A SURVEY OF THE BRITISH COLUMBIA PENITENTIARY

by

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ABSTRACT

The thesis is an appraisal of the plant, inmate training programme, and administration of the British Columbia Penitentiary. A primary emphasis is placed upon the rehabilitative implications of inherent problems.

An historical view of the penitentiary system is followed by descriptive data and an evaluation of the physical structure of the institution.

A survey of the inmate training programme is presented in Chapter IV. Specific material is included regarding staff, facilities, and basic policies and procedures. An evaluation is made in relation to modern practices in this area.

Chapter V contains a description and evaluation of the administrative organization and practices within the institution. These factors are measured against accepted principles of administration.

Chapter VI restates the problem and procedures employed in this study with sections devoted to a summary of the criticisms, merits, and recommendations for reform. It is fundamentally concluded that the British Columbia Penitentiary has demonstrated a noteworthy capacity for growth in terms of inmate rehabilitation, but that numerous specific improvements are prerequisite to the attainment of optimal inmate rehabilitative service.
ACKNOWLEDGMENTS

The writer is indebted to several persons for their assistance in the preparation of this thesis. Mr. Elmer K. Nelson, Associate Professor of Criminology, edited all chapters and suggested many corrections and numerous additions which contributed greatly to the thoroughness of research and continuity of organization. The writer is also indebted to the Warden and staff of the British Columbia Penitentiary who acquainted the writer with the intimate details of the operation of the institution without which the findings of this study would lack validity. A special obligation is owed to Major-General R.B. Gibson, Commissioner of Penitentiaries, for his permission to allow this study to be made.
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CHAPTER I

FORMULATION AND DEVELOPMENT OF THE PROBLEM

Purpose of the Study

The operation of federal penitentiaries has, in past years, been made the subject of a number of studies and inquiries. All of these, however, were made of the system as a whole and, consequently, any conclusions reached or recommendations made were broad and general in nature. Valuable as these studies proved to be in providing guidance on matters of general policy, their broad scope made it impossible to make recommendations taking into account the limitations, or problems, which are peculiar to an individual institution such as the British Columbia Penitentiary. It was felt that a study, to be useful as a guide to assist in the future development of an institution, must take into account the individuality of that institution and the extent to which it differs from others in its purpose, personnel, types of inmate, and human and material resources.

Accordingly, in October, 1954, permission was obtained from Major-General R.B. Gibson, Commissioner of Penitentiaries, to have a survey made of the British Columbia Penitentiary, the purpose of which was to study the operation of the penitentiary, to consider its special problems and, in this way, to offer recommendations to the Warden regarding its
future development. Thus, the thesis was planned primarily to provide its writer with a learning experience and secondarily to provide an objective appraisal of the prison programme in terms of standards in the correctional field. The views and opinions expressed are those of the writer and not necessarily the penitentiary authorities.

It is also hoped that this survey, by providing a detailed description of the operation of a maximum security prison, will make a contribution to the general literature of penology. This study provides a record which may be of some value to those making similar studies and may also supply some insights and material to the student of penology in a field where there are few comprehensive accounts of the operation of an institution. Furthermore, it is hoped that this survey may be repeated at a later date to provide a basis for comparison by noting and evaluating the direction of change. Such surveys, if repeated over a period of years, may also be useful in showing trends, and thus form a basis for the prediction of future growth or development.

If we classify the previous broad studies of the penitentiary system as being on the first level of analysis, we may think of the present study of an individual institution as carrying the process of analysis a step further to the second level. This intensification of analysis is not only of value in itself, but may also outline, define, or indicate areas in which an even more intensive analysis, which we may call the third level, would be advisable.
Statement of the Problem

With regard to the foregoing statement of purpose, it was the aim of this study (1) to describe the present physical plant, inmate training programme, and administrative organization and procedures of the British Columbia Penitentiary; (2) to compare the plant, programme, and administration with authoritative modern standards in each of these areas; (3) and on the basis of that comparison to evaluate the present operation of the penitentiary with a view to presenting constructive recommendations to the Warden for the future development of the institution.

In terms of the above problem the first area selected for study was the physical plant of the institution, as all other aspects of the organization must operate in terms of the actual plant and facilities available. Thus, Chapter III contains a description and evaluation of the penitentiary reserve; housing facilities; administrative area; service facilities such as the kitchen, hospital, power plant; and inmate training facilities which include the school, library, shops, chapels, and exercise yard.

In the consideration of these factors, certain aspects and problems were uppermost in the study. In dealing with the penitentiary reserve, interest was focused on its size, topography, location, and adequacy to serve the institution's needs. In studying the housing facilities, emphasis was placed upon their ability to accommodate the inmate population,
their maintenance, ventilation, heat, light, and effect on the individual inmate from a rehabilitative standpoint. Administration of the penitentiary was examined with particular regard to the location of administrative activity, the area allotted to various aspects of the administrative programme, and the facilities available to the administrative staff. The service and inmate training facilities were viewed from the standpoint of capacity, location, standards observed, and equipment available.

This led into a study of the inmate training and rehabilitative programme operating within the institution. Chapter IV contains a description of the classification process, psychological and psychiatric services, medical and dental services, educational programme for inmates, religious services, inmate disciplinary programme, remission and remuneration, community contacts with inmates, vocational training, and the industrial and farm programme. In the evaluation of this training and rehabilitative programme, interest was focused on the classification process with respect particularly to its procedures and available facilities; on the psychological and psychiatric services as to the scope and means of providing services in these areas; on the medical and dental services as to their capacity to meet the needs of the institution, and the most effective means of coping with difficult medical problems; on all educational services as to the adequacy of staff, facilities and methods employed; on the disciplinary programme as to its effectiveness; and on the
guidance and counselling, social education, and research programmes as to their adequacy and their possibilities for expansion.

Finally in Chapter V, the administrative organization of the institution is described and evaluated. This chapter describes the duties of various administrative positions in the institution, fiscal management procedures, and the composition and processing of the inmate population. In the evaluation of this area, interest was focused on both the structure and dynamics of organization and management. From the standpoint of structure, we examined the grouping of activities, span of control, unity of command, line and staff relationships, and finally the plan and description of the organization. In considering the dynamics of organization, delegation of authority and decentralization were assessed, and some comments made on control, co-ordination and communication.

Chapter VI contains a restatement of the problem and procedures of the study, a summary of the conclusions and recommendations, and some suggestions as to problems considered to be significant for future study.

Sources of Data

The annual reports of the Penitentiary Service proved to be a rich source of data. In addition to these reports, much valuable material was provided by the Report of the Committee to Advise Upon the Revision of the Penitentiary Regulations and Amendment of the Penitentiary Act 1921,

With respect to the British Columbia Penitentiary in particular, sources of data included: files, reports and directives; interviews with officers in charge of specific activities; and recorded notes taken on observations in and about the institution.

The Method Employed in the Study

This was a general descriptive-evaluative survey which covered the three main areas of the study in a broad fashion.

The first step, in the information-gathering phase, was the analysis of the problem in the form of a questionnaire-schedule. Such a schedule was taken largely from volume five "Prisons," of the "Attorney General Survey of Release Procedures." This schedule presented certain direct advantages in that it (1) assisted in "thinking clearly and uniformly as to the minimum essentials of the question (under) study"; (2) made certain that "The observation (was) specific, not just looking around for general impressions, with carefully defined things to

look for,"^2 (3) and "it (was) assumed that better judgement (could) be obtained concerning the significant aspects of an object or situation by centering attention on one aspect at a time."^3

Although the text "Methods of Research" was read after the field work was completed the points taken from it are presented here to express the intentions which were in the mind of the writer when he undertook the survey.

The next step was the gathering of the data outlined in the schedule. For this purpose, field work was carried out at the institution for a period of seven months, from October 1954 to April 1955. During this period, observations were made and recorded by means of notes taken on the scene. Such observations covered the physical plant, the inmate training programme, aspects of administration, and such service activities as maintenance, feeding and sick line.

Next came the interviewing of key personnel in the institution, who were able to describe the operations for which they were responsible. Such personnel included the Warden, Deputy Warden, Classification Officer, Chief Vocational Officer, Chief Trade Instructor, Chief Engineer, Accountant, Principal Keeper, Protestant Chaplain,

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3 *Loc. cit.*
Schoolmaster-Librarian, Hospital Officer and others. The information, obtained from these officials in response to the items on the survey schedule, was recorded at the time of the interview. Much additional information was gained from informal talks with officers who were on the job performing specific activities.

The interview technique was used extensively, and along with the observation of facilities and activities, was the major source of information. To obtain more detailed information in certain areas the questionnaire technique was utilized. Such was the case in the area of medical services, vocational training, and industrial activities. Questionnaires, asking for detailed facts and figures, which could not be readily obtained in an interview, were sent to the Chief Vocational Officer, Chief Trade Instructor, and Hospital Officer. These questions were part of the survey schedule utilized for this study. All of these officers were kind enough to return complete reports with all of the requested information. This data was incorporated into the body of the thesis, along with the other data gained from observation and interviews.

Once the information gathering phase was completed and recorded, a study was made of the accepted principles of correctional administration which, together with the impressions gained during the field work, formed the basis for the evaluation and recommendations presented.
Limitations of the Study

In carrying out a survey of this nature, there are no instruments which provide objective measurements, or processes by which the accuracy of the phenomena observed may be judged. Rather, one must depend on the subjective judgement of the observer, and because of this, must be aware of the limitations involved in this technique.

First, there is the question as to the accuracy of observation and interpretation.

A person makes a judgement, not from a specific observation of a particular item, but from the impact of a whole system of thought upon that particular fact, not by itself, but as an item in a background situation, and also as one of many facts that belong to a certain class. Observation is thus conditioned heavily by expectancy. Observation is predominantly the functioning of a pattern that has been established in the mind, this pattern being aroused by something in the objective situation which suggests that it is the appropriate mental pattern to fit the situation.4

Thus, there is a tendency for one's observations and judgements to be conditioned, or influenced, by pre-established conceptions and thought patterns. Therefore, the situation being observed may be perceived in different ways by different observers, and it may vary with the same individual from time to time.

Secondly, in the construction of a survey schedule, "A question arises concerning the isolation of elements that are the crucial ones. It is possible that in evaluating

4 Ibid., p. 662.
complex situations the . . . observation and appraisal schedules may have omitted certain crucial intangibles. 5

Thus, the validity of the results will depend in a large part on how accurate the survey has been in the inclusion of crucial intangibles which have a significant influence.

Thirdly, the survey, though broad in nature, was limited, and certain significant factors were not fully studied or evaluated. Chief among these was the composition of the inmate population, and the effectiveness of the programme in terms of successfully rehabilitated inmates. Other less significant factors not studied are indicated in the body of the thesis. The type of inmate population is especially significant, in that it determines the programme that is required, and the restrictions and safeguards that must accompany such a programme. Also, in the final analysis, it is the number of successfully rehabilitated inmates which determines the effectiveness of the institution in protecting society, and this was beyond the scope of the present study.

Finally, the material obtained varies to some extent in amount and depth. This variation is due, not only to the construction of the survey schedule, but also to the ease with which material in certain areas could be obtained, the interests of the observer, and the limitations of the research methods employed.

5 Ibid., p. 683.
While it is true that there are definite limitations in the research methods involved, every effort was made to be as objective as possible, and to include in the survey most of the significant factors affecting the operation of an institution. As to the limitations of the study concerning significant areas not covered, a corrective is included at the end of the report, where the problems we think most deserving of additional study are set out.
CHAPTER II

ORIGIN AND DEVELOPMENT OF THE CANADIAN PENITENTIARY SYSTEM

This chapter presents the historical background essential to an understanding of the operation of the Penitentiary Service, of which the British Columbia Penitentiary is a part. Through tracing the development of the service, it provides some understanding of the setting in which the British Columbia Penitentiary operates today.

There appear five main administrative stages through which the system has evolved. The first of these periods may be considered as the pre-confederation era; the second from Confederation, in 1867, to the abolition of the Board of Commissioners and the establishment of an Inspector of Penitentiaries in 1875; the third from 1875 to the appointing of a Superintendent of Penitentiaries in 1918; the fourth from 1918 to the appointment of a Commissioner of Penitentiaries in 1946; and finally from the appointment of the present Commissioner of Penitentiaries, Major-General R.B. Gibson, in 1946 to the present time as the fifth period of development.

Pre-Confederation Era

"In 1832, money was voted by the Legislative Assembly of Upper Canada for the establishment of a penitentiary near Kingston. Land was purchased in the following year and the construction of the first building, the original south wing,
was commenced." In 1840, with the passing of the Act of Union, this prison also became the prison for Lower Canada.

During this pre-confederation era there were three prisons constructed, with the above-mentioned Kingston Penitentiary being the earliest and commencing in 1833. "In 1854 a two storey granite structure, . . . containing eighty cells, was erected at Halifax, Nova Scotiа." New Brunswick also constructed a similar prison at St. John during this period.

This era was one of the most primitive and repressive regimes of penal treatment to be found in history. "The general principle appeared to be that incarceration meant punishment only, and that if an individual could be reformed it was only by repressive and barbaric techniques." Through the flagrant abuses of the inmates, on which this system was based, a series of disturbances and complaints occurred at Kingston Penitentiary. "In 1848 a Royal Commission was appointed to investigate certain complaints at Kingston Penitentiary with a view to making constructive recommendations concerning that institution." This Royal Commission


submitted a report in 1849 which pointed out many of the abuses to which inmates were subjected:

Corporal punishment was widely used. Of 2,102 punishments in Kingston Penitentiary during the year 1845, 1,877 were floggings with a rawhide or "cat" consisting of a number of strands of twine. With the population then numbering about 480, each prisoner, on the average, was flogged four times that year. This, coupled with the complete lack of segregation, paints a very black page in the annals of Canadian penal history. This report shows boys as young as eight years freely associating with older criminals and subject to those brutalities for the most trivial offences, such as talking, shouting, laughing, whistling, and quarrelling.5

Corporal punishment was supplemented by other cruel measures, such as extensive use of bread and water diets, ducking the convicts in cold water, and isolation in dark cells. Political patronage and graft were also reported to be rampant during this era of prison development.

Second Period, 1867-1875

With Confederation in 1867, and the passing of the British North America Act, the administration of the penitentiaries became the responsibility of the Federal Government. Section 91 of the British North America Act declared that the establishment, maintenance, and management of penitentiaries shall be within the exclusive legislative authority of the Parliament of Canada. At the time of Confederation, there were the three previously mentioned prisons, respectively located at Kingston, Ontario; St. John, St. Johnstone and Henheffer, loc. cit. 5
New Brunswick; and Halifax, Nova Scotia. These prisons then became the first federal penitentiaries.

A Board of Commissioners was appointed as the administrative head of the penitentiary system. This Board consisted of three commissioners: King, Prieur, and Moylan, with Moylan acting as Secretary of the Board. "The first Penitentiary Act was assented to on May 22nd, 1868."

The first Penitentiary Act (1868, 31 Victoria, chap. 35) provided for a regimen of the same general character as that then in force in England and known as the "silent associated system". Labour, at which convicts were directed to be constantly kept, was carried on in association, but that there should be no conversation between a convict and another convict or a guard, "except with respect to the work at which he is employed and then only in the fewest words", was made a cardinal rule, and each prisoner was directed to be kept "in a cell by himself at night and during the day when not employed, except in the case of sickness".

There was some progress made towards a more humane system of treatment, but corporal punishment, though not so frequent as before, was still liberally employed, as were many of the other earlier schemes of punishment. "Although many amenities came with the change in trend, emphasis was still focused upon close confinement with rules of silence and the ever present conformance demanded by the threat, and use of,

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6 Annual Report of the Superintendent of Penitentiaries for the fiscal year ended March 31, 1945 (King's Printer, Ottawa), p. 35.

corporal punishment."

This first Penitentiary Act, in 1868, provided that those offenders, who had been convicted of a crime before the courts of criminal jurisdiction of the province and sentenced to life imprisonment, or any term not less than two years, shall be incarcerated in the penitentiaries provided for that purpose. This provision remains in the present Penitentiary Act.

In 1873, the St. Vincent de Paul Reformatory became a federal penitentiary. Prior to this time, it was used as a provincial reformatory for boys. On May 19, 1873, 119 inmates were transferred from the Kingston Penitentiary to this institution, along with a group of officers. These convicts were transferred by boat and were secured by leg irons to prevent any escapes en route. "This institution is situated on the north bank of the Back River, in the village of St. Vincent de Paul, Quebec, about eleven miles from the city of Montreal." Over the years, numerous additions have been made and the grounds greatly enlarged. It now serves as the federal penitentiary for the province of Quebec, with its population as of March 31, 1954, numbering 1,196 inmates.

In 1875 the Manitoba Penitentiary was established as the federal penitentiary for the province of Manitoba, a portion of Ontario, and the Northwest Territories. This

8 Johnstone and Henheffer, op. cit., p. 7.
9 Royal Commission 1939, loc. cit.
institution is situated sixteen miles north of the city of Winnipeg. Its population as of March 31, 1954, numbered 441 inmates.

Third Period, 1875-1918

During the year 1887, the Board of Commissioners was abolished and their powers and duties were vested in the Secretary of the Board under the title of Inspector of Penitentiaries. This move came about due to the unsatisfactory performance of the Board of Commissioners:

The system adopted in 1867 was a board of commissioners, but it was soon found that there was no concerted action or interest taken, and that the whole work devolved on the secretary, who, by frequently visiting the prisoners, conferring with the wardens and other officers and generally studying conditions, obtained a practical knowledge of prison matters that served as a substitute for similar action by the commissioners. On the occasion of their periodical meetings the commissioners did the only sensible thing they could do by "rubber-stamping" the suggestions of their secretary.10

With this move, Moylan, who was Secretary of the Board of Commissioners, became Inspector of Penitentiaries.

In 1876, due to alleged abuses, a Royal Commission was appointed to investigate prison labour and the remuneration of officers in Canadian penal institutions. The systems of treatment of convicts during this period was unaltered from that of the previous period. "There has been a certain loosening in the rigidity of the application of some of the

rules, for example, the rule as to silence, but none in the principles upon which the punishment was applied."

The British Columbia Penitentiary was opened in 1878 near the city of New Westminster. The original prison opened at this time is now the South Wing of the present institution. An enclosing wall was added, as well as numerous additions over the years, as the population expanded. As of March 31, 1954, the population numbered 638.

"As from 1881, Saint John and Halifax Penitentiaries ceased to exist and Dorchester was established as the Penitentiary for the Provinces of Nova Scotia, New Brunswick and Prince Edward Island, including the Magdalen Islands."

"This institution is situated near the village of Dorchester, New Brunswick, about twenty-eight miles from the city of Moncton." As of March 31, 1954, the inmate population of this institution numbered 597.

During this year of 1881, a special ward was opened at Kingston Penitentiary for insane convicts.

In 1886 a new Penitentiary Act was assented to with the Penitentiary Regulations made under the Penitentiary Act being printed on the back of this Act. In 1889, the Penitentiary

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11 Report of the Committee to Advise upon the Revision of the Penitentiary Regulations and Amendment of the Penitentiary Act 1921, loc. cit.

12 Annual Report of the Superintendent of Penitentiaries for the fiscal year ended March 31, 1945 (King's Printer, Ottawa), p. 34.

13 Royal Commission 1939, op. cit., p. 12.
Regulations included 398 sections. These regulations formed a system of detailed and specific instructions for the uniform administration of the penitentiaries. They were modelled after the regulations governing the English prison system. In England in 1895 the report of the Gladstone Committee appointed to investigate the English correctional system was presented. This report contained many criticisms of the system in operation at that time and resulted in a revision of the administration of the English correctional system and a subsequent reduction in the number of regulations. The effect of the report was felt in Canada when, in 1899, the Penitentiary Regulations were revised, resulting in a reduction to 186 sections as compared to the 398 previous sections.

During the year 1901, a second position of Inspector of Penitentiaries was approved, such official to assist in the administration of the Penitentiary Service.

The year 1906 saw not only a new Penitentiary Act being assented to, but also the opening of the Alberta Penitentiary as the federal penitentiary for the province of Alberta. This institution was in use until 1920, when it was closed due to the small inmate population "remaining at midnight, March 31, 1920, 34." These inmates were transferred to the Manitoba and Saskatchewan Penitentiaries and the

officers distributed amongst the Saskatchewan, Manitoba, and
Kingston Penitentiaries.

