</u>							
Outside Walls							
Operated by	Farm	Works	Farm	Works	Farm	Works	
<u>SNOW REMOVAL</u>							
Outside Walls	Farm	Works	Works	Works	Farm	Works	
Around Farm	Yes	Yes	Yes	Yes	Yes	Yes	
<u>GARBAGE HAULAGE TO INCENERATOR</u>							
	Yes	No	No	No	No	No	

VALUE AND COST OF FARM OPERATIONS

APPENDIX "B"

IN DOLLARS

TAKEN FROM REPORT OF S. M. DONALDSON MAY 11, 1972

	Saskatchewan	Manitoba	Dorchester	St. Vincent de Paul	Joyceville	Collins Bay	TOTAL
Cost of Farm Operations (Not including salaries)	86,820	49,401	92,584	30,622	194,483	77,267	531,177
Salaries and Other Pay	97,564	86,950	117,941	99,524	116,364	120,832	639,175
TOTAL COST	184,384	136,351	210,525	130,146	310,847	198,099	1,170,352
Value of Farm Products at Pen Prices	100,268	48,670	70,229	56,958	194,402	117,469	587,996
Surplus/(Deficit)	(84,116)	(87,681)	(140,296)	(73,188)	(116,445)	(80,630)	(582,356)
TOTAL COST	184,384	136,351	210,525	130,146	310,847	198,099	1,170,352
Value of Farm Products at Wholesale	224,809	107,370	149,427	164,395	394,117	241,880	1,281,998
Surplus/(Deficit)	40,425	(28,291)	(61,098)	34,249	83,270	43,781	111,646

MEMORANDUM

NOTE DE SERVICE

TO
A
Mr. A. M. Kirkpatrick, Chairman,
Study Group Programs and Operation of
Penitentiary Farms

FROM
DE
D.F.S.

SUBJECT
OBJET

Financial Information

The following information, including attached schedules, pertains to financial information which relates to the study on Penitentiary Farms.

Each farm manager, from records maintained at the farm, prepares a monthly report which records all production information including quantities, cost values and also revenue details. At each fiscal year end a report for the entire year is prepared by summarizing all information on the Monthly Reports. The reports are forwarded to Mr. S. M. Donaldson, Chief of Agricultural Services. Mr. Donaldson prepares one summarized report covering all Farm Operations for a fiscal year. The attached Appendix "B" "Value and Cost of Farm Operations" portrays Mr. Donaldson's summary for the fiscal year 1971-72.

It is possibly fitting to mention at this time, that the Farm Reports may be construed to be Financial reports but this is not quite true. The reports are operating reports, intended to provide the Chief of Agricultural Services with farm operating information necessary for ensuring that required data is being maintained and reported. For example:

Some cost values which have been assigned as production cost values, but which bear no relationship to true cost are:

vegetables	at 1¢ per pound
potatoes	at 1/2¢ per pound
pork	at 14¢ per pound
beef	at 40¢-45¢ per pound
milk	at 22¢ per quart
cream	at \$2.50 per gallon
eggs	at 30¢ per dozen
hay	at \$8.00 a ton
straw	at \$5.00 a ton
grain	at 1¢ per pound
hides	at \$2.00 per 75 pounds
plants	at 60¢-75¢ per dozen

SECURITY CLASSIFICATION - DE SÉCURITÉ
OUR FILE - N/RÉFÉRENCE
YOUR FILE - V/RÉFÉRENCE
DATE February 1, 1973

ration mixing	at \$3.00 per ton
pig born	at \$5.00 each
when sow	at \$25.00 each
heifer born	\$5.00 each
when cow	\$150.00 each
produced steer	at \$50.00 each
purchased steer	at \$210.00 average

When the monthly and yearly reports are prepared, the revenue figures are also reported in wholesale value. This value is determined by using the current wholesale price prevailing in the area.

APPENDIX "B"

This report shows the cost and revenue details by farm for the year 1971-72. It also shows revenue figures calculated by using current prevailing market prices.

The cost figures do not include:

- inmate pay costs
- any consideration for insurance, depreciation
- cost related to doing work for other than farm operation such as maintaining roads.

The revenue figures do not include:

- revenue applicable to the "work" done by farm "employees" for other than farm operations - such as maintaining roads for main institution, etc.

APPENDIX "D" - Value of Cannery Operations.

This schedule is only applicable to the Cannery Operation at Joyceville. It depicts the operation using institutional cost and revenue price structures and also a price structure derived by using current prevailing wholesale prices.