The Saskatchewan Penitentiary was opened in 1911 to
serve the provinces of Saskatchewan and Alberta and the
remaining portion of the Northwest Territories not covered by
the Manitoba Penitentiary. "The Saskatchewan Penitentiary is
situated on the outskirts of the city of Prince Albert, Saskatchewan." The present inmate population as of March 31, 1954, numbered 556 inmates.

During this period, the abuses so prevalent in former
years remained, but to a lesser degree. The convicts were
still being subjected to a punitive regime and trouble and
unrest were still apparent in the system of penitentiaries.
"In 1913 a Royal Commission, . . . , was appointed to
investigate, and report upon, the conduct and administration
of penitentiaries, and particularly the conduct of the
officers of Kingston Penitentiary."  

Fourth Period, 1918-1946

There were formerly two Inspectors of Penitentiaries, but on May 24, 1918, the Penitentiary Act was amended to
create a Superintendent of Penitentiaries, "who shall, under
the Minister, direct and superintend the administration and
business of the penitentiaries, and perform such other duties

15 Royal Commission 1939, op. cit., p. 15.
16 Ibid., p. 1.
as may from time to time be assigned to him by the Minister."

William St. Pierre Hughes, D.S.O., who had been with the Penitentiary Service since 1893, was appointed as Superintendent of Penitentiaries. He was assisted in this role by three Inspectors of Penitentiaries.

Superintendent Hughes, in his annual reports, consistently made recommendations for improvements in the treatment of convicts and administration of the penitentiaries. However, no definite action was taken on these recommendations, as with those of the previous commissions appointed for the improvement of the penitentiary system. Speaking at the Canadian Penal Congress in May, 1942, Judge F.A.E. Hamilton, of the Winnipeg Juvenile Court, stated that "the major developments in Canada have consisted of enlightened statements by administrators and commissioners rather than in the application of enlightened policy to curative treatment."

In 1920, a committee was appointed by the Minister of Justice to investigate the penitentiary system and advise upon the revision of the Penitentiary Regulations and amendment of the Penitentiary Act. A portion of their recommendations were carried out with the cancelling of the Penitentiary Regulations 1899, and the replacement of them by the Penitentiary Regulations 1933, which include a total of 724 regulations and are still in force. Also, a new Penitentiary

17 Topping, op. cit., p. 23.

18 Johnstone and Henheffer, loc. cit.
Act was assented to in 1927.

During Superintendent Hughes' reign from 1919 until 1932, we find an advancement made in the establishment of a separate institution for the youthful first offender, and the commencement of construction for a women's prison. In 1930, land for Collin's Bay Penitentiary was purchased. It is situated a few miles west of the city of Kingston, Ontario. This institution, as with all institutions in the penitentiary system, was built with an enclosing wall.

Collin's Bay Penitentiary, . . . , was established in 1930 for the specific purpose of receiving from Kingston the more reformable type of convicts, namely, the first offenders--convicts under twenty-one years of age and other convicts whose crime record and conduct indicated that their segregation from hardened criminals of the recidivist type was desirable. The same rules and regulations in force in other Canadian Penitentiaries also apply to Collin's Bay. The only difference, therefore, is that convicts transferred there are carefully selected. No hardened criminal is sent to Collin's Bay, nor convicts serving long sentences, nor those who have committed a crime involving extreme violence. Those serving sentence in that institution cannot, therefore, be contaminated by depraved and experienced criminals.19

The inmate population of this institution as of March 31, 1954 numbered 396.

"During 1930, land was also purchased adjacent to the St. Vincent de Paul Penitentiary for the establishment of a Preferred Class Penitentiary for the province of Quebec."

19 Annual Report of the Superintendent of Penitentiaries for the fiscal year ended March 31, 1946 (King's Printer, Ottawa), p. 44.

20 Annual Report of the Superintendent of Penitentiaries for the fiscal year ended March 31, 1930 (King's Printer, Ottawa), p. 12.
The construction of this institution, which was known as the Laval Penitentiary, started in 1932 and continued on until 1945, when it was discontinued because of the war. This institution was put into operation in 1952 and now serves as a vocational training establishment for selected inmates. As of March 31, 1953, the inmate population of this institution numbered 288.

During his tenure of office as Superintendent, General Hughes made many repeated recommendations for improvements in the Penitentiary Service. However, these recommendations were not carried out to any considerable extent by the government. The result was that, on August 1, 1932, when General D.M. Ormond assumed office as the new Superintendent of Penitentiaries, the penitentiary system was still far from a stage at which it could provide constructive treatment and training for its inmates, even though the previous Superintendent had made repeated recommendations for improvement in prison personnel and the classification, education, and after-care of inmates.

With the appointment of Superintendent Ormand, a new era of policy was introduced into the Penitentiary Service.

When the Superintendent assumed office, he introduced into the penitentiary system a more drastic policy of militaristic control than had prevailed during the previous administrations . . . . The action taken to divest experienced wardens of authority, even in the most trivial and inconsequential matters, and to subject them to a minute direction in detail, and the profusive issue from day to day of new regulations and lengthy circulars, explaining, countermanding, and amending
previous ones, soon threw the whole penitentiary system into a state of confusion.21

The result of this repressive regime was a series of sixteen riots from the time Superintendent Ormand assumed office to 1936, when a Royal Commission was appointed to investigate the penal system of Canada. This Commission submitted its report in 1938 after conducting a survey of penal treatment in England and Europe, and an intensive investigation of the penitentiary system. "Its 388 page report indicated the gross error in assuming that reformation can be brought about by fear of harsh, punitive treatment, while the eighty-eight recommendations of the report could be the blueprint for effective prisons and prison treatment." 23

One of the immediate results of the Commission Report was the replacement of Superintendent Ormand by the then Inspector G.L. Sauvant, who became Acting Superintendent of Penitentiaries in 1939. However, the outbreak of World War II lead to the shelving of the recommendations of the Commission.

Fifth Period, 1946-1957

In April of 1946, Major-General Ralph B. Gibson was appointed as Commissioner of Penitentiaries. As one of the first major steps towards implementation of the recommendations

21 Royal Commission 1939, op. cit., p. 44.
22 Ibid., p. 51.
23 Johnstone and Henheffer, op. cit., p. 8.
of the Royal Commission of 1938, Commissioner Gibson was appointed to inquire into the penitentiary system for the following purposes:

(a) to consider the several recommendations contained in a certain report of a Royal Commission to investigate the penal system of Canada made on the fourth day of April 1938 . . . ;

(b) to make inquiry, subject to the direction of the Minister, into matters relative to the aforesaid recommendations;

(c) to report the results of such consideration and inquiry and to recommend to the Minister what is advisable or expedient to be done to implement the aforesaid recommendations; and

(d) to perform such other duties as may be assigned by the Minister.

Out of this inquiry came recommendations for the reorganization of the administration of the Penitentiary Service, expansion and development of classification, reorganization of the reformative and treatment services, development of prison employment, changes in prison discipline, and the establishment of after-care procedures and facilities. As a result of these recommendations in September, 1947, two Deputy Commissioners and three Assistant Commissioners were appointed.

One Deputy Commissioner "is primarily charged with the training, assessment and reconstruction of the staffs of the penitentiaries and with the organization and supervision of a training school for penitentiary officers. He is also

24 Report of General R.B. Gibson, a Commissioner appointed under Order in Council P.C. 1313, regarding the Penitentiary System of Canada (King's Printer, Ottawa), 1947, p. 3.
responsible for supervision and development of the educational, recreational, and religious facilities in the institutions under the control of the Dominion Government." The other Deputy Commissioner "is primarily charged with supervision and development of the medical and psychiatric services in the penitentiaries and with the development of research and statistics to assess the adequacy and results of present and proposed methods of correctional treatment."

The Senior Assistant Commissioner "acts as assistant to the Commissioner in the general administrative duties relating to the penitentiaries." The second Assistant Commissioner is "in charge of the industrial and vocational training programs carried out in institutions." The third Assistant Commissioner was appointed "to supervise methods of accounting and control of expenditures in the Penitentiary Service."

Classification Officers for each institution were also appointed at this time, as well as vocational training instructors and additional custodial staff, so as to relieve officers to attend the staff training school. In general,

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26 Ibid., p. 8.

27 Loc. cit.

28 Loc. cit.

29 Loc. cit.
there was an overall expansion of inmate training and educational facilities at this time.

During the following year, 1948, there was a still further strengthening of the headquarters staff with the appointment of a Supervisor of Training for the direction and development of staff training courses. The position of Supervisor of Penitentiary Industries was also established at this time for "the supervision and development of industrial contracts undertaken for other Government Departments and with the further development of manufactures in the Penitentiaries ..." Following this the position of Supervisor of Stores and Internal Audits was established with this officer being "charged with the detailed audit of penitentiary operations and the promotion of economies in methods of operation."

The Supervisor of Penitentiary Farms and the Supervisor of Stewards were also appointed during this period. The remaining headquarters' position, that of Chief Penitentiaries Engineer, existed prior to this period. The Supervisor of Penitentiary Farms was appointed "to supervise all farm operations and to advise and assist the Farm Instructors to increase production and provide further opportunity for the

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31 Loc. cit.
training of convicts in agricultural work." The Supervisor of Stewards is responsible for the supervision of "the methods of food preparation, diets and menus, and the efficiency of the kitchens generally." The Chief Penitentiaries Engineer assumes responsibility "for the planning and execution of all construction and maintenance work as well as supervision of the operation and maintenance of the heating and power plants, water filtration and sewage disposal systems of the various institutions."

The purpose for this expansion of the headquarters staff was to provide for "much closer supervision of the varied activities in the penitentiaries . . . ."

The Penitentiary Staff College, known as Calderwood, was opened in 1952 and a revision and summary of the Penitentiary Regulations 1933 issued as the Penitentiary Officers' Handbook 1952.

In view of the developments since the appointment of the present Commissioner of Penitentiaries, it is now apparent that the philosophy of the Penitentiary Service has advanced to the stage recommended by the Royal Commission of 1938.

This philosophy (of the Royal Commission 1938) of the purpose of imprisonment has been accepted as the basis

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33 Loc. cit.
35 Loc. cit.
for the present programme in the Canadian Penitentiaries. It involves three main principles: first, that those committed to penal institutions be kept in safe custody until they have served their sentences or are otherwise properly released according to law; secondly, that, to the utmost extent possible, the period of imprisonment should be utilized to change and correct the anti-social habits that resulted in the sentence of imprisonment, and to provide the prisoner with knowledge, skills and habits that will enable him to make his way in society upon release without reverting to crime; and, thirdly, that as an aid to the second objective, the prisoner should be treated humanely and fairly and be permitted such privileges as may reasonably be allowed with due regard to disciplinary and administrative requirements.36

36 Ibid., p. 3.
CHAPTER III

PENITENTIARY PLANT

Description of the Penitentiary

Acreage. The entire area of the Penitentiary Reserve is 128.99 acres, including the farm and buildings. There are 9.25 acres within the walled area. The institutional farm is adjacent to the prison, bordering its west and north walls.

Prison Buildings. The penitentiary building follows a diversified style of prison architecture. The administrative facilities are centered in two separate locations, the Administration Building and the South Wing. The Administration Building, Boiler House, Shops Building, and the maximum security cell block are each located in separate buildings. The remainder of the prison buildings are in one structure, which has several wings, radiating from a central dome.

The South Wing is the original prison which was opened in 1878. The remainder of the cell blocks, with the exception of the maximum security cell block, (hereafter identified as B-7) were constructed in the early nineteen hundreds. The North Wing was erected in 1904, the Shops Building in 1906, and the East Wing in 1914. The original wall of the prison was of brick construction and enclosed approximately half of the present walled area. A portion of this wall, extending between the two old towers of the West Wall, remains in use.
These two towers, like the wall, are of the original brick construction. The present concrete wall and Administration Building were completed in 1929, the Boiler House in 1931, and the B-7 Cell Block in 1939. A Shower and Change Room was completed in 1953. Dormitory or "H-Huts" were introduced in 1954.

There are a number of buildings outside the wall. These include two large brick houses which are provided as residences for the Warden and Deputy Warden. Five duplexes and two separate houses are provided as housing for a portion of the staff members. In addition there are the wharf, warehouse and the various farm buildings, which include a piggery, poultry house, poultry shelters and barn. These outside buildings were constructed between the early nineteen-hundreds and the nineteen-twenties except for the recently completed concrete block residence for the Chief Keeper. Also located on the reserve are two long wooden houses, enclosed by a wooden fence, which were built as the Doukhobors' Camp. The Doukhobors' attempts to burn down these buildings required the removal of these prisoners to a section of the B-7 Cell Block, so that this camp is unoccupied at present.

Wall. The enclosing wall is of poured reinforced concrete except for one section, which is of brick construction. The wall is fifteen inches in thickness, while the height varies from forty feet in this concrete section to twenty-seven feet in the brick section. The wall is embedded in the ground to a depth of ten feet and has buttresses every
twenty feet on the outside surface. The Administration Building forms a part of the frontage of the prison, as the wall adjoins both ends of this building. There are four wall towers, one at each corner. Each tower has a glass enclosed shelter on top and an inside stairway, the entrance to which has a wooden door and barred gate. Catwalks extend along the top of the wall in both directions from each of the wall towers for approximately thirty feet. Floodlights are spaced along the top inside edge of the wall. There are three outlets in the wall; the main gate at the front of the prison; the gate at the Southwest tower for passage to the farm; and a small barred door in the west wall for passage of inmates to the exercise area.

The exercise area is surrounded by a fence built of chain link wire mesh and topped by barbed wire. It stands about fifteen feet high and is set in a concrete base to prevent inmates from tunnelling underneath it. A fence of similar construction, but only about ten feet high, encloses the area from the north-east corner of the prison to Cumberland Street, and along Cumberland to Richmond Street. The remaining sides of the reserve are enclosed by a low wire fence attached to wooden posts which provides no restraint against escapes.

**Administration Building.** The administrative offices of the institution, as mentioned previously, are located in two centres, the front Administration Building and the South Wing.
The Administration Building is a two story structure in the centre of which is located the main gate. The south half contains the telephone switchboard, visiting facilities, offices for the Warden and his secretarial staff, and others for the Censor, Accountant, and Commissioner of Penitentiaries. The Commissioner's office is used by the Inspectors, Deputy Commissioners, and Commissioner of the Penitentiary Service while they are visiting the institution. The north half contains the stores for the institution and office space for the storekeeper. The basement is used for the storage of out-of-date files and records.

The South Wing is a four story structure containing on the main floor the offices of the Deputy Warden, Classification Officer, Chief Keeper and Schoolmaster-Librarian, together with the key safe and the Warden's courtroom. The remainder of the wing includes the officers' lounge, library, bookbindery, dentist's office, hospital, school, and the inmate reception and discharge centre.

Housing and Facilities. All inmates are housed inside the walls. The majority are in cell blocks, the remainder in dormitories.

At the time of this writing there were two dormitories in operation, while two more were under construction. These dormitories are located in the "H-Huts" which are of single-story, wooden construction. Each set of huts contains two dormitories joined at one end by a room containing inmate
toilet facilities and a supervision area for the officer, thus explaining the coined term "H-Huts." These were each designed for twenty-five men, but due to the overcrowding of the institution must house twenty-nine. The extra men are accommodated in double tiered bunks. One officer supervises both dormitories by means of an enclosed cage traversing the room joining these dormitories. The officer, being enclosed in this observation cage, has no physical contact with the inmates. In the event of an emergency the officer sounds an alarm which registers in the centre hall of the South Wing.

There are three cell blocks, the East Wing, North Wing, and B-7 Cell Block. All cell construction throughout the institution is of the inside cell pattern in which cells are built back to back, several tiers high in the centre of the cell block. There is an open space between the outside of the cell and the cell-block wall. The East Wing contains five tiers of cells with accommodation for 274 men in cells approximately six feet wide, ten feet long, and eight feet high. The B-7 Cell Block, which is joined to the North Wing by means of an enclosed corridor, is the most recently constructed cell-block and has accommodation for 184 inmates. This block is divided into four sections, separated from one another by a concrete wall, and with an administrative area in the central portion. Each section contains two tiers and each tier has twelve cells. One cell in each section is equipped with shower facilities. The Doukhobor prisoners
are kept in one section of this block, the Reception Area is in a second, and the third section houses inmates who are considered serious security risks. The remainder of the B-7 Cell-Block is used for a variety of types of prisoners. Two sections of this block have cots on the floor because of the overcrowded condition of the prison at the time of this study, and it is our understanding the facilities have become even more overloaded since that time.

Only one inmate is permitted to occupy each cell as is required in the Penitentiary Act, 1939, section 66(4), which reads as follows: "He shall, except in case of sickness, be kept in a cell by himself at night."

The cells are of the open front type with steel bar cell gates being located approximately twelve to fifteen feet from the outside wall of the cell-block. Natural light comes into the cell-block through long barred windows in the outside wall. In the majority of the cells there is a forty-watt bulb on an extension cord with a shade, and it was planned that in the near future all regular cells in the institution would be so equipped. A few cells still are provided only with a forty-watt bulb in the ceiling of the cell. In special cases, on the orders of the doctor, a sixty or one hundred watt bulb may be provided.

The institution is heated by steam radiators. In the cell-blocks, these radiators are located on the bottom tier level next to the wall, and are spotted along the length of the cell block.
Ventilation is provided by windows in the walls of all the buildings. The cell-blocks have windows placed in the outside wall from the level of the second to the top tier. Portions of these windows open, thereby allowing the circulation of fresh air. There are no fans or blowers for forced ventilation and heating. The windows are of glass and steel sash, with bars being embedded in the wall outside of each window.

Plumbing facilities are spaced throughout the institution. Each cell is equipped with a porcelain toilet, and a wall basin which has cold running water. All of the shops have separate toilet facilities for inmates and staff. In addition, fully equipped lavatories for staff and inmates are located in the South Wing. The porcelain wall basins in the cells have a single faucet which provides cold water suitable for drinking as well as washing. Drinking fountains are centrally located to provide the inmates with water when out of their cells. A separate shower and change room is located at the south end of the shops building. A line of twelve shower heads is provided here and these are the showering facilities used by the majority of the inmates. Separate bathing and toilet facilities are provided in the hospital for those with contagious diseases. As mentioned previously, the B-7 Cell Block has one cell in each of its four sections for use as a shower cubicle, these facilities serving the inmate population housed in that block.
There are separate showers, situated close to the kitchen, for the use of inmate kitchen workers. The shower and change room also has a barber shop which employs inmates for the barbering of staff and prisoners.

The Laundry, which is located in the Shops Building, is equipped with power washing machines and dryers for the laundering of inmate clothing, sewing machines for repairing clothing, hand irons for pressing, and a knitting machine for the manufacture of inmate woolen socks. Bundles of clean clothing are made up for the individual inmate so that, upon turning in his clothing, he receives a bundle of clothing that will fit him. Provision is made in the hospital for the laundring of clothing used by persons with contagious diseases.

**Close Confinement Area.** The isolation or punishment cells are located in the basement of the East Wing, known as the close confinement area. There are eighteen such cells, of inside-cell construction, with barred windows in the wall of the cell-block for light and ventilation. One cell is equipped with a wooden door which closes over the regular cell gate. This door has a small observation window for the officer to check the inmate confined within the cell. This cell is used for the most aggressive inmates whose actions disrupt the activities of the institution and has had to be used only once in the last twenty years. The equipment of the cells in this area consists of a wooden plank bed and a
toilet. The inmate is given blankets, which must be placed outside the cell during the day. Washing and shaving is done at a communal sink under the supervision of an officer.

There is a segregation area adjoining this close confinement area which contains nine cells. This area is shut off from the remainder of the close confinement area by a steel barrier and gate, and is used as a segregation area for any inmate who may present a danger to the institution, or be in danger himself from other members of the inmate population.

**Kitchen.** The combined Kitchen and Bakery is located in the lower half of the North Wing Extension. It is approximately 130 feet in length, 70 feet wide, and has a 30 foot high ceiling. The major equipment includes: Five eighty-gallon steam kettles, one oil-fired rotary oven, one three-oven coal-fired cook range, one three-bag dough mixer, two eighty-quart cake mixers, one large electric range, two vegetable peeling machines, one dishwashing machine, and one bread slicer. Office facilities for the steward and his staff are provided on the top half floor of the kitchen.

Alterations were being made in the kitchen at the time of this survey. A new tile-lined dishwashing room was being completed, tile lining was being put on the kitchen walls, a new tile-lined area was being constructed for the steam kettles, and flues were being installed to draw away cooking odors.
The Officers' Mess, located in the West Wing, is also the responsibility of the Steward. It is here that the officers are supplied with a noon hour meal. This mess has a separate kitchen and inmate staff supervised by an officer.

**Garbage and Sewage Disposal.** Garbage is disposed of through sewer ducts, or in the incinerator. The ashes and residue are taken out of the institution by truck for disposal. Swill from the kitchen goes to the piggery. A system of sewer pipes from the various parts of the institution leads to a main sewage disposal duct which empties into the Fraser River.

**Shops.** The major portion of the shop area is located in the Shops Building which contains the tailor shop, carpenter shop, blacksmith's shop, machine shop, upholstery-canvas shop, shoe shop, paint shop, vocational carpenter's shop, and drafting school. The electrical and engineering department, and the garage, are both located in the Boiler House. The mason's shop is located in a hut adjacent to the shops building, while the bookbindery is situated in the South Wing.

Small classrooms, most of which are also used as offices for the instructors, are available for vocational training classes. All shops are equipped with power equipment and hand tools for the production of goods and training of inmates.
Hospital. The hospital is located on the third floor of the South Wing. This area originally was built as a hospital and has been expanded as new facilities have been added. There are two wards, each with five cells of regular cell construction. The west ward is used for general medical purposes. The east ward is divided into an isolation ward and a psychiatric ward. There are three beds outside the cells in each ward, which, in addition to the cell accommodation, give a total hospital capacity of twenty-two beds. Each cell contains a call button for inmate use, a toilet, washbasin, locker, and hospital bed.

The hospital includes an operating room equipped to carry out minor surgery, a dispensary, diet kitchen, dental unit, and X-ray facilities. There are also laboratory facilities for diagnostic purposes and the preparation of simple prescriptions. Electro-stimulus equipment is provided for use by the Psychiatrist.

School. The institutional school is located in the top floor of the South Wing and consists of one large classroom equipped with fluorescent lighting. This room has accommodation for thirty-five students.

Library. The library is housed on the main floor of the South Wing. It consists of a single room approximately thirty feet square. The books are stacked in seven-foot high shelves which occupy the major portion of the room. The Schoolmaster-Librarian has a small glass enclosed office
in the library, while his assistant has a desk outside this office.

**Chapels.** The institution has separate chapels for Roman Catholic and Protestant services. The Roman Catholic Chapel, which has a seating capacity of 150, is located in the upper half of the West Wing above the officers' mess. All the necessary equipment for conducting services is provided. This West Wing was used as a cell-block for the accommodation of younger offenders before being converted to its present use. The Protestant Chapel is located on the upper floor of the North Wing Extension of which the kitchen occupies the lower floor. This extension was designed for its present use as kitchen and chapel. The Protestant Chapel has a seating capacity of 450 but may accommodate as many as 500 by crowding the inmates in the pews. A vestry for interviewing and counselling is provided for the Protestant Chaplain. This Chapel is also used as the auditorium of the institution, and it is here that the shows, concerts, and lectures take place.

**Gymnasium and Exercise Yard.** There is no gymnasium which has been designed as such but the floor of the Dome is used as a gymnasium area. Prior to any boxing event, a ring is set up in this area to give an opportunity for the necessary training. At other times, this ring is dismantled, leaving the Dome area clear.
Approximately one-third of the area inside the walls is free space. The largest part of this space is located in the front half of the walled area consisting of two garden plots and an area of lawn. There is a small exercise yard within the walls adjacent to the south side of the East Wing. This yard is surrounded by a wire fence and contains two tennis courts, an area for checkers, and a flowered bank. The main exercise yard is located outside of, and adjacent to the West Wall. This yard contains the soccer field and space for the other sports activities engaged in by the inmates. A wire fence topped by barbed wire surrounds this yard and a gun tower is situated on the west side of it which supplements the coverage provided by the main wall towers.

Storage. Storage facilities for the kitchen are located below the kitchen in the basement of the North Wing Extension. Vegetable rooms, dry storage rooms, and a cold storage vault are located here. The north half of the front Administration Building houses industrial supplies and has space provided for the storage of dry kitchen supplies. The necessary shop materials are kept in small stock rooms located in the various shops.

The finished products of the shops are shipped out immediately upon completion so that there is no need to store them. Storage room is provided in the laundry for institutional clothing which is not in use.
Power and Water Supply. Steam for the central heating system comes from the Boiler House, the furnaces of which are oil-fired. This plant is located inside the walls, and from it a network of tunnels carries service lines throughout the institution. Electricity is bought from outside sources and no provision is made for an emergency power supply. In the event of a power failure, coal-oil lanterns are used for lighting.

Water is obtained through ducts supplying the institution. This water comes from the regular supply of the city of New Westminster, and is subject to the precautions against contamination which are taken by the Water Board supplying the water.

Fire Protection. The institution being constructed of concrete and brick, is a relatively fire-proof structure with the greatest danger being from the painted surfaces. Inside the walls there are ten fire hydrants, fourteen hoses, and twenty-three fire extinguishers in addition to ladders, axes and other pieces of equipment which are kept locked in a storage shed due to the custodial hazard which they present. This storage shed is located at the west end of the North Wing. Inspections of fire fighting equipment are made by the Plant Engineer.
Motor Transport. Two passenger cars and six trucks are utilized in the administration and maintenance of the institution.

Evaluation and Recommendations

Present Housing. In general, it can be said that the prison is kept in an excellent state of preservation by constant attention to repairs, maintenance, and cleaning. These matters could, however, easily become a serious problem because of the age of the buildings, some of which date back to 1878. The prison's toilet facilities are adequate in number and are in good condition. The cell-blocks have many windows which seem to provide an adequate amount of ventilation. However, the blocks do suffer from a fault which is general in all construction of the inside cell type, namely that the heat rises to the top of the block, seriously overheating the top tiers while leaving the bottom ones quite cold. Another fault is that an insufficient amount of natural light reaches the cells from the windows. This too, is a general characteristic of the inside-cell type of construction.

The prisoners are kept in individual cells which are well equipped and comfortable, but the system of individual confinement presents serious difficulties from the viewpoint of rehabilitation. The constant isolation does not provide opportunity for social development, but rather it tends
toward excessive "institutionalization" of the individual, a condition which makes it difficult for him to adjust to normal social living after his release. A sense of dependency sometimes is developed, while such social skills as he may already have had are diminished. It is only within a group that the individual can find the means to satisfy certain basic needs, and gain the opportunity to achieve a healthy adjustment and an ability to conform in the society to which he eventually will return.

Group living, together with the principle of diversification of housing by degree of custody, appear to be among the most significant trends in corrections today. Authorities in the field of penology are in general agreement that maximum security housing of the inside-cell type is not necessary for all of the prison population. The recent publication authored by a group of experts and entitled "A Manual of Correctional Standards," makes the following statements:

If a prison system maintains an adequate program of classification, it is possible to maintain approximately one-third of the unselected adult prison population in open, or minimum security, facilities.

It is doubtful if real maximum security facilities are needed for more than 15 per cent of an unselected prison population.

About two per cent of an unselected prison population will consist of incorrigible, intractable, and dangerous persons who are so difficult to manage that they are a source of constant disturbance and difficulty even in
the typical maximum security institution.

On the basis of these opinions, it is reasonable to suggest that only about one-third of the present penitentiary population may require maximum security facilities; that one-third could safely be kept in medium security facilities and one-third in minimum security settings. Therefore, it is suggested that part of the present cell accommodation be converted into a medium security unit. Such a system of housing would utilize individual cells, but would have a common enclosed floor space for group activities in front of a series of cells.

The conversion of penitentiary housing to such a system of medium security group living facilities was suggested as early as 1935, by Warden P.A. Puize of the St. Vincent de Paul Penitentiary. Warden Puize was sent to Europe in 1935 to make a survey of the penal systems in operation there. He submitted a report on prison management in England, France and Belgium, and on the International Prison Congress which was held in Berlin in August, 1935. Part of his report reads as follows:

It is strongly recommended that all cell blocks at Laval buildings and other similar new construction be made on the "closed door" principle. It would not be possible, for the present at least, and in view of the expenses it would incur, to remodel our existing cell blocks as suggested above; but to remedy the situation, it is recommended that all wings be closed by means of a concrete wall, instead of barriers, and

that the floors of each range be extended to the wall thus segregating each wing, and even each range. This could be done at a comparatively low cost.2

The East Wing appears to be the cell-block which is best adapted for alteration in the manner suggested by Warden Puize. A concrete wall could be constructed inside the cell-block at the west end, thereby cutting off the wing from the Dome. Such an alteration would appear to be necessary to prevent the activity and noise involved in group living from disturbing the remainder of the inmate population. A door could be built in the new wall to permit passage to the close confinement area in the East Wing basement. It would be advisable to build an enclosed passageway from this door to the door leading directly into the close confinement area, in order that officers and inmates could pass through the East Wing without coming into contact with its population.

In determining the size of these medium security groups, the advantages of group treatment must be weighed against the administrative problems involved in the operation of a programme of this nature. Fifteen inmates in each group would appear to be the most reasonable compromise between these two factors. The administrative area could be in the centre of the cell-block and would occupy an amount of space about equal in width to from five to eight cells. This area

would be divided off by concrete walls on either side, but would have barred doorways leading to each section of the cell-block. One cell in each section could be used as a shower room. The provision of shower facilities in each section would enable the inmates to shower frequently, but still permit more time for work. At present a great deal of time is consumed in showering because there is only the one main shower room for the bulk of the population. The laundry could be brought to the living units as is now done in the B-7 Cell Block.

Thus, the cell-block, would have to be of sufficient length to accommodate thirty cells, an administrative area, and two shower cells. This would require an extension on the East Wing from its present twenty-six cell length to a length of thirty-seven cells. It would also be necessary to construct a corridor, similar to the B-7 corridor, from the administrative area of the cell block to the Dome. This would permit the passage of inmates to the kitchen, shops, chapel, library, school and offices. The cell ranges, which are the narrow platforms extending out from each tier of cells, could be extended to the cell-block walls to form five full floors. This change would provide adequate floor space in front of each group of sixteen cells to carry on group activities. These alterations would necessitate rearrangements of the windows and bars in the outside wall of the cell-block to permit sufficient light and ventilation for each
section. Radiators should be installed on each floor; an arrangement which would reduce the present problem of uneven heating.

This system of construction would provide a basis for classification and segregation, as each section would be independent of the other. The East Wing would then have accommodation of a medium custody type for 300 inmates. Included in these groups could be the majority of the inmates, with the exception of drug addicts, mentally disturbed individuals, offenders of a confirmed criminalistic type, and those who present maximum security risks.

Those inmates who require maximum custody are housed in the B-7 cell-block, as the custodial features of this block are of a more advanced design than those of the remainder of the prison. As the Reception Area, which is located in this block receives all types of prisoners, it is well situated in its present location. Excluding the Reception Area there would still be accommodation for approximately 138 inmates in this block. This number is far in excess of the fifteen per cent of the prison population that expert opinion believe require maximum security housing.

The inmate drug addicts are housed throughout the institution, but it is our opinion that they should be segregated, together with the remainder of the least amenable inmates, in the North Wing and the B-7 Cell Block. It is only realistic to recognize that the treatment afforded in the
prison setting does not cure drug addiction. The best solution, for the present, is to keep these persons segregated, in order to prevent their having contact with other inmates, on whom they are likely to have an adverse influence. The present treatment resources should be used primarily for the group with which there is the greatest likelihood of success.

At present the addicts and confirmed criminals are allowed to associate at times with the remainder of the inmate population. The result is not a transfer of some acceptable values to this hardened group, but rather the opposite transfer of anti-social values to the less criminalistic group. The present treatment programme has little influence on the confirmed or addict group, and furthermore their influence tends to counteract the good effects the programme has on the remainder of the population. The majority of the custodial officers recognize this situation. One guard remarked, "Until they move the addicts out of here there is not much you can do." It is, however, obvious that the ideal solution of moving the addicts and more confirmed criminal groups out is not feasible at the present time. Therefore, the immediate solution should be the segregation of this group within the institution.

New Housing. The major problem which the institution has to face is its present overcrowded condition. The inmate population is at least two hundred in excess of the number for which the institution was designed. The population of British
Columbia has increased steadily, and undoubtedly will increase still further in future years. As the population of the Province has increased, so has the prison population, and it is reasonable to expect that the population of the British Columbia Penitentiary will increase rapidly in future years. Moreover, prison terms for many offenses have been longer in recent years, and the number of discharges has steadily fallen behind the number of admissions.

In view of this conclusion, it is suggested that consideration be given to expanding the institutional facilities of British Columbia in conjunction with the planning for the whole Penitentiary system. Such expansion is not merely a local decision, but should form part of the planning for a co-ordinated Penitentiary system, built to meet not only the demands now being placed upon it, but also able to fulfill its future commitments. Such considerations are only partly within the scope of this thesis which is intended to deal primarily with one institution.

In considering the solution to the present problem of overcrowding, four alternatives present themselves. The first is the transfer of inmates to other institutions of the Penitentiary System. One objection to this scheme, is the danger of uprooting a man from the area in which he must eventually adjust, and cutting off his contacts with family and friends. An additional problem is that overcrowding is not restricted to the British Columbia Penitentiary but rather is common throughout the majority of the federal institutions.
A second alternative is the construction of a new penitentiary in or near British Columbia. While it is advisable that some planning should be begun in this direction, it is obvious that such a project must be of a long term nature, and would do nothing to relieve the present overcrowding for some time.

The third alternative is the expansion of the present housing facilities. This would commend itself as a logical move were it not for the rather severe space limitations presented by the enclosing wall. The addition of more accommodation to the institution would cause congestion within the walled area, which would be likely to create health and administrative problems.

A fourth alternative, is the construction of minimum security facilities physically separate from the present prison, but subject to its administrative control. Such facilities could be constructed quickly, thus providing a fast solution to the problem of excess population. It is therefore, suggested that consideration be given to the selection of a site for use as a forestry camp or farm colony. Such a camp could be operated as an open institution for a selected group of inmates. As mentioned previously, penologists are in agreement that, with an adequate classification programme, approximately one-third of most inmate populations may be housed in minimum security facilities. Therefore, it is suggested that a group of fifty inmates might be chosen to
initiate such a project, with the remaining suitable inmates being transferred as facilities are expanded.

An open institution would permit effective segregation of the reformable type of inmate. It would then be possible to prevent these inmates from having any contact or association with the confirmed criminal group. In addition, such a camp or colony could be used as a pre-release centre. The inmate, whose release is imminent, could be "deinstitutionalized" here. His return to freedom would be a gradual process so that he would gain the confidence and self understanding necessary to return to the free society and remain there.

Moreover, through the use of minimum security facilities employment could be provided for a larger number of inmates, thereby making available more jobs within the penitentiary for those who cannot be trusted outside the walls. In an overcrowded institution, it is difficult, if not impossible, to provide sufficient employment of a constructive nature for all inmates. Institutional shops, and other work facilities, can only employ a limited number. As a consequence, many inmates are assigned "makework" tasks, and are given far too much time in which to carry them out. In these circumstances, it is impossible to develop the good work habits which will assist the inmate to obtain, and hold, employment upon his release. In fact, the result is often that inmate work habits degenerate during incarceration.

One of the most important advantages to be gained from
the use of camp facilities is the reduction in the risk of riot by alleviating overcrowded conditions. Overcrowding, with resultant idleness, has been recognized as one of the major factors in prison riots. Austin H. MacCormick, a leading present day penologist, recognized these two factors in his study of prison riots and remarked: "At both prisons, overcrowding and idleness accentuated the problems presented by these unstable elements in the population and produced tensions and pressures in the more stable prisoners that made them potential recruits for a revolt."  

The inmate transferred to such a camp or colony could be employed on public works projects such as fire control, cutting right-of-way for roads, and reforestation. If a farm were operated in conjunction with the camp, it could provide produce to be used both in the camp and the penitentiary proper, and thus would reduce the operating cost of these organizations. Similarly a logging and sawmill operation could supply lumber for institutional use.

The British Columbia Penitentiary has been faced with an acute overcrowding problem once before in its history. This was in 1932 when a large number of Doukhobors were sentenced simultaneously after being convicted of parading in the nude. On that occasion, the use of separate minimum security facilities, under the administrative control of the penitentiary, was found to be a satisfactory solution. These  

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facilities were in the form of a temporary penitentiary on Piers Island in the Gulf of Georgia.

It was also decided that the temporary penitentiary, to be called Piers Island Penitentiary, should be under the wardenship of the Warden of British Columbia Penitentiary, the clerical and accounting work being performed at the British Columbia Penitentiary, thus eliminating the expense of providing salaries and quarters for a large overhead staff. While this added very considerable responsibility to the Warden of British Columbia Penitentiary, the results have been satisfactory and warranted making the experiment. An acting deputy warden was put in charge.4

As the accommodation was completed at the Piers Island Penitentiary, inmates were transferred there. The average daily population of the penitentiary was 570. This penitentiary was in operation for three years, until the expiration of the sentences of most of this group.

An earlier experiment with minimum security housing was made in 1906 when a number of inmates were taken out of the institution and formed into a work colony. Mention of this is made in the report of Warden J.C. Whyte for the year 1906:

We have opened up Wright Island quarry, Pitt Lake, situated twenty-seven miles from here by water. We have there fifteen convicts under a trade instructor, and expect before the season closes, about the 1st of September, to have about two hundred cords of wood, and five hundred tons of rock for foundations. Next season we hope to do better as it has taken about six weeks to erect log houses, wharf, etc.

This quarry will only be worked about three months a

4 Annual Report of the Superintendent of Penitentiaries for the fiscal year ended March 31, 1933 (King's Printer, Ottawa), p. 31.
5 Ibid., p. 35.
year, and will supply a long felt want in wood for the brick kiln and rock for foundations of new buildings.  

Thus the use of minimum security facilities would not be an entirely new development in the history of the British Columbia Penitentiary. From reports, it has been proven to be a successful experiment, and therefore, its consideration is strongly recommended as a possible solution to the present problem of overcrowding.

Kitchen. The execution of the structural changes which have been suggested for the East Wing would allow the initiation of a group feeding plan by means of a common table for each section of the wing. It is suggested that the food might be transported in large vacuum cannisters from the kitchen to each section of the wing, a plan which would solve the present problem of food becoming cold while being carried in trays from the kitchen to the cells.

Shops. The institutional shops appear to be well-equipped with power and hand tools. The heating, lighting and ventilation of the shops seem to be adequate except in the case of the garage, which may need additional lighting. The shop programme presents a classification problem because the benefits gained from the segregation of inmate in housing are somewhat negated if the inmates are permitted to associate

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6 Report of the Minister of Justice as to Penitentiaries of Canada for the Year Ended June 30, 1906 (King's Printer, Ottawa), p. 31.
freely with each other during working hours.

The present west wall between, and including the two old towers, is of the original brick construction which dates back to the turn of the century. There are some indications that sections of this wall are beginning to disintegrate. While this condition is by no means serious as yet, it suggests that the West wall will have to be replaced before any work will be required on the concrete walls. In view of this situation, it is suggested that the present walled area be expanded to include the outside exercise area adjacent to the West wall, that the present West wall be demolished, and the exercise area relocated outside the new wall. This change would provide space in which to build additional shop facilities which are needed both to relieve the "cramped" conditions in the present shops, particularly in the machine shop. Such a step would also permit expansion of the vocational training programme by making it possible to teach more trades and to have proper classrooms adjoining the shops.

A greater diversity of shop facilities would permit more effective segregation of inmates in the industrial programme. For example, shops used primarily for maintenance could employ the addict and confirmed criminal groups. Again this would involve some sacrifice of the interests of the addict and criminalistic group, in that relatively little training would be provided for them, but efforts at rehabilitation must be concentrated upon those with whom the chance of
success is greatest. Such a system of segregation would, of course, necessitate thorough control of the shops and housing occupied by the addict and criminalistic groups.