Operational Audit Reports

Audits were performed in 1969-70 fiscal year at Joyceville, Dorchester, Collins Bay, Saskatchewan and Manitoba. A suggested format for portrayal of financial information is included in these reports which can result in showing a greater profit or less loss. An analysis of the content of the format suggested in the Operational Audit Report does not provide a result which could have any meaningful or useful benefit to the current study. For example:

The farm report summary prepared by Mr. Donaldson does not include any costs or revenues pertinent to:

- Snow Plowing and Road Maintenance
- Garbage Collection
- Recreation Grounds
- Coal Operation
- Officers Clothing
- Inmate Salary
- Inmate Clothing
- Heat, Light, Power

The operational audit reports do include cost and revenue figures determined on an estimated basis - shown as a Penitentiary Value and a Wholesale Value. It would be most difficult to use the information without doing a more comprehensive cost study on the overall farm operation. Such a study would take considerable time beyond that available to or within the means of the Committee. It is noted that in the Saskatchewan operational audit report the "Estimated Revenue" for other revenue items is the same for Penitentiary Value and Wholesale Value but this is not so for Dorchester - the Wholesale Value is greater than Penitentiary. For this reason, it is doubtful if such data in the operational audit reports, serve any useful purpose for arriving at any conclusion related to the Farm Study.

K. F. Kenward,
for D.F.S.

VALUE AND COST OF CANNERY OPERATIONS (JOYCEVILLE INSTITUTION)

IN DOLLARS

TAKEN FROM REPORT OF S. M. DONALDSON FOR YEAR 1971/72

Cannery Cost	56,171
Value of Goods at Penitentiary Prices	50,142
Surplus/(Deficit)	(6,029)

Cannery Cost	56,171
Value of Goods at Wholesale Prices	73,667
Surplus/(Deficit)	17,496

ESTIMATED VALUE OF SERVICES RENDERED TO MAIN INSTITUTIONS

IN DOLLARS

	Saskatchewan	Manitoba	Dorchester	St. Vincent de Paul	Joyceville	Collins Bay
Estimated Value of Services Rendered	5,400	Nil	6,500	Nil	6,444	3,312
Estimated Cost of Providing Service by Civilian Contract	11,500	Nil	20,000	Nil	15,368	10,316

DEPLOYMENT OF INMATES IN

FARM ANNEXES

	<u>Saskatchewan</u>	<u>Manitoba</u>	<u>Dorchester</u>	<u>St. Vincent de Paul</u>	<u>Joyceville</u>	<u>Collins Bay</u>
Annex	17	16	16	16	16	17
Farm	40	22	44	24	49	40
Services	11	10	—	41	2	24
Day Parole and T.A.	—	19	—	25	9	2
	—	—	—	—	—	—
	68	76	60	106	76	85

DETAILS OF TEMPORARY ABSENCE AND DAY PAROLE

	<u>Saskatchewan</u>		<u>Manitoba</u>		<u>Dorchester</u>		<u>St. Vincent de Paul</u>		<u>Joyceville</u>		<u>Collins Bay</u>	
	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>
<u>Number of Temporary Absences Granted</u>												
May	44	52	163	69			N/A		N/A		N/A	
June	45	45	170	62			N/A		N/A		N/A	
July	36	32	42	51	8	22	N/A		N/A		N/A	
August	61	23	101	71	15	10	N/A	158	N/A	160	N/A	183
September	89	22	91	45	19	6	N/A	130	N/A	182	N/A	106
October	106	42	90	56	9	11	N/A	90	N/A	227	N/A	119
November					3	12	N/A	103	N/A	206	N/A	119
December					19	22	N/A	108	N/A	207	N/A	113
January							N/A	40	N/A	168	N/A	89



DETAILS OF TEMPORARY ABSENCE AND DAY PAROLE

	<u>Saskatchewan</u>		<u>Manitoba</u>		<u>Dorchester</u>		<u>St. Vincent de Paul</u>		<u>Joyceville</u>		<u>Collins Bay</u>	
	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>	<u>Main</u>	<u>FA</u>
<u>NUMBER OF DAY PAROLES</u>												
May		1		21								
June				22								
July				22		1						
August				21		1		26		3		5
September				35		3		25		5		2
October	1			30		3		27		5		1
November						4		26		5		0
December						2		25		3		0
January								26		3		0



Storage

RESEARCH

0 0 0 1 5 2

3 3 3 3 3 3

SP SP SP SP SP SP

3 3 3 3 3 3

30 31 32 33 34 35

SP SP SP SP SP SP

1920 1920 1920 1920 1920 1920

1920 1920 1920 1920 1920 1920

1920 1920 1920 1920 1920 1920

1920 1920 1920 1920 1920 1920

1920 1920 1920 1920 1920 1920

1920 1920 1920 1920 1920 1920

1920 1920 1920 1920 1920 1920

DELIVER TO LIBRARY THROUGH THE MAIL

RESEARCH