Hospital. It has already been mentioned that the hospital cells are of inside-cell construction, which means that they are cut off from direct access to fresh air and sunlight. Criticism of this plan was registered as long ago as 1921, by a committee appointed to advise upon the revision of the Penitentiary Act and regulations then in force.

72. The committee also recommends that the attention of the Penitentiary Board should also be particularly directed to the question of hospital accommodation in the several penitentiaries. In all of them visited by the Committee the hospitals follow the general type of construction adopted for the main portion of the penitentiary and have therefore what are known as "inside cells" opening on a wide corridor which intervenes between their barred doors and the windows of the building, these being of course also barred. The result is that the sick convicts cannot easily receive sunlight or adequate fresh air and are generally so placed that while in bed they face the cell door and the windows beyond, a position which in a case of many diseases must be particularly irritating to the patient. It is suggested that such a type of construction is quite unnecessary and that, even before any new scheme of penitentiary construction is adopted, the present hospitals should be reconstructed on modern scientific principles. The attention of the Penitentiary Board should be immediately directed to the hospital cells now under construction at the Prince Albert and New Westminster penitentiaries, which should not be completed according to the present plans.7

Despite the recommendation of this committee the original plan of inside-cell construction was followed. The reason for this policy was probably the fear that a dangerous inmate would feign illness, so as to gain accommodation in a hospital cell, and be able to make good his escape if a supposedly less secure type of cell was installed. However, it is felt that with the recent advances in prison design, a modern outside-cell, which would have direct access to fresh air and sunlight, could be made as secure as any of the present inside-cells through the use of modern tungsten core bars. It is the opinion of two prominent (though controversial) criminologists, Professors Barnes and Teeters that, "Outside cells can be made secure enough to hold any type of inmate."

It is suggested, therefore, that the present hospital be reconstructed with outside-cells, employing modern detention sashes. It is believed that the custodial features of the hospital could be made less conspicuous and the area made more bright and airy.

Floor Space and Reconstruction. It is suggested, that a space-layout analysis might be carried out to insure that maximum efficiency is obtained from the limited floor space.

It is felt that certain functions in the institution such as classification, are seriously handicapped by a lack

of space, and it is believed that the advance of the institutional programme in these areas will greatly depend upon such functions being provided with adequate space for their operations. The following recommendations, based on personal observation, are put forth as tentative suggestions for the more effective use of the existing floor space.

It is recommended that additional space should be provided to the hospital to allow for expansion, especially of the psychiatric services. If the present school room space were to be converted into an additional psychiatric ward, there would be sufficient space to permit the isolation of psychiatric patients, the installation of facilities for group therapy or counselling on a fairly large scale, the setting up of more extensive psychiatric treatment facilities such as electro-stimulus and convulsive therapy, and, most pressing of all these needs, the expansion of office facilities for the psychiatrist sufficient to provide space in which to hold interviews and give individual psychotherapy.

In addition to the expansion of the hospital, it is recommended that the Dentist's office be moved from the main floor of the South Wing to the hospital area. This move would facilitate the use of medical supplies and equipment which the dentist may require. Moreover, this space being in the center of institutional activity, is more valuable for administrative purposes.

With the suggested expansion of the hospital into the
present school area, and in view of the inadequate space allowed to the library and its offices; there would arise the need for construction of a new school and library. It is suggested that these facilities could be combined in a new building located in the area now occupied by one set of the H-Huts. It is also recommended that the Bookbindery be located in this new building so as to maintain easy access to the library. The construction of the additional housing recommended would render the H-huts unnecessary, and so make the space they presently occupy available for additional construction. The entrance to this building could be from the B-7 corridor, which is easily accessible from all parts of the institution.

The present classification office is not large enough to accommodate the number of interviews now being given. More space is needed for classification, and it is recommended that the present library space be utilized for this purpose. Four separate offices could be built within this space, one for the Classification Officer, one which would be available for the psychologist, and one as an additional office to be used for interviews by representatives of such outside agencies as the Salvation Army and the John Howard Society.

It is suggested that the In-Service Training Officer be provided with office facilities. The present Dentist's office might well serve this purpose if the Dentist were accommodated in the hospital as has been suggested.
The office space which would be freed by the suggested move of the Classification Officer and the bookbindery, could be put to good use to provide office facilities for the additional professional workers who will be necessary for the development of a full treatment programme.

As space is at a premium within all prisons, it is an accepted practice to use one area as chapel, auditorium, and gymnasium. The installation of folding chairs in the Protestant Chapel would permit it to serve this triple purpose. This would then allow the development of an evening recreational programme.

**Power Plant.** At present, coal oil lamps are used in case of an electrical failure. Such an emergency measure is adequate under the present programme of the penitentiary, in which all inmates are locked in their cells before nightfall. However, should the institution develop an evening programme, such an emergency lighting system would be inadequate to meet custodial needs. Therefore, it is recommended that provision should be made for an emergency electrical supply. A diesel generator, which would go into operation in the event of a power failure, would fill this need.

**Penitentiary Reserve.** The Penitentiary is located on a rather unfortunate site, in that a large ravine passes through the reserve. Objections have been made to suggestions of filling in the ravine because of a duct which runs through
the bottom of it. The difficulties should not, however be insuperable, and it is suggested that engineering assistance be obtained to investigate possibilities of filling in this ravine.

Mention was made, in the reports of the Superintendent of Penitentiaries for the years 1919 and 1928, of efforts being made to do so and it is felt that this project should be revived as its successful completion would provide a considerable area of land adjacent to the penitentiary, and not traversed by public roads. The addition of this acreage would allow for the disposal of the two west sections of the farm, which are traversed by public roads, and are suitable only for inmates classified as minimum security risks. If a separate camp were added to the penitentiary, the greatest part of the farming activities might well be carried on there by inmates classified as suitable for an "open" setting.

Upon the completion of the recommended fill, the present wire fence, with barbed wire on top, which borders a portion of the reserve, could be extended to enclose all the farm land adjacent to the penitentiary walls. Suitable towers could then be located along this fence to provide good perimeter security. It is believed that the farm would then have a moderate degree of security, which would make it more useful for training purposes than it is now. Inmates interested in farming, but classified as doubtful security risks, could then be employed on the farm and so engage in a
training programme suited to their needs.

It is also recommended that two separate enclosed exercise areas be considered, one for the addict and confirmed criminal group, the other for the remainder of the population. At present the entire population can mingle during exercise periods; a condition which acts to nullify the advantages gained by segregation elsewhere.

Synopsis

The penitentiary plant is an example of the maximum security housing which characterized prison construction until recent years. From a custodial viewpoint, the plant is secure, clean, and in good repair, with a layout that lends itself to effective supervision and control of inmates. From the standpoint of rehabilitation however, deficiencies are apparent. Treatment services, such as the classification and psychiatric programmes, are cramped for space, a situation which renders further development in these areas difficult. The isolation of the individual as a result of the lack of group living facilities contributes to his institutionalization. Inmate training facilities also suffer from insufficient space.

To achieve effective expansion of a training and treatment programme, there must be a classification of housing facilities for particular categories of offenders, an increase in treatment and training facilities, and an expansion of
housing outside of the walls to permit needed developments. While it is a truism that a modern plant does not make a treatment institution, it is an equally valid point that the lack of suitable physical facilities can seriously curtail the operation of an otherwise excellent programme.
CHAPTER IV

INMATE TRAINING PROGRAMME

Classification

Personnel. The classification programme, as well as case work services and counselling are under the direction of the Classification Officer and the Assistant Classification Officer. The present Classification Officer is a graduate in social work, and the Assistant Classification Officer a graduate in psychology. It is the duty of the Classification Officer to prepare case histories of all the inmates received in the institution and to make recommendations to the Classification Board for their education, prison employment and general treatment.

The Classification Board is composed of the Warden, who acts as chairman, the Deputy Warden, Chief Keeper, Chief Trade Instructor, Chief Vocational Officer, Psychiatrist, Roman Catholic and Protestant Chaplains, Schoolteacher-Librarian, Plant Engineer, Classification Officer, and Assistant Classification Officer. The Board meets every Wednesday, and each inmate appears before it during the fourth week after his admission. This Board attempts to plan the institutional programme of the inmate in terms of his needs, as shown by interviews with the members of the Board.
Provision for reclassification is made through the establishment of a Work Board. This Board is composed of the Deputy Warden, who acts as chairman, the Chief Keeper, Chief Trade Instructor, Chief Vocational Officer, Classification Officer, and Assistant Classification Officer. This Board meets to make changes in the inmate's work programme. To assist the Board in reclassifying inmates, the Classification Officer compiles six-month summary reports on the inmate, which indicate his progress in the institution.

Classification Process. The Classification Officer interviews each inmate upon admission, and follow-up interviews are held every six months, upon the inmate applying for a ticket-of-leave, or at the inmate's request.

During the initial interview, the Classification Officer compiles a social history of the inmate. A file is then started for each man, to which the reports of the other members of the Classification Board are attached. Should a pre-sentence or probation report have been completed on the individual, this is also placed in his file. If the inmate was arrested by the R.C.M.P., a questionnaire is sent to the arresting officer which, when completed and returned, forms a part of his file. A list of admissions is sent to the Social Service Index, the Department of Veterans Affairs, the John Howard Society, and the National Employment Service, to gain any available information these agencies might have concerning newly admitted inmates. During his stay in the institution,
all material of consequence is included in his file, including such items as institutional offence reports.

The newly admitted inmate is also interviewed individually by members of the Classification Board during his stay in the Reception Area. The Board members who interview the inmate, and submit reports to the Classification Officer, include the Psychiatrist, Chaplains, Schoolteacher-Librarian, Chief Vocational Officer and Chief Trade Instructor. Upon receiving all the reports from the other workers who interview the inmate, the Classification Officer consolidates the material into one report for the review of the Classification Board. A report of the inmate's initial physical examination and a copy of the criminal record received from the R.C.M.P. Fingerprint Section in Ottawa are also submitted for the Board's use. The Physician's report includes an evaluation of the individual's fitness to undertake industrial labour as well as participation in sports.

Each inmate's file is kept in the classification office, and only personnel directly connected with classification have access to it. Should an officer desire information concerning an inmate, he sees the Classification Officer, who discusses the inmate with him. No inmates are allowed access to these files, and precautions are taken to ensure that this rule is observed.
Psychological and Psychiatric Services

Personnel. There is a full time psychologist on the staff of the institution. Such a position had been authorized for some time but budget limitations have not permitted it to be filled until recently. At the time of this survey the Assistant Classification Officer, who has had graduate training in psychology from the University of British Columbia, was administering and evaluating the psychological tests.

A psychiatrist is attached to the institution on a part time basis. He spends the mornings in the institution, where he is assisted by an Assistant Hospital Officer who is a qualified psychiatric nurse.

Psychological Services. There was no regular psychological testing programme in operation at the time of this research, but the Classification Department was in the process of initiating a group testing programme for all new admissions. The only tests used were those administered to inmates referred for testing by the Educational, Vocational, and Psychiatric Departments. These test results are used in planning the institutional programme for the inmate, that is in making decisions regarding vocational training, and in the evaluation of achievement levels in academic studies. The test data also assist the Psychiatrist in his evaluation of the inmate.

Intelligence, interest-aptitude, and personality tests
are given in varying combinations to inmates referred for testing. The major tests used are the Weschler-Bellevue Intelligence Scale, the Revised Beta Examination, the Kuder Preference Record Forms AH and CH, the Benet Mechanical Comprehension Forms AA and BB, and the Revised Minnesota Paper Form Board Test Series AA.

**Psychiatric Services.** Each inmate has an interview with the Psychiatrist at the time of his admission to the Penitentiary. The Psychiatrist then submits a report to the Classification Department giving his evaluation of the inmate. As mentioned previously, some inmates are referred to the Classification Department by the Psychiatrist for psychological testing. Particular attention is paid to young inmates who may be easily influenced, or who have a history of sexual deviations. Follow-up interviews are carried out with certain younger inmates selected by the Psychiatrist. He also sees those who present problems in the institution and those who request to see him. A small number of inmates receive individual psychotherapy. Usually between five and ten inmates are under such treatment, being seen at weekly or monthly intervals, depending upon the nature of the problem involved.

The facilities for psychiatric treatment include a small office for the Psychiatrist, a section of the East Ward in the hospital which contains three hospital cells, and room for three more beds in the corridor. Equipment is available.
for electro-stimulus and convulsive therapy, with treatment being given to approximately ten inmates at the time of this study. Sodium pentathol and methedrine injections are also used by the Psychiatrist in connection with his treatment of inmates.

A programme of group therapy is carried on in the Psychiatrist's office to meet requests from the inmate population for such services. Due to the restricted size of the Psychiatrist's office, where the weekly one-hour sessions are held, and the limited time during which the Psychiatrist is available to the institution, this group had to be restricted to nine inmates.

Transfer to Mental Hospital. All inmates who are diagnosed as psychotic and who do not respond to treatment in the institution, are transferred to the Provincial Mental Hospital at Essondale by authority of the Penitentiary Act of 1939, Section 61. The major provisions of this section are paraphrased as follows:

When the medical officer reports to the Warden that an inmate is insane, the Warden reports the facts to the Commissioner of Penitentiaries who authorizes the transfer to a mental institution. If an inmate so detained in a mental institution recovers to such an extent that he may be released from the mental hospital, he is transferred back to the Penitentiary by authority of the Commissioner of Penitentiaries provided his sentence has not expired.

Section 58 of the Penitentiary Act of 1939, provides for the transfer of inmates, who are diagnosed as being imbeciles or insane within three months after the date of
their admission to the Penitentiary, back to their place of custody prior to admittance to the Penitentiary. In most cases this means transfer back to the Provincial Gaol which held the inmate prior to his being placed in the Penitentiary.

Due to the overcrowded conditions at the Provincial Mental Hospital however, the inmates transferred there for treatment are often returned to the institution while still emotionally disturbed.

As of March 31, 1956, there were three inmates confined at the Provincial Mental Hospital, two under Section 58 and seven under Section 61 of the Penitentiary Act.

Medical and Dental Services

Personnel. The provision of medical services for the institution is the responsibility of the Physician-Surgeon who is engaged on a full time basis.

The Physician has complete charge of the administration of the hospital, being responsible for the medical care and treatment of the inmate population. He is assisted by a Hospital Officer and four Assistant Hospital Officers.

The Hospital Officer is responsible to the Physician for the general administration of medical services, including the ordering of supplies, pharmaceutical and laboratory work, and the general nursing of patients. He is assisted in these

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1 Annual Report of the Commissioner of Penitentiaries for the fiscal year ended March 31, 1956 (Queen's Printer, Ottawa), p. 94.
duties by the assistant hospital officers who perform general nursing duties. One assistant hospital officer is an X-Ray technician and performs all necessary X-Ray work.

Six inmates are employed as orderlies under the supervision of the assistant hospital officers. Inmates help with clerical functions in the hospital. All of the seven inmates working in the hospital are paid the same rates as the remainder of the inmate population.

A Dentist is engaged on a part-time basis, coming in twice a week and making special visits if he is needed urgently.

**Hospital Service.** An inmate is admitted to the hospital when, after examination by the Physician or Hospital Officers, such action is deemed necessary. The other departments directly concerned with the inmate are then notified of his hospitalization, the most important of these being the Chief Keeper's Department which is responsible for the custody of the inmate.

The special diets required by the hospital from the kitchen include liquid, diabetic, soft and dental (post extraction) diets. The food for the hospital, including these special diets, is transported from the kitchen and placed in warming closets until consumed. Special diets are sometimes ordered by the Physician for inmates who are not hospitalized.

During the time of this survey there were sixty-four cases which required temporary hospitalization, and one which
required permanent hospitalization, (an addict whose condition was a result of his drug habit). There were ten chronic and physically handicapped inmates not housed in the hospital but receiving treatment, while there were fifteen such inmates not under treatment.

During the fiscal year ending March 31, 1956 the following numbers of inmates received medical attention:

Medications were dispensed and ill inmates received attention, totalling 18,250 during the daily morning sick parade, averaging about 50 per day. Daily dressings accounted for a total of 2,300 in the year. The Eye, Ear, Nose and Throat Specialist examined 120 inmates. . . . 314 X-Rays were taken by the X-Ray Department.2

Deaths in the Institution. Four inmates have died while under sentence in the Penitentiary during the three years prior to this study, one by suicide through hanging, the remainder from natural causes.

Upon the death of an inmate, it is necessary to notify the coroner as required by section 80 of the Penitentiary Act 1939 in order that an inquest may be held.

The procedure for disposal of the body is governed by section 81 of the Penitentiary Act 1939. This section allows for giving up the body to relatives if claimed by them, to an inspector or professor of anatomy if the relatives do not claim it, or to be decently interred at the expense of the Penitentiary if neither of the above courses of action are followed.

2 Ibid., p. 95.
Physical Examinations. Every inmate, upon admission to the institution, is given a complete physical examination. The result of this examination is reported to the Classification Officer to assist in the development of the inmate's institutional programme. A medical file is opened on each inmate at the time he is admitted, in which the results of all examinations, tests, and treatments, are recorded.

Blood tests are given routinely to newly admitted inmates, while other tests are used when necessary. No vaccinations or immunizations are given. The major portion of the laboratory work connected with these tests is done in the institution by the Hospital Officers, with the exception of blood tests which are sent for analysis to the Department of Health and Welfare in Vancouver.

Sick Call. Sick call is held daily at 7:10 a.m. A medical desk is set up in the Dome where the inmates pass after picking up breakfast from the kitchen. Here an inmate may receive routine treatment for minor ailments such as colds, and prescriptions or treatment already prescribed by the Physician. Should he wish to see the Physician, his name and number are taken for the Physician's parade. Any inmate is free to appear on the sick call, including those in close confinement. The average number of inmates who see the Physician is nine or ten a day. In the case of emergency, the inmate is given immediate medical attention, the Physician being on call for such cases.
A "dressing parade" is also held daily in the hospital between 8:30 a.m. and 10:00 a.m. Here, treatment of minor injuries and follow-up instructions of the Physician are carried out as the case requires.

The Hospital Officer is of the opinion that there is very little malingering amongst the inmates. Should an inmate be suspected of malingering, he is placed on the dressing parade and is examined by the Hospital Officer who, if he thinks it necessary, places the inmate on the Physician's list. Even though an inmate may be suspected of malingering, his case is not ignored. When it is considered necessary, such an individual is referred to the Warden or to the Psychiatrist.

**Medication.** Medicine is dispensed by the Hospital Officer at the medicine desk in the Dome, to the inmate in his cell, or in the hospital, depending upon the nature of the malady and the medication. There are no medicines dispensed by inmates. Simple prescriptions are compounded at the institution, with the remainder being prepared by a licensed pharmacist outside the prison. Stock prescriptions such as tonics, cough medicines and common cold remedies are kept on hand. Such commonly used stock prescriptions include aluminum hydroxide, a variety of cough medicines, common cold remedies and vitamin capsules. Narcotic or pain-relieving drugs are dispensed by the Hospital Officer, or Assistant Hospital Officers, upon the written prescription of the
Physician. The recording, purchasing, storing and dispensing of narcotic drugs is carried out in accordance with a system established by the R.C.M.P., who make periodic inspections to insure conformity.

**Secondary Physical Examinations.** Routine medical re-examinations are held with cases found in need of medical care on the entrance examination. All of those who have been under treatment are given a thorough medical examination prior to their departure from the institution, at which time recommendations and advice are given, if necessary, with respect to the appropriate treatment programme to follow after release.

**Venereal Disease Programme.** All cases which show evidence of venereal disease are referred to the Division of Venereal Disease Control, Vancouver, British Columbia, which gives instructions as to treatment. Should the inmate be released before a number of successive negative laboratory tests have been obtained, he is instructed to report to the Venereal Disease clinic closest to his residence, and the director of the clinic is notified by the penitentiary of the inmate's return and condition.

**Surgical Programme.** The institution is not equipped for major surgical operations and therefore outside facilities must be utilized. The hospitals that are available to the institution for major operations and specialized services
include the Royal Columbian Hospital, New Westminster, British Columbia, and Shaughnessy Hospital, Vancouver, British Columbia. In case of major operations, consultants may be called in at the discretion of the Physician.

Surgery is not only employed for the relief of acute conditions but also for rehabilitative purposes, in certain cases in which the Physician believes that corrective surgery may be beneficial. Waivers of liability are obtained from all inmates before any operation takes place. All minor operations, such as tonsillectomies and circumcisions, are performed in the institution.

**Tuberculosis Programme.** One ward of the hospital is used as an isolation ward for those with contagious diseases. All tuberculosis cases are referred to the New Westminster Chest Clinic, and the instructions for treatment of the specialist there are followed. The majority of the patients in the Isolation Ward spend their time reading and listening to the radio. Hobby supplies are made available to men desiring them. Instructions regarding the patient's diet, exercise, and therapy come from the Chest Clinic, and the patients are restricted to the Isolation Ward to prevent the spread of infection to others.

**Dental Programme.** If the inmate is found in need of dental treatment on his initial physical examination, he is referred to the Dentist. Dental treatment is made available to all inmates without cost within the limits set by the
Penitentiary Regulations which state that the inmate is to be capable of masticating the ordinary prison ration. Anything above and beyond this is to paid for by the inmate from his trust fund.

During his stay in the institution, the inmate may request to see the dentist, but periodic dental examinations are not given as a matter of routine.

Provision of Orthopedic and Prosthetic Appliances. Should there be any possibility of the inmate's health being impaired by the lack of glasses or false teeth, or other appliances of that type, they are supplied at penitentiary expense. In other cases the inmate purchases such appliances at his own expense.

Institutional Sanitation. Routine checks of the institution, and particularly of feeding facilities, are made by the Physician to ascertain that the approved standard of sanitation is maintained.

Discipline. The Physician makes regular visits to the close-confinement quarters in addition to any trips he may make there to give medical attention to an inmate. The Physician has authority to free an inmate from close-confinement, or to countermand other disciplinary measures, if he considers that such punishment is having a detrimental effect on the health of the individual. When full meals have been denied for disciplinary reasons, the Physician may restore them if he sees fit.
Outside Consultation. Inmates may be taken outside the prison for X-Rays and consultation. The main agencies used are the Local Chest Clinic, Shaughnessy Hospital, the Royal Columbian Hospital, and the B.C. Cancer Institute.

In addition, an Eye, Ear, Nose and Throat Specialist visited the institution once each month.

Expenditures. The expenditures for medical services for the fiscal year of 1955-1956 amounted to $701.50 for medical and surgical fees and for X-Rays, etcetera; $600.00 for the services of the Eye Specialists; $704.38 for optical supplies, and $148.80 for dental supplies and services. The total expenditures for medical and allied services for this period amounted to $1,654.68.

Educational Programme

Personnel. The educational services are under the direction of the Schoolmaster-Librarian whose major duties are laid out in the Penitentiary Regulations 1933 as follows:

396 - The teacher shall conduct school during the hours that the shops of the Penitentiary are in operation, as directed by the Warden.

397 - He shall be available to, and shall assist, such convicts as desire his assistance in educational matters, at the several cell gates, as directed by the Warden.

398 - He shall perform Librarian duties generally, and shall cause to be delivered to the cell gates of

3 Ibid., p. 56.
convicts such library books or periodicals as they may be entitled to the use of under the Regulations.

In general, the teacher is responsible for the academic education of the inmate. His duties include: Supervision of the library, school, bookbindery and the inmates employed therein; writing of letters for illiterates; reports to the Classification Officer on newcomers, dischargees, and parolees as a member of the Classification Committee; supervision of special educational classes such as the Dale Carnegie class; purchase of all supplies and equipment for the school, library, and bookbindery; purchase of books and magazines; arrangement of private subscriptions for inmates to magazines and newspapers; lectures to the officers' in service training class; and serving as Chairman of the Hobby Committee.

In addition to the Schoolmaster-Librarian, there is one full-time academic teacher with the title of Assistant Schoolmaster Librarian. He is responsible for the actual instruction of the inmates and assists in the library.

The present Schoolmaster-Librarian and Assistant Schoolmaster-Librarian are both university graduates with a further year of teacher's training.

There are no part-time teachers other than certain lecturers who come into the institution at intervals, as for example the director of the Dale Carnegie courses who is a voluntary non-paid teacher. There are four inmate teachers, one for the school, and three for the Dale Carnegie Course. The inmate teacher in the school provides academic instruction
for those enrolled in the primary grades. He is well qualified by his academic studies, having taken university courses, has a keen interest in the class and is able to establish rapport with them. The three inmate teachers in the Dale Carnegie Course are graduates of that course and assist the director with the teaching and supervision of the class. These inmate teachers are not paid or rewarded by any special privileges, but give assistance because of the interest they have in the courses.

Objectives, Methods and Programme of Academic School. The goal of the academic school is to enable the inmate to acquire, so far as possible, the education necessary for a better vocational and social adjustment, rather than merely giving him the "three R's." With the illiterates, the aim is to teach them to read and write which, in turn, is thought to aid their social adjustment.

The academic training provided is closely coordinated with the vocational training available in the institution. Such a connection exists, for instance, with the training given inmates in the boiler house by the Plant Engineer. Inmates are able to qualify for their fourth-class steam engineering ticket because the school provides them with the necessary background training in such subjects as mathematics and physics. A similar arrangement exists between the school and other vocational shops in the institution, providing the inmate with
the appropriate theory for motor mechanic training and mathematics for machine-shop practice. Any necessary academic training beyond the eighth grade level is provided by correspondence courses.

The educational methods used include formal class instruction, individual and group projects, and educational films and film strips. The text books used in the school are prescribed by the Department of Education and, wherever possible, are designed for adult use. They are carefully selected and adapted to the needs of the pupils. As many as possible of the exercises used in the school are designed specifically for adult students with adult interests.

The Schoolmaster-Librarian interviews each inmate upon admission to the institution, gathering material on his academic background, determining his suitability for school should he desire to attend, and fixing the level he should start at in the academic programme. The assignment of students is based on the needs, abilities and interests of the individual. The teacher has access to the individual's case history to assist him in making such decisions.

There is a policy that there shall be no more than thirty students at any one time in a given class. The actual size of the classes is usually less than thirty, averaging from twenty-two to twenty-five. A relatively small class is considered desirable because the teacher is thus able to provide better instruction and more personal attention.
Mental and achievement tests are used in determining the suitability of the inmate for the various courses, the latter being provided by the British Columbia Department of Education. The tests are used for assignment to courses, together with the teacher's personal tests and observations. Intelligence testing is carried out by the Assistant Classification Officer. The Psychiatrist interviews all inmates upon admission and also gives his opinion as to the suitability of the inmate for school.

Tests designed by the teachers are used for the grades from one to eight to determine promotion. The instruction beyond grade eight is on a correspondence course basis, such courses being furnished by the British Columbia Department of Education, and therefore it is necessary for the inmate to pass the tests set by this Department for advancement beyond the eighth grade level.

School attendance is almost completely voluntary. Compulsion is used very infrequently and then only in cases in which success is anticipated and the individual is definitely in need of further education. Such a situation might arise in the case of an illiterate, with above average intelligence, who had an obvious need of schooling for the improvement of his social adjustment, but who showed little interest in attending school.

Progress records are kept on the educational achievements of all inmates. A complete record of correspondence courses undertaken, and of the progress made in them, is
maintained, as well as a record of class achievements. The information in these progress records is referred to the Classification Officer to assist in building the total record of the individual's behaviour in the institution. This information is also sent to headquarters in Ottawa upon the discharge of the individual from the institution.

The academic school is in session every morning, Monday through Friday. It provides instruction, largely in basic subjects, up to the grade eight level. On Monday, Wednesday, and Friday mornings, the elementary groups from grades one to six receive instruction from the Teacher and an inmate assistant, the latter individual teaching the primary grades. On Tuesday and Thursday morning the intermediate group (grades six to eight) receives instruction from the Teacher. There are no academic courses given in the afternoon or evening.

The academic school is in session for three and one-half hours in the morning, making a total of seventeen and one-half hours per week. The school session follows the regular schedule set by the public schools of the Province. There are no graduation ceremonies from the institutional school, but those who complete their correspondence courses have a certificate presented to them by the Warden before the Classification Board.

At the time of this survey there was one inmate taking correspondence courses from Queens University, one from the
University of British Columbia, and 136 from the British Columbia Department of Education. In addition, twenty-five inmates were engaged in full-time studies in the institutional school, making a total of 163 inmates, or approximately one-third of the inmate population, engaged in academic educational courses.

**Studies Outside of the Classroom.** Study outside of the classroom is carried on in the cells. As much material as possible is covered in the classroom and supplementary material assigned to be done in the cells, which are equipped with a wooden desk and chair, and an extension light. These lights consist of an extension cord, shade, and 40 watt bulb, and are supplied to each student upon the recommendation of the school.

Should a student desire to see a member of the educational staff for individual assistance, he may submit a request to go to the office of the educational staff during an afternoon hour.

**Library Service.** The library is under the direction of the Schoolmaster-Librarian who is assisted in this function by the Teacher and an inmate staff of ten.

Three catalogues are circulated among the inmates. These include a short resume of the contents of each book in the library, as well as the title and author. The inmate may scan the catalogue while in his cell and make his choice of
books from it. A card is provided on which he fills in his choice of books. The card is then returned to the library, and the book chosen is taken to the cell by an inmate runner. Fiction and non-fiction books are issued as often as four times weekly while magazines are distributed daily. Reference books, school texts, and books allied to inmates' studies are available on request. The magazines available for distribution are listed and, at the time of his arrival in the institution, each inmate selects from this list the magazines which he desires to read. A copy of his selection is kept in the library, and each week the magazines he has requested are delivered to his cell. The institution subscribes to approximately twenty-five general interest magazines and twenty trade journals, of which several copies of each are obtained. This supply is augmented by the private subscriptions of inmates. An inmate may subscribe to suitable newspapers, magazines, or books directly from the publishers, providing he has money in his trust fund. An inmate having a private subscription is allowed to retain a magazine for two weeks, after which period it is turned into the library and made available for distribution to other inmates.

The Library contains reference volumes and sets of the Encyclopedia Britannica as well as other materials in connection with the educational courses. Each of the vocational shops has a library of some ten to thirty books pertaining to the trade being taught. On March 31st, 1956, there were

4 Ibid., p. 96.
5,078 volumes in the library, of which 3,495 were fiction, 975 non-fiction, and 608 were reference volumes. The circulation for the fiscal year ending March 31st, 1956 amounted to 34,761 volumes of fiction and non-fiction and 189,103 magazines. The circulation of private subscriptions which includes newspapers and magazines, totalled to 38,112 copies.

The books are well maintained and the institution has its own book binding and repair services which are adequate to preserve the library collection.

The books for the library are purchased by the Schoolmaster-Librarian on the authority of the Commissioner, from funds supplied by the Federal Government and set aside in the annual estimates. During the fiscal year ending March 31st, 1956, $524.28 was spent on library books for the institution. The books coming into the institution are selected by the library board which consists of the Roman Catholic Chaplain, the Protestant Chaplain, and the Schoolmaster-Librarian. Books which are considered sexually stimulating, which ridicule the forces of law and order, or degrade existent social institutions are barred.

The institutional library is not directly affiliated with the local or Provincial libraries, but receive co-operation from them. The Open Shelf Division of the Provincial Public Library sends books to those inmates who

5 Loc. cit.
6 Loc. cit.
request them, usually in connection with correspondence courses. Such requests are screened to avoid requests for volumes available in the prison library or unsuited for prison use. The Schoolmaster goes to the New Westminster Public Library to borrow books for inmates on his own card. This library has been very co-operative in giving assistance. The resources of the University of British Columbia Library may be used through contact with the Extension Department to obtain special books which cannot be found elsewhere.

**Affiliations of the School.** The educational system of the institution receives assistance from the University of British Columbia, Queens University, and the British Columbia Department of Education. The Extension Department of the University of British Columbia has arranged a series of general interest lectures, occurring about once a month, as well as correspondence courses at the university level. Correspondence courses are also made available by Queens University. The British Columbia Department of Education makes available both high school and elementary school correspondence courses for those who wish to further their education but are unable to attend school in the mornings, as in the case of inmates working in the kitchen and on other full-time jobs.

**Correspondence Courses.** Correspondence courses of both an academic and a vocational nature are available to inmates.
At the time of this study there was one inmate working on a correspondence course from the University of British Columbia. Another inmate has now completed all the correspondence courses available for credit towards his Bachelor of Arts degree. As mentioned previously, there were approximately 136 students studying correspondence courses given by the British Columbia Department of Education. Fifty-eight courses were completed with twelve students succeeding in completing their courses, while eighty-three others were discharged before completing their courses, and only two courses were dropped because of lack of interest.

A high degree of success is claimed for these courses. Inmates on occasion complete grade twelve, and it is possible for them to gain senior matriculation standing. The members of the educational staff offer as much assistance as their time permits to those enrolled in correspondence courses. However, the primary concern of the educational staff is to bring those inmates in the lower grades up to a grade eight level and to provide the necessary instruction to those engaged in vocational training. Therefore, only rather limited help can be given to the inmates who wish more advanced training.

Those inmates who take correspondence courses from the universities must pay for them, but all courses from the British Columbia Department of Education are supplied at no cost either to the inmate or the Federal Government. If the inmate is unable to buy the necessary text books, they are
loaned to him by the Department's Correspondence Branch. Books from the Open Shelf Division of the Provincial Library at Victoria are also made available to inmates taking correspondence courses. No inmate is deprived of any opportunity for education through the lack of adequate finances. In the past there have been four inmates enrolled with the International Correspondence School. Those who enroll with this school pay their own fees. Those engaged in correspondence courses from the British Columbia Department of Education receive credit toward whatever certificate they may be aiming for upon successfully completing the necessary examinations. The examinations are sent by the Department of Education to the institution, and the writing of the examination is invigilated by the educational staff of the Penitentiary. Upon completion, the examinations are sent back for grading.

The institutional school is not recognized by the British Columbia Department of Education because the classes do not operate on a full-time basis. However, should an inmate reach the eighth grade level and wish to gain recognition for this work, he may enroll in the Department's correspondence courses and write an examination, receiving a certificate if he passes.

**Specialized Adult Education.** An effort is made to conduct an educational programme on an "adult education" basis by means of visiting lecturers from the University of British Columbia and the Dale Carnegie course. The latter course is
a series of sessions on effective speaking, human relations, and memory training. The aim of the course is to develop a sense of confidence within the individual and to increase his ability to get along with other people. The course was introduced into the institution in 1951. It consists of sixteen all day sessions held on Saturdays in the school room. In the mornings it is led by three inmate directors who are graduates of the previous courses given in the institution. In the afternoon, Mr. W.C. Angus, the director of Dale Carnegie courses for Western Canada, leads the class. The fourth class was taking the course at the time of this research. The number of inmates in each class is restricted to thirty-five by the small size of the school room. At the end of the course the students have a graduation banquet.

The purpose of these lectures and courses from outside sources is to broaden the experience and perspective of the inmates, to stimulate their thinking and interests, and to give them a feeling of identity with the larger society. This activity seems to provide a healthy outlet for emotional tension, thus combatting the degenerative effects of institutional life.

Leisure Time Activities. During their leisure time in the evenings, inmates may devote themselves to hobby work, reading, writing, studying, or merely listening to the radio over the earphones in their cells. After the inmates are locked in their cells in the late afternoon they are allowed
to talk to each other for one hour, after which they must remain silent.

It is believed by staff that the inmates enjoy this quiet period and therefore, a separate area of forty-four cells has been set aside for those with noisy hobbies to prevent them from disturbing the whole institution. However, because of the overcrowded conditions existing in the institution, there are no more cells available for this purpose, a fact which somewhat restricts the choice of hobbies for new inmates. Otherwise, there is no limit on the hobbies an inmate may have so long as they can be done in the cells and do not endanger the security of the prison.

During the day all inmates are assigned to some occupation or activity such as work, exercise, interviews or school. Therefore, there are no leisure-time activities during these hours. On holidays and Sundays, in addition to the usual cell recreation, there are motion pictures, live concerts, indoor and outdoor sports, as well as church on Sunday mornings. No sports or concerts are allowed while church is in progress.

For the less active inmates, cards and card tables are available in the Dome during the time allotted for sports on holidays and Sundays. The convalescent patients in the hospitals have full hobby privileges, with the majority engaging in reading, listening to the radio, and playing cards. The radio is kept on during the day if the patients
in the hospital are listening to it.

**Inmate Organizations.** The main inmate organization is the Inmate Welfare Committee. This committee appoints sub-committees to handle such matters as sports, radio, hobby, music and the institutional inmate paper. The function of these committees are advisory. They have no authority, but their recommendations, if reasonable, are followed by the administration.

Facilities are provided for committee meetings in the Deputy Warden's office, Officers' Lounge, or the Roman Catholic Chaplain's office. At these meetings, supervision is provided by a member of the penitentiary staff.

**Religious Programme**

**Personnel.** There are two full-time chaplains assigned to the institution, one Protestant and one Roman Catholic. Their main duties are described in the Penitentiary Regulations of 1933, as follows:

Section 341. The Roman Catholic Chaplain shall have the spiritual charge, and be responsible for the religious instruction, of all convicts who are reported to him by the Warden as being adherents of the Roman Catholic Church, and the Protestant Chaplain shall have the spiritual charge, and be responsible for the religious instruction of all convicts who are reported to him by the Warden as being adherents of the Protestant Churches or denominations.

Religious activities by part-time and voluntary personnel include services by the Salvation Army on one Sunday in each month, by the Gideons every fifth Sunday, and
the assistance of a Jewish Canon and a voluntary organist and choir leader. Services are held for the Jewish inmates two or three times during the year at the time of their religious holidays. Authority for such non-institutional religious personnel to visit the institution is given by the Penitentiary Regulations 1933:

Section 347. Regularly ordained clergymen of any religious denomination, or other persons who in their own religious denomination have the same standing as a regularly ordained clergyman, shall be permitted, at times to be fixed by the Warden, to visit the Penitentiary for the religious instruction of such convicts as may be adherents of the same denomination as the clergymen or other persons so visiting.

Over the cell door is painted the inmate's name and number, the colour red designating that a Roman Catholic occupies the space and black lettering indicating that the occupant is a Protestant or belongs to some other denomination.

The duties of the Chaplains, in addition to providing regular religious services, include direction of the inmate choir and Bible classes, arranging for outside choirs, showing of religious films, distribution of religious magazines, interviewing inmates in connection with the classification studies, giving personal guidance and assistance to inmates, attending the Alcoholics Anonymous meetings, visiting the home of inmates, and writing to the relatives of inmates concerning problems which arise.
Religious Services. The Roman Catholic services are held in a Chapel designed for that purpose every Sunday and on special religious occasions. The Protestant services are held in a separate Chapel on a similar schedule, with both services being of approximately three-quarters of an hour in duration. Attendance is voluntary, and about forty per cent of the inmate population take advantage of the opportunity to participate.

Inmates who are neither Protestant nor Catholic in faith, e.g. Hebrew, Oriental and Doukhobor are considered the responsibility of the Protestant Chaplain and may attend his services if they so desire.

The Chaplains act as members of the Classification Board, submitting reports on each inmate, and attending the meetings of the Board.

Inmate Discipline

Rights of an Inmate. The Penitentiary Act 1939, describes the rights of an inmate:

Section 66 (1) Every convict shall, during the term of his confinement, be clothed, at the expense of the penitentiary, in suitable prison garments.

(2) He shall be supplied with a sufficient quantity of wholesome food.

(3) He shall be provided with a bed and sufficient covering varied according to the season.

(4) He shall, except in case of sickness, be kept in a cell by himself at night.

Anything awarded over and above such rights, is
considered a privilege, and may be withheld for disciplinary purposes.

Institutional Rules. A copy of the Rules of Conduct and Prison Offences is given to each inmate upon admission. The Warden sees the inmate shortly after admission, and discusses these regulations with him. These rules are formulated by the Warden, and are subject to the approval of the Commissioner of Penitentiaries. Every staff member is responsible for the enforcement of the rules, although this function is primarily the responsibility of the custodial staff. The major requirements of these rules are paraphrased below.

Inmates shall promptly obey all orders, refrain from damaging property, shall not leave his appointed location without permission, treat all officers with respect, and shall not have in his possession unauthorized articles. He may request to see the Physician, Warden, or a Commissioner upon his visit to the penitentiary. For escape or assault upon an officer, or attempting the same, the inmate loses all remission and may be awarded additional punishment.

Offences and Punishments. Punishments are imposed by the Warden only after a hearing in Warden's Court. Officers are not allowed to administer punishment except on authority of the Warden.

Upon an infraction of the rules by an inmate, the Officer in charge fills out a report which is submitted to the Deputy Warden. The inmate then appears in Warden's Court, where the Warden hears evidence concerning the
complaint, and makes a decision from which there can be no appeal. The inmate is allowed to present witnesses to the Court, and may conduct his own defence. In certain cases, the Warden consults with the Psychiatrist regarding the offence and the determination of a suitable penalty. Should corporal punishment be proposed by the Warden for an offence, the approval of the Commissioner of Penitentiaries must be obtained before that penalty is carried out. A report of all punishments awarded to an inmate must also be forwarded to the Commissioner for review.

The following rules, paraphrased from the Penitentiary Regulations 1933, give an outline of offences and punishments:

An inmate shall be guilty of an offence if he: assaults an officer; disobeys an order; is idle or refuses to work; leaves his location without permission; damages property; commits any nuisance; has unauthorized articles in his possession; has unauthorized contact with a visitor, officer, or another inmate, or neglects to keep himself and his cell clean.

For any of the foregoing offences the Warden may award any one of the following punishments: forfeiture of smoking, conversational, or library privileges; forfeiture of remission of sentence; hard bed, restricted diet; confinement in an isolation cell; or a deduction from the remuneration the inmate may have earned.

The Warden may have an inmate flogged or strapped for: violence to an officer or another inmate; escaping; gross insubordination; revolt, mutining, or incitement to the same; damaging or destroying property; or attempting to do any of the foregoing things.

The restricted diets, given as a means of punishment are governed by the Penitentiary Regulations 1933, Appendix 111, which reads as follows:
No. 1 Diet
(a) This diet, when given for a period of three days, or less, shall consist of:-
1 lb. of bread per diem with water
(b) This diet when given for more than three days shall consist for alternative periods of three days of:-
(1) 1 lb. of bread per diem with water
(2) The diet prescribed for convicts employed on ordinary industrial labour according to sex.
(c) No task of labour shall be enforced on any one of the days on which bread and water constitutes the sole food supplied to the convict, who may nevertheless, be allowed the option of performing suitable labour in the cell.
(d) No convict who has been on No. 1 Diet shall be placed upon this diet for a fresh offence until an interval has elapsed equal to the period already passed by the convict on No. 1 diet.

No. 2 Diet
(a) This diet when given for a period of twenty-one days, or less, shall consist of:-
Breakfast - Bread 8 oz. with water.
Dinner - 1 pint of porridge containing 3 oz. of oatmeal.
- Potatoes, 8 oz. Bread, 8 oz. with water.
Supper - Bread, 8 oz. with water.
(b) This diet when given for a period of more than twenty-one days shall consist of:-
(1) For the first twenty-one days, the diet as at 2(a)
(2) For the next seven days the diet prescribed for convicts employed on ordinary industrial labour according to sex.
(3) For the remainder of the period, the diet as at 2(a)
(c) If a convict while on No. 2 diet should be guilty of misconduct, No. 2 diet may be temporarily interrupted, and the convict may be placed on
No. 1 diet for a period not exceeding three days: on the expiration of the period awarded on No. 1 diet the convict shall resume the diet originally ordered, and the period passed on the No. 1 diet shall count as part of the period originally awarded on No. 2 diet. Provided that no convict who has been on No. 2 diet for a period of twenty-one days continuously shall be again placed on either No. 1 or No. 2 diet until after the expiration of one week.

Corporal punishment is given by the paddle or lash. Such punishment may also be administered as a part of the sentence if the Court so orders.

Silent Periods. Certain silence requirements are in operation at intervals. These requirements are printed in circulars, for distribution to the inmates.

The major elements of these regulations are to the effect that inmates may not talk when out of their cells and proceeding to and from Churches, the kitchen, or any other place in the institution. In the evenings they may talk for one hour after they are locked in their cells, but remain silent after the close of this talking period which is signalled by two long rings of a bell.

Remission and Remuneration

Remission. The major privilege to be earned by the inmate is that of statutory remission or "good time," which may be deducted from his sentence. Remission may be earned at the rate of six days per month, except that after an inmate has earned seventy-two such days, he receives ten days
remission for every subsequent month during which his conduct and industry are satisfactory.

The awarding of remission time is governed by the Penitentiary Act and the Warden does not have power to award extra remission, although this is done in some provincial institutions where it is known as "Warden's time."

**Ticket of Leave.** The inmate may apply to the Remissions Service of the Department of Justice at any time for release from the institution on a ticket-of-leave, or someone else may make such an application on behalf of the inmate.

Each case is investigated by a representative of the Remissions Service, and the deserving cases are extended the royal prerogative of mercy, and are released under stated conditions before the full expiration of their sentence. During the fiscal year 1955-56 ninety-two inmates were released on ticket-of-leave.

The inmate released under the authority of the Ticket-of-Leave Act is governed by the following conditions which are printed on his licence:

1. The holder shall preserve his licence and produce it when called upon to do so by a Magistrate or Peace Officer.
2. He shall abstain from any violation of the law.
3. He shall not habitually associate with notoriously bad characters, such as reputed thieves and prostitutes.
4. He shall not lead an idle and dissolute life, without visible means of obtaining an honest livelihood.

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In addition to the above conditions, the Remmissions Service may impose any others which are thought to be in the best interests of the inmate.

**Remuneration.** The inmates are graded through a system which relates the pay which they receive to their behaviour and conduct. A copy of the rules governing remuneration is given to the inmate upon admission, explaining to him the details of this plan. Certain excerpts from this document are summarized below:

Everyone, upon admission, will start at Grade 1 and spend not less than three months in that grade. If at any time after that period you qualify for Grade 2 and are upgraded accordingly, you will spend at least three months in that grade before being considered for Grade 3.

In cases of breaches of prison discipline by inmates in Grade 3 or 2 the Warden will direct immediate downgrading if in his opinion such downgrading is warranted by reason of the nature of the offence, and anyone so downgraded shall not be considered for up-grading until a period of at least three months has elapsed.

**Community Contacts**

**Mail Privileges.** Inmates are permitted to receive mail in the form of letters, books, magazines and papers. There are no limits on the amount of mail an inmate may receive and, in fact, the only major requirement is that the books, magazines, and papers must be of a type judged suitable for the inmate. A further limitation is that the inmate may receive letters only from those to whom he is permitted to write letters.

Inmates are allowed to write four letters each month.
In addition, a letter may be written and a reply received in lieu of a visit. The rules governing letter writing are the same for all inmates, irrespective of conduct, grade, marital status, or number of relatives. There are certain restrictions as to the persons to whom an inmate may write. Correspondence is permitted with wives, children and members of his immediate family.

Upon arrival at the institution the inmate is given a copy of the instructions concerning correspondence and visits and is required to enter on a form supplied to him, the names and addresses of the people with whom he wishes to correspond. In addition, the inmate may submit a request to the Warden for permission to write to a friend or to send a business letter. The Warden, who hears all such requests in Warden's Court, may permit correspondence with a male friend providing that the inmate is not also writing to a relative. The inmate may also correspond with his fiancee providing the engagement is bona-fide and approval is given by the Warden. An inmate may also write his common-law wife, if he has been supporting her for a year prior to his admittance to the penitentiary. Inmates may write to the Prison Commissioners on permission of the Warden, such letters being censored in the usual manner.

The institution provides the inmate with supplies for letter writing, namely one sheet of rule paper (on which he may write on one side) and postage. Attached to the top of
the paper is a form for use by the censor's office, on which the inmate fills in his number, name and address, and relationship to the correspondent. This form is retained by the Censor and constitutes the record of correspondence of the inmate. The envelopes supplied have no penitentiary markings, and the return address printed on the envelope is merely, "P.O. Box M, New Westminster, B.C., Canada."

Letters addressed to inmates which are written in a foreign language are sent to Ottawa for translation and censoring before being given to the inmate. Any letter written by an inmate in a foreign language is similarly processed before being released for mailing.

The only packages the inmate may receive are those which contain materials to be used in his studies, hobby, or other authorized activity, and all packages are searched to detect possible attempts to smuggle in contraband. All material which is sent to the institution is noted by the Censor in the inmate's file. No food may be sent to the institution for an inmate, and any clothing received is held until its recipient is released. All cheques received for an inmate are deposited in his trust fund account.

All inmate mail, both outgoing and incoming, is censored under the power given by the Penitentiary Act, section 79:

The Warden of a penitentiary, or any officer thereof deputed by him for the purpose, may -
(a) Open and examine any letter, parcel or mail matter received at the penitentiary, through the mail or otherwise, addressed to or intended for any convicts;

(b) open and examine any letter, parcel or mail matter which any convict desires to have sent out by mail or otherwise;

(c) withhold from a convict any such letter, parcel or mail matter addressed to him or intended for him, or destroy it, or otherwise deal with it as required or authorized by the rules and regulations;

(d) detain or destroy, or remove or obliterate objectionable contents of, or otherwise deal with, any letter, parcel or mail matter, which a convict desires to have sent out from the penitentiary.

The Censor's office is located in the top floor of the front administration building. Sometimes the contents of letters are reported to the Warden, Deputy Warden, Classification Officer or Chaplain, depending upon the nature of the material. Mail may be withheld from the inmate entirely, or objectionable items obliterated, such contents including reference to the penitentiary and its staff, criminal activity, and other matters adversely affecting the public interest.

Visiting. There are two visiting rooms, one in which the inmate sits with a wire mesh between him and his visitor, the other with a table which has center partitions above and below, and at which the inmate and his visitor sit on opposite sides. Careful precautions are taken to prevent the introduction of contraband. Elderly people, or those who are hard of hearing, are given preference in having table visits, though this is not always possible because of security problems and overcrowding.
The inmate is allowed one visit per month and one additional visit every three months if, in the Warden's opinion, this is in the best interests of the inmate. Visits are held every day except Sundays and legal holidays between the hours of 9:00 and 11:00 a.m., and 1:30 and 4:00 p.m., with each visit lasting for one-half hour. The Warden has authority to extend or restrict visiting privileges and may, providing the circumstances warrant it, permit an extra visit or a visit of longer duration than one-half hour. Those who are allowed to visit the inmate in the institution, are the previously mentioned family members, or if none, friends of the inmate who are approved by the Warden. An ex-prison inmate may visit an incarcerated relative upon permission being granted by the Warden. If the family knows that the individual is in prison, a copy of the visiting regulations is sent in the first letter the inmate writes home. All inmates have visiting privileges, including those undergoing disciplinary action in close confinement.

Special visits are allowed, upon permission being granted by the Warden, in the case of illness or emergency. In the case of inmates who are seriously ill, permission is granted for special visits to take place in the hospital, such visits being permitted for religious advisors, lawyers and business callers.

Visits are permitted only under the surveillance of an officer. The conversation during the visit is required to be
in English and must be loud enough to be heard by the supervising officer. The Classification Officer or Chaplain may supervise an inmate's visit should there be some personal problem involved, but Censor Officers ordinarily supervise the visits. Inmates are not permitted to embrace their visitors due to the possibilities of contraband being passed in such contacts.

The visitors must have some identification and, if the Warden believes it is necessary, the visitor may be searched, but this is not usually done. Should the visitor refuse to be searched, the Warden may deny admission, or suspend the visit if it is already in progress.

It is not essential that the visitor make prior arrangements for a visit, although some do. A record is kept of the date and hour of all visits and the names of the visitors. Not more than three visitors are permitted at the same time, but children are allowed to visit.

Inmates have an opportunity to visit each other during the regular recreational periods on the week ends. Should an inmate confined in the hospital have relatives in the institution, they are allowed to visit the inmate, with the permission of the Warden.
Vocational Training

Programme. The vocational training programme of the institution is under the direction of the Chief Vocational Officer, who is responsible to the Deputy Warden. Vocational training is carried on in some shops of the institution and is supplemented by an academic programme. Practical instruction is given in the shop conducting the vocational training, while the academic work is furnished through the institutional school and correspondence courses. Efforts are made to integrate theory with practice, and the aim of the vocational programme is to foster a proper attitude toward society on the part of the inmate, as well as providing him with technical training in trades equivalent to that received by those undergoing apprentice training outside of the institution.

Vocational training is combined with the industrial and maintenance activities of the institution. Certain shops have vocational training programmes in operation, namely the Drafting Shop, Garage, Machine Shop, and Vocational Carpenters Shop. In the Canvas Shop, Shoe Shop, Masonry Shop and Paint Shop, a programme of "control training" has been inaugurated. The remaining shops are industrial and maintenance operations, in which the only training given is on an "on-the-job" basis.

The work activity of the institution may be divided into four main areas: industrial, farming, engineering and vocational. The industrial shops function primarily for the physical needs of the institution and the manufacture of
revenue producing goods. However, "control training" is carried on by the shop Instructors who work with small numbers of inmates, teaching them the rudiments of the trade. This is not allowed to interfere with the work being done in the shop as institutional work requirements are given priority.

A course in upholstery has been in operation in the Canvas Shop for the past two years on a control training basis. A syllabus covering various phases of the trade is used, and an effort is made to follow this outline by classifying revenue projects on the basis of the type of training involved in their manufacture, and using them for training purposes. The assignments of inmate trainees are rotated in connection with the various articles manufactured, so that they receive instruction in as many of the phases of upholstering as possible. The Canvas Shop Instructor prepares and submits individual reports on trainees at the end of each month.

One inmate was receiving instruction in shoe repairing on a control training basis at the time of this study and a syllabus for this training was in the process of being prepared. Moreover, a course in Bricklaying has been started by the Mason Instructor with seven inmates, and a syllabus had been approved for the course.

It was hoped that a course in paper-hanging would be given by the Paint Shop Instructor, and a syllabus had been prepared and approved, but the pressure of institutional work projects had not permitted time for such a course at the date of this writing.
The institutional farm was not used as a basis for either vocational or control training, but the farm staff expressed a desire to initiate such a programme at some future time.

The Chief Engineer had a vocational training programme in operation, and arrangements had been made so that the inmates employed in the Boiler House could qualify as fourth-class engineers. Correspondence courses in engineering were available with guidance and instruction being provided by the engineering staff. The regular examinations for qualification as a fourth-class engineer are given by Provincial authorities in the institution. Approximately thirty inmates passed these examinations during the time of this study.

Selection of Trainees. Trade-training is carried out by the vocational training staff. Any inmate can request vocational training upon his reception in the institution. While in the reception area, the inmate is interviewed by the Chief Vocational Officer, who notes all who may be suited for vocational training. The inmate is again interviewed after discharge from the admission area to confirm his training plans and may then participate in the training activities. A file is started on each inmate who enters the vocational training programme.

Upon admission to vocational training, the inmate begins a drafting course which is used as an orientation to vocational training. This course allows an assessment of the
illman and, when he applies for a more specialized course of his choice, the staff can better judge his sincerity and the suitability of the training for him. Admission to the vocational courses is limited therefore, to those whom the staff believe would derive the greatest benefit from the training. No tests are given for admission to the drafting course, but the Drafting Instructor keeps a record of each inmate's progress and tries to direct the trainee's interest along constructive lines.

Actually, there are two drafting courses, a full-time vocational drafting course, and a part-time course which is used as a screening device for candidates. At the time of this study, there were eight students enrolled in the full-time course and fifty-four in the part-time course. The syllabus of the part-time course is divided into phases designed to cover part of the related training in drafting for draftsmen, carpenters, tinsmiths, machinists, and motor mechanics, these being the vocational courses available to the inmate.

The eight inmates engaged in the full-time drafting course were following a syllabus generally required by the apprenticeship board of the Province. An inmate instructor is used for teaching mechanical drawing, the remainder of the instruction being carried out by the Drafting Instructor.

Inmates in Grade 1 may earn twelve cents per day; Grade 2, eighteen cents; and Grade 3, twenty-four cents. Out of this the inmate must save a minimum amount per week. For those inmates in Grade 1 this minimum is eighteen cents, Grade 2 twenty-four cents, and Grade 3, thirty cents. The rest may be spent in the inmate commissary.
The following factors are taken into account in grading inmates: work habits, co-operation and responsiveness, efforts of perseverance, personal habits, and attitude towards other inmates.

A grading chart is prepared for each inmate by the Officer in charge of his work. Such charts are checked by a Screening Committee composed of members of the Work Board, who decide the grade to be awarded to the inmate. The number of inmates allowed in each grade is limited in accordance with the following schedule: forty per cent of the inmates may be in grade one, forty-five per cent in grade two, and fifteen per cent in grade three. A promotion to a higher grade occurs when a vacancy exists in the proportion of the population allotted to that grade.

When a vocational training course is about to commence, an announcement is broadcast through the loud speakers located in the institution, describing the details of the course and the procedure for application. This scheme informs the entire inmate population of vocational training opportunities. All candidates for the course are then interviewed by the Chief Vocational Officer, to afford initial screening and eliminate applicants who lack interest or the time or competence to complete the course. All relevant data are used in the process of selection, and those who signified their desire for vocational training upon reception and who were placed in the part-time drafting course are given preference, providing that they have exhibited interest and competence through their application to this course.
After the initial interviewing process, tests of intelligence and aptitude are administered to the remaining candidates by the Classification Department. Trainees are selected on the basis of the following criteria: Individual needs for rehabilitation, results of the psychological tests, reports from members of the staff, nature of their offence, work habits and behaviour pattern.

The final selection of the candidates for the course is a responsibility of the Vocational Training Committee. This Committee is composed of the Deputy Warden (Chairman), Chief Trade Instructor, Classification Officer, Schoolmaster-Librarian, and the Chief Vocational Officer. The Instructor giving the course is also consulted on the selection of candidates. The making of any changes in the assignment of trainees, or the discontinuance of the training of a particular inmate, is also done by this committee.

Courses. A Motor Mechanics Course is available and is divided into "theoretical" and "practical" sections, the theoretical part consisting of classroom instruction for five months, the practical part, which also lasts for five months, involves work on such garage projects as maintenance of institutional vehicles and repairing of automobiles owned by members of the staff. At the time of this writing thirteen inmates were in this course, with six receiving theoretical instruction and seven engaged in practical projects. A record is kept of the nature of the practical work, and the
time taken to complete each project. Thus, each trainee is given a well balanced programme of work in motor mechanics, thereby providing as fruitful an experience as possible. Inmates are also assigned the task of looking after tools, partly with the aim of helping them to develop a sense of responsibility in such functions.

The machine shop has a Vocational Course for the teaching of machine shop skills. Institutional projects receive a priority, but all possible time is devoted to training. At the time of this writing ten inmates were engaged in training in this shop, eight of them in machine shop practice, and two in metal spinning. Trainees are rotated among work bench, lathe, grinder, miller and shaper, with a record being kept to show the projects which have been completed by each individual, and the time spent on various jobs. The trainees progress to more complex assignments and machines according to their ability, skill and knowledge. Scrap material is recast and utilized as practice material. The machine shop instructor's office is used as a class-room where he gives instruction to the trainees when time is available. The greatest part of the training is on a "learn-by-doing" basis.

The most recent addition to the curriculum is the Vocational Carpenter's Course which started December 9th, 1954. There are two carpenter shops in the institution, one a purely industrial shop and the other designed for vocational training. A syllabus for the training of apprentice
carpenters is followed under the direction of the Vocational Carpenter Instructor. At the time of this writing eleven inmates had been selected for this training, ten being assigned to general carpentry and one to saw filing. The necessary machinery was scheduled for installation to be ready for use by the time the inmates advance beyond a stage in which only hand tools are required.

Monthly reports are submitted by the Shop Instructors on all vocational trainees, providing a description of each inmate's progress in the course, with an assessment of his workmanship, aptitude, related knowledge, care of tools, use of equipment, and shop habits.

Industrial Programme

Personnel. The industrial activities of the penitentiary are under the management and control of the Chief Trade Instructor, who is responsible to the Warden for the direction of the various shops as well as the construction, repair, and maintenance work in the institution. The remainder of the industrial staff includes an Assistant Chief Trade Instructor, two Instructor Carpenters (one vocational, one construction), one Instructor-Tailor, one Instructor-Laundryman, one Instructor-Blacksmith, one Instructor-Tinsmith, one Instructor-Machinist, one Instructor-Canvas Work, one Instructor-Painter, one Instructor-Showmaker, one Instructor-Garage, one Assistant to the Garage Instructor, one Instructor-Mason, one Instructor-Plasterer, one Instructor-Plumber, and one Instructor-Electrician. There are also two
custodial officers, one of whom is attached to the Carpenter Shop and the other to the Tailor Shop. These shop instructors are chosen for ability and knowledge in their respective trades and in terms of their attitude and effectiveness in the teaching and management of inmates.

A special branch of the Penitentiary System controls the administration of Canadian Penal Industries for the purpose of encouraging useful and needed work in all of the Canadian Penitentiaries. Therefore new construction, as well as alterations to existing buildings, are controlled by the Engineering Branch of the headquarters staff in Ottawa.

No penitentiary products are sold on the open market, nor may any sales be made other than to some branch of the Federal Government. Moreover, no convict may be employed on any labour which is not under the control of the Crown. Production is entirely on a contract basis, with approximately ninety per cent of the contracts being procured by the Industrial Division in Ottawa and the remaining ten per cent consisting of local arrangements which are approved by Ottawa.

The revenue production for government use includes the manufacture of cells for the Royal Canadian Mounted Police, trash baskets for national parks, metal spinning products, shoes, clothing, road signs, repair of mail bags and the maintenance and repair of post office boxes. Production for institutional use includes officers' uniforms as well as inmate work and discharge clothing.
The purchase price of the goods produced is regulated through tenders submitted to Headquarters in Ottawa before the work is commenced. The style and quality of goods is determined through plans and specifications sent by the Industrial Branch in Ottawa to the institution. The officers of the institution may purchase prison made products, but no inmate may be otherwise employed for the personal benefit of any officer.

In November, 1954, the total number of inmates in the institution was 616. Of these 616 inmates 74 were considered unemployable, this latter group including the Doukhobors as well as the sick and infirm. The total number of inmates unemployed because no work was available for them was 102. As of May 31, 1956, the population had shown a rise to 711 inmates which has further aggravated the problem of finding suitable employment for inmates.

The Chief Trade Instructor acts as the director of the work programme of the institution. He organizes and co-ordinates the production of the shops and insures fulfilment of the institutional requirements. He acts in the capacity of a production manager in meeting production deadlines for any contracts the penitentiary may have undertaken to fulfil. All buying is done through the Purchasing Agent in Ottawa, to whom are sent requisitions for the materials required for industry, construction and maintenance.

The Shop-structors are responsible for the efficient functioning of their respective shops and, in shops where
there are no custodial officers, they are responsible for the conduct and discipline of the inmates under their control. In the Carpenter Shop and Tailor Shop custodial officers are responsible for the conduct and discipline of the inmates.

**Industries.** The following industries are in operation at the penitentiary: tailoring, carpenter and cabinet work, tinsmith work, machine shop and metal spinning, canvas work and upholstery, painting and sign making, shoemaking and repairing, bookbinding, garage work, masonry work, and brick and cement block manufacturing.

The shops are equipped with such custodial features as bars on the windows, "shadow boards" for the tools, and locked gates to each shop. The following regulations from the Warden's Standing Orders apply to rest periods and smoking:

1. Work gangs may take a rest period during the morning and afternoon periods of labour.

2. Smoking may be permitted during working periods for gangs working outside the walls at such time as the Officer in charge directs, once in the morning and once in the afternoon.

3. The duration of such rest periods will be five minutes, except for gangs who have to leave their shops, or locations of labour, for such periods. These gangs will be permitted periods of ten minutes, such periods to include time laying off and recommencing work, and moving to and from the rest location.

4. The rest period may be taken at the conclusion of physical exercise.

5. Smoking may be permitted during exercise periods.

All the inmates return to their cells at noon for their lunch, an activity which occupies about two hours of every day.
Indeed the amount of time required for feeding, exercise and rest periods, together with the early hour at which the inmates return to their cells in the afternoon, restrict the working day to an average duration of five hours.

**Assignment to Industries.** The Classification Board is responsible for making assignments of inmates to the shops. Assignments are made only after the inmate has been interviewed by the members of the Classification Board. First consideration is given to men with no previous criminal record. The psychometric testing carried out by the Classification Department, and the reports from members of the Board, form the basis for the assignment of the inmate. All inmates must be certified by the Physician for each work assignment made. Some consideration must be given to the immediate needs of the institution for maintenance, but generally this is taken care of through inmates who have had previous work experience in one of the penitentiaries.

**Training.** Control Training is part of the Industrial programme, and Instructors are expected to carry it out in all shops. Such training is on an individual basis and, while it cannot be considered the teaching of a trade, every attempt is made to develop in the inmate worker a variety of skills and work habits which will assist him in the obtaining and retaining of employment upon release.
Wages. The inmates, as mentioned previously, are paid for their work at a basic rate of twelve cents per day, and can progress, by good industry and behaviour, first to eighteen and then to twenty-four cents per day, the latter amount being the top wage paid. These wages are not paid to the inmate directly but are credited to his remuneration account. The inmates are recommended by their respective Instructors for increases in pay, and the Grading Board rules upon all such recommendations.

There are no special privileges or extra compensation awarded any inmate, nor are inmates who are assigned to particular tasks, or who show exceptional effort and skill, given any privileges which are not available to the inmate population as a whole.

Accident Prevention. Rules and regulations regarding accident prevention are the same as those recommended by the Workmen's Compensation Board in outside industry. The safety regulations apply to all departments of the institution and there are numerous safety devices to minimize danger, e.g. safety guards on machines. The shops are inspected by a Safety Committee and all accidents are reported to that committee. Safety notices are posted and inmates are individually instructed on safety rules.

Regulation number fifty-five of the Penitentiary Regulations of 1933 describes the procedures to be followed when an inmate worker is injured, this regulation says:
"In the event of an accident to a convict, the Warden shall hold an investigation, and shall report to the Superintendent (Commissioner), accompanying his report by a copy of the evidence taken by him on such investigation."

Should an inmate be severely injured a Board of Enquiry is held and its findings are forwarded to the Commissioner of Penitentiaries. Minor injuries are not reported to the Commissioner unless such a report is requested by the Doctor. All inmates receiving injuries of any nature are sent, or escorted, to the Penitentiary Hospital for immediate treatment. Injuries of a serious nature, requiring treatment which cannot be given in the Penitentiary Hospital, are transferred to an outside hospital for treatment.

Farm

Personnel. The institutional farm is under the charge of the Farm Instructor who is assisted by two Guard-Herdsmen, one of whom is the Assistant to the Farm Instructor while the other is in charge of the Piggery. There are four custodial officers assigned to the farm for security purposes during the summer, and three in the winter. These officers are used to man the elevated towers on the farm, providing custodial supervision of those inmates working there, and assist the farm staff in the management and control of their charges. The farm personnel are chosen both for their competence as farmers and their ability as instructors. Their performance is judged not only by the profit realized by the farm, but
through the training provided for the inmates.

The Farm Instructor is responsible directly to the Warden for the management and control of the farm. He has charge of the disposition and sale of farm products, subject to the discretion of the Warden. The farm staff has full responsibility for the discipline and control of the inmates in their charge although, in practice, matters requiring disciplinary actions are referred to the Warden. Farm finances are controlled through the Accountant's Office with records being maintained in the farm office. Yearly estimates of expenditures, together with monthly and yearly reports covering all phases of the farm finances, are submitted to the Warden and subsequently forwarded to headquarters in Ottawa.

_Acreage._ The total of the British Columbia Penitentiary reserve is 128.99 acres, of which there are 43.208 acres of farm land available for cultivation, including the orchard, and the garden inside the walls. The total amount of waste land not available for cultivation is 53.812 acres, this land being located at the back of the reserve and around a ravine.

_Farm Operations._ The farm operations include pig raising, chicken raising, and market gardening. A greenhouse in which plants are started and flowers grown is located inside the walls. The products of the farm include all the fruits and vegetables normally grown in the area, as well as pork and eggs. No dairy farming is carried on at this institution.
All farm produce is consumed at the institution, although occasional surpluses of a particular item may be sold to the staff of the prison. There is no sale of farm produce on the open market or to other tax-supported institutions.

At the time of this writing, the livestock consisted of 240 pigs, 700 chickens, and one horse. The farm machinery in use included one power lawn mower, two farmall tractors, two wagons, one cultivator seed-drill, one disc, and varied small machinery and tools. All of this equipment appeared to be in good working condition at the date of this study.

The farm is worked by about eighteen inmates in the winter months and by as many as thirty men during the summer, while six others are assigned permanently to the piggery, and one to the chicken house. The hours of labour in the summer months are from 8:30 a.m. to noon and 1:30 p.m. to 4:30 p.m. During the winter, the working day ends at 4:00 p.m., but otherwise the schedule is the same. In event of fog, no work is carried on, as no inmates can then be permitted to go outside of the walls.

Assignment of Inmates. The work board is responsible for assigning inmates to the farm, basing their decisions mainly on considerations of custodial risk, institutional need, and the physical fitness of the inmate. The inmates assigned to the farm are all nearing the completion of their sentence, so that the security risk is minimal. All inmates who work on the farm go to the institution proper for housing and feeding. There are no farm camps in operation and it is
believed that the relatively small size of the farm makes them unnecessary.

**Training.** The Farm Instructor and his staff do all that is practicable to teach proper farming methods to interested inmates, and there is available in the Farm Office a library of text books relative to farming. However, limitations in facilities and staff prevent the operation of any extensive agricultural training programme, and farming is not included in the present vocational training organization of the institution. There is no official connection between the prison farm and the Provincial Department of Agriculture, but the Farm Instructor has informal dealings with that organization, and assistance is given through this source to any inmate who requests technical information which they can furnish.

**Wages.** The inmates are rated for their work by the Farm Instructor whose recommendations subsequently are acted on by the grading committee. The inmates on the farm are paid a per diem rate according to their grade, as is done throughout the institution.

**Purchases.** The institution purchases from outside sources large quantities of agricultural produce to supplement the output of the farm. In 1953 the penitentiary procured about seventeen tons of oats, one ton of rye, eight tons of barley, two and a half tons of peat moss, 125 tons of beef,
fifteen tons of straw, 500 pounds of alfalfa, one ton of hay, and sixty-five tons of potatoes. About 700 dozen eggs are purchased each month, and six one hundred-pound cans of milk are brought each day.

The farm saves the prison approximately $3,000 to $3,500 per month as may be seen in the illustrative month of November, 1954, when the cost of food provided by the farm price amounted to $1,307.52 while at outside prices the Farm Instructor estimates this would have cost $4,550.60. In planning future crops, the Farm Instructor consults with the Steward as to his requirements and an attempt is made to fill them as effectively as possible.

Table I, page 126, extracted from the Annual Report of the Commissioner of Penitentiaries for 1956, gives the amount of farm production for the fiscal year 1955-1956.

Evaluation and Recommendations

"Rehabilitation is not a vague, haphazard and loosely defined process." There are definite and essential elements and procedures which combine to make an adequate programme of correctional treatment.

They include the following: scientific classification and program-planning on the basis of complete case histories, examinations, tests and studies of the individual prisoners; adequate medical services, having corrective as well as creative treatment as their aim, and making full use of psychiatry, psychological and sociological services, properly related to the problems

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### TABLE I

**FARM PRODUCTION OF THE BRITISH COLUMBIA PENITENTIARY FOR THE FISCAL YEAR 1955-1956**

<table>
<thead>
<tr>
<th>Product</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vegetables</td>
<td>107,108 Pounds</td>
</tr>
<tr>
<td>Roots</td>
<td>34,000 Pounds</td>
</tr>
<tr>
<td>Potatoes</td>
<td>136,025 Pounds</td>
</tr>
<tr>
<td>Pork</td>
<td>58,499 Pounds</td>
</tr>
<tr>
<td>Hay</td>
<td>6,000 Pounds</td>
</tr>
<tr>
<td>Manure</td>
<td>48,000 Pounds</td>
</tr>
<tr>
<td>Plants</td>
<td>242 Dozen</td>
</tr>
<tr>
<td>Eggs</td>
<td>11,410 Dozen</td>
</tr>
<tr>
<td>Poultry</td>
<td>2,970 Pounds</td>
</tr>
</tbody>
</table>

*Extract from the Annual Report of the Commissioner of Penitentiaries for the year ended March 31, 1956, p. 34.*
of education, work assignment, discipline and preparation for parole; individual and group therapy under the direction of psychiatrists, psychologists, or trained social therapists; employment at tasks comparable in variety, type and pace to the work of the world outside and especially tasks with vocational training value; education planned in accordance with the individual's needs and interest, with heavy emphasis on vocational training; library services, designed to provide wholesome recreation and indirect education; directed recreation, both indoors and outdoors, so organized as to promote good morale and sound mental and physical health; a religious program so conducted as to affect the spiritual life of the whole group; discipline that aims at the development of self control and preparation for free life, not merely conformity to institutional rules; adequate buildings and equipment for the varied program and activities of the institution; and above all, adequate and competent personnel, carefully selected, well trained, and serving under such conditions as to promote a high degree of morale and efficiency.9

The purpose of this section is to evaluate the inmate training programme at the British Columbia Penitentiary in terms of the above definition of an adequate rehabilitation programme.

Classification

Classification Process. "In the field of corrections, classification is the term used to designate the organized procedure by which diagnosis, planning, and execution of the treatment program is coordinated on the individual case." In this process the inmate's case is studied by a group of specialists who, through their diagnoses, collaborate in

9 Loc. cit.
10 Ibid., p. 261.
planning an institutional programme for the individual offender.

However, in the British Columbia Penitentiary the classification panel, which is responsible for the individual's programme, is confined to that institution in terms of planning an individual's programme since there is no provision for transfers from one institution within the service to another. There is a clearly evident need for more diversified resources in order to effectively meet the varied needs of individual inmates. It is therefore suggested that consideration be given to means whereby the placement resources of the classification panel could be expanded.

One method of increasing the diversity of resources available for the placement of inmates would be to specialize the various institutions in the system by having each offer a programme designed to meet the needs of a certain type of inmate. Because of the geographical isolation of the British Columbia Penitentiary however, the expense involved in transferring prisoners to and from other Federal institutions would probably prove to be a prohibiting factor.

A second, and perhaps more advantageous alternative, would be to co-ordinate the efforts of the Federal institutions with those of the institutions administered by the provincial governments. Such co-ordination would make possible the elimination of the duplication of institutional facilities in the province and in turn, would allow for the specialization of the institutions concerned.
The problem then becomes one of developing a plan most likely to bring about the achievement of this desired co-ordination of resources. The Fauteux Commission Report has dealt with this problem, and has recommended that all sentences of six months duration, or over, be served in federal institutions. Although this idea has much to recommend it, certain legislative and jurisdictional problems are involved which could not only delay the implementation of the plan but prevent it altogether. It is felt, therefore, that much thought must be devoted to developing a plan which would not only be more acceptable to authorities at this time but which would also facilitate the adoption of the Fauteux Commission's recommendations through providing an opportunity to demonstrate the benefits to be gained from co-ordination.

One such plan here presented for consideration, involves the establishment of a central supervisory classification board in each province. Representatives from both the Federal and the Provincial jurisdictions would sit on this board and would study the cases of all those inmates sentenced to penal servitude by the courts of the province concerned. Eventual commitment to an institution would be based on the board's decision as to which facility, provincial or federal, was best suited to meet the inmate's needs. The prison system to which the inmate would normally be committed, if length of sentence were the determining factor, would pay the system actually receiving the inmate on a per capita fee basis in the maintenance and keep of the prisoners concerned.
Inmates would thus be committed to the institution best suited to handling their particular problems, and the institutions would receive homogeneous groups of inmates upon which to direct their efforts.

**Reception Programme.** It is desirable that the newly admitted inmate be segregated from the remainder of the prison population, not only for study and observation, but also for proper orientation to the institution and its programme.

To the man who has never before been in a prison, confinement is a shock and there is much he needs to know, not only about prison regulations, practices and organization, but about the treatment and training opportunities available. To the man who has been previously confined, his past institution experiences in other institutions may have established uncooperative attitudes which must be broken down before he will accept assistance or enter into a constructive program. 11

Therefore, it is suggested that a study be made with a view to finding ways to replace with a more active programme the present practice of employing the inmate in janitorial work during his term in the reception center. Such a programme might include lectures, discussions, counselling, films, physical education, hobbies, and other activities.

**Classification Summary.** Reports from all of the specialists who interview the inmate during the reception process are compiled in a classification summary, a technique which appears to be most effective in presenting all sides of

the case to the classification panel. However, it would be advisable to make a greater effort to obtain information about the inmate from outside sources. Although some information is now obtained from various community agencies, in several of the cases examined it appeared that the only source of "outside" information was a brief questionnaire completed by the Royal Canadian Mounted Police. It would be advisable to give consideration to the adoption of a procedure similar to that used in the California correctional system which sends out a form to parents, clergymen, teachers, physicians or any other responsible citizens who might have knowledge of the inmate and his background.

Provision of a more complete social history of each inmate would bring about an improvement in the prison treatment programme by making possible a more effective utilization of available treatment resources.

**Classification Meeting.** Cases are presented and discussed in the meetings of the Classification Board. This Board however, is restricted in possible placements by overcrowded conditions, security restrictions, needs of the institution, and the lack of an extensive and diversified programme.

It is therefore suggested that the previous suggestions, made in relation to the utilization of other institutions, be considered, in order to increase the ability of the Classification Board to put into effect a programme suited to the
individual's needs.

Reclassification. The need to change the individual's programme as his needs change is recognized by the Penitentiary staff. Provision for changes in the individual's work placement is made through the establishment of a Work Board and the Classification Officer compiles summary progress reports every six months on each inmate.

However, with a limited number of resources, the utility of reclassification is limited mainly to modifications in the work assignment, and the pressure of other work is such that, the Classification Officer can do little follow-up work. This adds weight to our suggestion that the treatment and training resources of the institution be expanded.

Psychological and Psychiatric Services

Psychological Services. A commendable step has been taken in the expansion of psychological services by the recent appointment of a full-time psychologist. It is now possible to establish a full-scale psychological testing programme which tests all newly admitted inmates as to intelligence, aptitudes, interests, achievement, and personality factors.

It is also now possible to do more special testing than before, for example, the giving of tests to inmates referred by the Psychiatrist, and to assist in the pre-release
planning for those who are being considered for ticket-of-leave.

Psychiatric Services. It is suggested that consideration be given to the expansion of the present psychiatric services by the appointment of a full-time psychiatrist.

If a full-time psychiatrist were to be appointed, it would be necessary to consider how his time could be most effectively used for it is obvious, in view of the size of the inmate population, that he could not possibly deal properly with each individual case. It is partly because of this problem that group therapy has come to be widely used in prisons, but this method, useful as it may be in some circumstances, still does not provide individual counselling for each inmate. It is, therefore, suggested that the Psychiatrist's principal task should be to train, guide and advise the personnel of the institution to enable an adequate number of them to carry out the actual counselling of inmates. The Psychiatrist could then be available for assistance in difficult cases.

For an analysis of the problems involved in conducting a programme of psychiatric treatment within a maximum security prison one may refer to H. Powelson's and R. Bendix's article "Psychiatry in Prison." 12

Medical and Dental Services

Consideration should be given to making certain improvements in the medical services of the Penitentiary System.

The most basic of these would be the establishment of a central medical institution to house all inmates in the system who present medical or psychiatric problems. Including tuberculars, pre-psychotics, narcotic addicts, and sex deviates. Admittedly, the transportation of such inmates to a central medical institution would present problems, but we believe that these are outweighed by the advantages which are not feasible under the present decentralized system, including a programme of treatment for sex deviates and narcotic addicts. Although such a programme would be experimental, it might enable a higher proportion of such inmates to be rehabilitated and thus justify its cost, in view of the great expense of incarcerating these men time after time. Furthermore, the individual institutions would benefit greatly by being relieved of these problem-inmates. The influence such men exercise on other inmates would be removed, and the rehabilitation programmes could be extended into certain areas which now are restricted by the problems such types present.

It is recognized that problem-inmates, such as the above mentioned pre-psychotic, sex deviate, and addict, are not confined to penitentiaries alone but are common to all
prisons in the nation. Therefore, if a central medical institution for the Penitentiary Service did not prove to be feasible, it is felt that it might be established on a regional or inter-provincial basis. These units could be jointly financed by the Federal Government and the province or provinces which would be served by such facilities.

On the institutional level, it is recommended that further courses be made available on a continuous basis to hospital personnel, to enable them to increase their skills and keep abreast of developments in their field. Other recommendations are that a full-time dental service be set up to meet the recommended standard¹³ of one dentist for every five hundred inmates. Also that a programme of corrective surgery be undertaken to assist those inmates whose physical disfigurements may have contributed to their criminal propensities.

Educational Services

**Academic Education.** Academic education is each day becoming more of a necessity due to economic and technological advances. Therefore, it is felt that an increasing emphasis should be placed on this phase of the inmate's training, in order "to assist the student to develop his individual capacities, to increase his effectiveness in human

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relationships, to attain economic efficiency, and to develop his civic responsibilities."

Towards accomplishing this goal the information of an educational advisory committee is recommended. It should include representatives from the University of British Columbia, the Provincial Department of Education, and others, with the staff of the Penitentiary being well represented.

In general, the function of this committee would be to provide advice, guidance, and resources for the development of the institutional educational programme. Specifically, it could assist in the selection of teachers by encouraging qualified teachers to enter the services, recommend courses of study, ensure the proper instruction of inmates by modern methods, report to the Warden their rating of the educational programme, and bring to the attention of the educational staff any educational facilities which might be available to the institution.

To be effective a school must be well staffed: "Much of the instruction should be individual in nature and provisions made for rapid acceleration, depending upon the interest and capacity of the student." In view of the training needs of inmates, it is felt that the present teaching

14 Announcement of Courses (Education Department, California State Prison at Soledad, 1957), p. 2.

staff is inadequate to carry out effectively the academic
and library programmes. It is, therefore, suggested that
one or more full-time teachers be added to the staff of the
Penitentiary and that a full-time Librarian be appointed to
relieve the teaching staff of all library duties.

If the teaching staff were enlarged, consideration
could be given to expanding the academic programme in the
following ways.

(1) Full-time classroom instruction for those cases in which
such a programme is recommended by the Classification
Board. This group could well include all those whose
education has fallen short of the grade eight level.

(2) As a prerequisite to vocational training in the various
trades, a certain level of education, varying with the
needs of each trade, should be established. This
policy is already being followed in many institutions
in North America today.

(3) The teaching of trade subjects related to vocational
training could be undertaken. "Related trade subjects
are those courses not directly related to the trade,
but essential in a well-rounded program. They should be
closely correlated with the trade and tailored to fit
the needs of the individual, his capabilities and his
training." Such subjects include mathematics, physics,

16 Ibid., p. 4.
chemistry, English, drafting and blueprint reading.

(4) Although much has been done in the way of business education courses additional teaching staff would allow further development in this area. "Many young men with high intellectual ability have not the aptitudes to become good craftsmen, but can perform in positions requiring clerical, managerial, sales and business ability." 17

(5) The level of classroom instruction could be raised to the senior matriculation level.

(6) Evening classes could be established for those inmates who are unable to attend classes during the day or as part of their training programme.

(7) The amount of teacher assistance available to students engaged in correspondence courses could be increased.

Finally, to ensure that the inmate is aware of the educational opportunities available to him, it is recommended that an illustrated announcement of courses be published and that other media be used to communicate information concerning every academic and vocational course offered by the institution.

Library. Because of the significant role the library can play in the institutional programme, it is suggested that consideration be given to the appointment of a full-time

17 Loc. cit.
Librarian.

The California Department of Corrections, in its Manual on Library Procedures, summarizes the duties of a prison Librarian as follows:

He shall be responsible for the management of the library, budget making, compiling reports; supervision of the library operation which includes: hours, arrangement and binding material, organization of stacks, collections of pictures, pamphlets, prepare the shelf listing, catalog, and indexing of materials. He shall give guidance to inmates in their reading, make them more familiar with the library, and assist clubs, debating or discussion groups or forums. He shall also prepare bibliographies or special reference materials to assist staff in connection with their own studies.

Inmate assistants are employed in the library but, because of the many demands on the staff's time, can at present be given relatively little instruction in library procedures. The addition of a full-time librarian would make it possible to give adequate instruction. This development would be most desirable because it would provide a number of inmates with skills which would assist them in securing jobs upon discharge. If a sufficiently high standard could be achieved, it is even possible that educational credits could be given for library training.

Expert opinion as to the number of books which the library should possess, per individual inmate varies from ten to fifteen but the consensus of opinion appears to be that a ratio of fifteen books for each inmate is desirable in

a maximum custody institution holding long term prisoners.

In the State of California Department of Corrections the following standards are recommended. "The collection shall number at least ten books per inmate with at least one-half, but not more than three-fourths, suitable fiction. Where there are large groups of long term prisoners, more books per capita will be needed." The Manual of Correctional Standards recommends that: "A maximum custody industrial type of institution should be allowed, for example, 15 books per capita."

At the time of this research, the Penitentiary had a library collection of 4,922 volumes and an inmate count of 622, a ratio of 7.9 books per inmate. Of the total, 3,427 volumes or sixty-nine per cent were fiction, 890 non-fiction, and 605 were reference volumes. The ratio of fiction to non-fiction would, therefore, appear to be satisfactory but it is felt that an effort should be made to increase the total number of volumes to at least ten per inmate.

Authorities suggest that at least one dollar per inmate be spent on new books in order to keep the library up-to-date and that about two dollars is a more adequate expenditure for this purpose. In the fiscal year ending


21 *Loc. cit.*
March 31, 1956, $544.28 was spent by the Penitentiary for new books. As the inmate population is over 700 this expenditure falls short of the suggested minimum of one dollar per prisoner per year and it is recommended that the library budget be increased to that minimum figure.

The distribution of library materials to inmates in the housing units and cell-blocks would appear to be quite adequate, deliveries being made as often as four times weekly. The minimum recognized standard is "Two deliveries a week, where books are chosen from a printed catalog." It would also appear that the inmate population is taking advantage of the library services. The circulation for the fiscal year ending March 31, 1954 totalled 42,977 volumes of fiction and non-fiction material.

However, it is felt that, the addition of a librarian to the staff would do more to encourage the inmates to make adequate use of the library. He could set up displays and exhibits, instruct in library routines, give guidance in reading and discussion groups.

Vocational Training. It is generally recognized that the majority of prison inmates lack in marketable work skills, although "analysis of the facts, reveals that many vocationally competent individuals get into trouble because of personality

difficulties and inability to use leisure time wisely." Nevertheless, it is recognized that "Specific training of inmates for occupations in which they can engage upon release may become one of the most vital means of bringing about total adjustment." In fact a recent study of one hundred inmates selected at random from the California Institution for men at Chino revealed that the parole violation rate for vocational trainees of acceptable competency was one-half the violation rate for untrained parolees. It is therefore, suggested that consideration be given to establishing an enlarged vocational training programme in the Penitentiary.

It is further suggested that there be established a vocational advisory committee which would include representatives from the apprenticeship board, Provincial and other vocational training authorities and industries. It is felt that the first objective of this committee should be to establish the standards of training and instruction necessary to qualify inmates as journeymen in the various trades, and to determine the qualifications necessary for vocational instructors.

The next step would be a survey of employment opportunities in the various trades. The aim of this survey


24 Loc. cit.

25 Robert P. Feigen, Study submitted in fulfillment of Masters Degree requirements, University of California, Los Angeles, California, 1955.
would be to determine which trades the institution should teach in order to provide the greatest opportunities for inmates to obtain employment upon release. However, there should be some flexibility as to which trades will be taught so as to allow for changes in the employment situation. It is also suggested that the position of vocational instructor be established in accordance with a job description approved by the Advisory Committee. These positions would be in addition to, and would not replace, the present positions.

It is felt that the present Trade Instructor positions should remain but be exclusively considered with prison industries while the Vocational Instructors would focus on vocational training. To avoid any confusion perhaps the Trade Instructor positions could be more appropriately titled Prison Industry Supervisors.

Once these suggestions were implemented, trades advisory committees could be formed for each field of instruction. Such committees would be composed of both labour and management representatives. The State of California Department of Corrections has used similar committees to good advantage in developing vocational training programmes.

One of the safe-guards in the development of trade and industrial vocational training program has been found to be the organization and utilization of trade advisory committees. Therefore it is the policy of the Department of Corrections, for the Warden or Superintendent of each institution, where possible, to establish a representative trade advisory committee for each trade or occupation in
which a vocational training program has been established.

As to the specific function of these committees the following suggestions are presented:

(1) . . . assist in the selection of vocational instructors within Civil Service procedures by encouraging qualified tradesmen to take Civil Service examinations.

(2) . . . recommend the course of study to assure proper instruction of the inmates in contemporary trade methods.

(3) . . . may assist in the parole placement of inmates by review of the approved course of study and certifying the level of competence of the inmate trainee.

(4) . . . may recommend . . . structural changes in vocational training areas that would improve the vocational service.

(5) . . . approve additional or replacement equipment in a vocational training shop as a means of assuring proper trade training.

(6) . . . recommend the purchase of contemporary materials and hand tools to assure proper trade training.

(7) . . . report yearly to the Warden their rating of the trade training, safety instruction, and trainee and instructor proficiency.

(8) . . . recommend to the Warden areas of institutional work available in the institution which would be valuable for the manipulative requirements of training.

(9) . . . as a part of curriculum guidance, sponsor and promote a regulated and approved schedule of daytime clinics for its trade. The personnel of the clinic shall be recognized experts in their particular phase of the trade.

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26 Local Trade Advisory Committees, Administration Manual (State of California, Department of Corrections, October 1956), paragraph 240.06, section 240.

27 Proposed Integration of Instructional and Operational Functions of Vocational Instructor Positions at the California State Prison San Quentin (State of California, Department of Corrections, May 1956), pp. 10-12.
call a yearly meeting of the chairman and/or co-chairman of each committee to meet with the Warden of the institution to assist him in planning and guiding the vocational program.

As to the trade training itself, it is generally recognized that there should be three broad fields of instruction; shop practice, related trade information, and related trade subjects.

Shop practice should be given in shops designed to enable the trainee to progress from the simpler to the more difficult operations. Layout of these shops should emphasize their training function rather than production.

It is also recommended that a careful study be made of each trade to determine the maximum number of trainees that should be assigned to one instructor. The Vancouver Vocational Institute allows a maximum of twelve trainees to one instructor in order to ensure a degree of individualized instruction.

Related trade information refers to the theory elements of the trade. It is generally recognized that this theory can best be taught by the vocational instructor on an individualized basis. As each trainee has a different rate of learning, it is important that the teaching of theory be related to his particular capacity for advancement, otherwise,


the theory will be above his particular level and therefore would be a waste of teaching time. However, it is likely that there would be some aspects of the theory connected with a particular trade that could be taught on a group basis so that a certain amount of flexibility should be used.

It is also recommended that every vocational shop be equipped with an adjacent classroom for the use of the instructor in teaching related trade information. The related trade subjects are such courses as mathematics, drafting, physics, English, and blueprint reading in connection with which recommendations have been previously made in the evaluation of the academic programme.

A final problem is the actual selection of inmates for the various trades, in dealing with this problem the following suggestions are made.

First, that each individual assigned to training be certified as suitable for vocational instruction by the Classification Committee on the basis of interviews and tests.

Second, that he have at least a grade eight standing before commencing his vocational training programme. If he lacks this standing we believe that he should be placed in the school on a full-time basis until he has completed this requirement, which should be regarded as a necessity for all inmates if they are to have any chance of competing successfully in our increasingly complex society, or of meeting the ever greater demands of industry by industry upon the individual worker. If the trade concerned requires a higher
educational standing it is felt provision should be made for such training in the planning of the inmate's overall programme.

Third, that he be placed in an exploratory shop for at least six weeks. This shop would provide for a vocational tryout not only to determine for which trade the inmate is best suited, but also to ascertain whether he is at all suitable for vocational training. A similar scheme is in operation at the Elmira Reception Center of the State of New York's Department of Corrections, and is described as follows.

The first week in the program is used as an orientation period, during which the inmates are advised as to the occupation fields, ability levels required in different jobs etc. Occupational films, depicting various tradesmen at work on the job, are shown as well as a general information film that clearly describes the steps necessary for planning an effective vocational program.

The final five weeks in the shop are spent in the actual work situation. Notations are made of the various characteristics and abilities as evidenced by the inmate.30

Fourth, when the trade or trades for which the inmate is best suited have been generally determined, he should be interviewed by the instructors teaching those trades. Then, as a part of the process of determining which specific trade the individual should follow, the instructors would submit their recommendations to the supervisor of vocational training.

Finally, on the basis of all the above information,

each man's case would be reviewed by the classification committee for a final decision as to his vocational training programme.

It is recommended that, while the inmate is in training, periodic progress reports be submitted by his instructor. These reports would not only indicate his continued suitability for the trade but also be available for perusal by prospective employers.

Training at Work. It is recognized that not every inmate is suitable for vocational training, and that a certain proportion of the inmate population must be employed in maintenance and service jobs. However, many of the activities involved in servicing the institution afford valuable training opportunities. An example of this is the opportunity now available to inmates employed in the Boiler House who may qualify for certificates as fourth class stationary engineers.

Therefore it is suggested that consideration be given to expanding and developing the present programme of "on-the-job" training. As the first step in this direction it is felt that a study should be made of employment opportunities in the community, with special attention to restrictions on the employment of ex-inmates.

It is also suggested that there should be a "job analysis of all the inmates' jobs in the industry and maintenance departments classifying jobs in terms of skill, custody,
intelligence, education, and special aptitudes . . . ." 31 From the results of such a study a planned and co-ordinated programme of training can be set up for each inmate assigned to on-the-job training.

The following activities are considered to be especially suitable for further development of training opportunities.

(1) The culinary department, which already provides some training, could be further developed to provide complete training for cooks and food managers. "Trainees . . . should learn all the details relative to the business of conducting a food service establishment. They should be taught the making of menus, the purchasing of food, cost and profits, and the preparation of more complicated foods, such as salads, pastries, casseroles, and balanced diets." 32

(2) The laundry provides some training opportunities and it is felt should serve as a training source in all aspects of laundering and dry-cleaning, and would, of course, require equipment comparable to a laundry in the community.

(3) The barber shop presents an opportunity to train inmates as qualified barbers. It is therefore, recommended that an investigation be made of the possibility of employing

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a licensed barber to establish a barbering school. However, experience indicates that the placement problems in this area are especially difficult and would require a great deal of effort.

(4) "As menial as the housekeeping service may seem to many it is rapidly growing into a semi-skilled occupation. . . . The use of detergents, sanitation, ventilation, and learning to anticipate the needs and comforts of guests and occupants encompasses some rather extensive training." It is therefore, suggested that a supervisor should be trained for the purpose of conducting classes in janitorial services. This area of training would be particularly suited to those inmates in the lower intelligence groups, and to those who lack any mechanical, clerical, or academic ability.

Vocational Agriculture. At present, it would appear that the farm is being used primarily as a source of food for the institution, and although it is true that some training takes place, only those inmates nearing the end of their sentences are allowed to work on the farm. It is felt that the possibility of providing more extensive training in this area should be examined.

If the farm area was enclosed by a chain-link wire fence, and if towers were placed at its perimeter, as previously recommended, the farm could be used for the

33 Ibid., p. 9.
training of inmates classified for medium, as well as minimum security.

Therefore, it is suggested that consideration be given to establishing the farm as a vocational training enterprise with approved courses and instructors.

Such instruction in some institutions takes the form of scheduled classes in agricultural theory during the off-season, winter assignments to farm machinery repair, a sequence of short courses in the building trades, lectures and demonstrations by visiting agriculture specialists, correspondence courses from colleges of agriculture, and closely supervised individual farm projects.34

Religious Services. The institution is fortunate in having two full-time Chaplains and two chapels. There appears to be an active programme of services for all inmates, in addition to counselling by both Chaplains.

The institution has also adopted a commendable policy in having services at times which do not conflict with other activities of the institution.

Correctional Industries

Correctional industries provides valuable on-the-job training, as well as production of useful goods. Unfortunately the present shops are overmanned due to the excessive population, a situation which tends to restrict the training programme in these shops.

Should the previous suggestions for the establishment

of vocational shops be followed, the present facilities could be devoted entirely to industrial activities, and further development could be made in the field of correctional industries.

With regard to the future development of the industries programme, it is suggested that consideration be given to the following points paraphrased from the State of California, Department of Correction's administrative manual:

(1) Establishing a Correctional Industries Committee composed of the Warden, two members from organized labour, two from industry management, and one from the general public. The committee would be an agency to aid in the development of work programs ... which would contribute to rehabilitation, training, and support with minimum competition with private industry and free labor, and to establish and facilitate better understanding between the administration of the Department and the general public.

(2) That a study be made in relation to potential markets and the attitude of free industries in the area.

(3) On the basis of these studies, the industrial programme should be expanded wherever feasible.

(4) On the basis of the advice and guidance rendered by the Correctional Industries Committee, there should be established in the shops operations which are patterned, as far as possible, upon those in outside industry.

(5) A study should be made with a view to finding means of lengthening the working day, and to ensure that the inmate performs a regular week's work at a pace that will prepare him for a job upon release.
Inmate Disciplinary Programme

To be effective a disciplinary programme must have certain elements which include; uniformity and consistency of administration, clear and decisive application, quickness of action, certainty, and justice. Gresham Sykes, in his "Crime and Society" has made some valid comments with regard to the problems faced by prison staff in their efforts to maintain authority in the prison.

In general, the disciplinary programme of the British Columbia Penitentiary appears to be administered in a firm, just manner and to be characterized by uniformity and certainty. Other commendable features in the inmate disciplinary programme include: the explanation by the Warden of the rules and regulations to all newly admitted inmates, the use of isolation rather than corporal punishment in many cases, and allowing all inmates in isolation the privilege of regular visits.

However, it is felt that the administration of the disciplinary programme could be further improved. Towards this end, it is recommended that a review be made of the inmate rules and regulations for the purpose of establishing a list of rules designed to place more responsibility on the inmate, encourage him to act according to the dictates of common sense, and to supply him with more information as to

what is expected of him.

With regard to the processing of disciplinary infractions, it is recommended that consideration be given to the setting up of a disciplinary panel upon which would sit the Deputy Warden, Classification Officer, and one Keeper. Each keeper in the institution would be required to serve on the panel in a rotation basis. The Warden would exercise appellate authority, with all decisions of the disciplinary panel involving serious infractions being reviewed by him before any punishment was carried out. This panel would be in a position to spend more time on the hearing of infractions and would therefore be able to adopt a more "clinical approach" to the problems brought before it for hearing. This approach would involve not only a thorough study of the inmate and his problems, but also a disposition fitted to the individual's needs.

In addition, it is suggested that a study of all offences and punishments be made, in order to classify them on the basis of their gravity, with the less serious offences being dealt with by the Chief Keeper and still less serious ones, being handled by the Keepers. In all such cases however, the inmate should be allowed to appeal the action taken to the Disciplinary Panel.

In summary then, it is felt that a more individualized disciplinary programme could be established by the use of a Disciplinary Panel. By delegating some disciplinary power to the senior officers the handling of routine cases could be
speeded up while those cases requiring more careful study could be investigated thoroughly by the Disciplinary Panel.

Remission and Remuneration

**Remission.** It is felt that the policy of allowing the inmate to reduce his sentence by earning statutory remission is most valuable, and that enabling him to increase his rate of remission does much to encourage him in his institutional programme. While this scheme is often criticized, it is felt that it should be retained as it not only encourages the inmate, but also provides a useful disciplinary device which is free of many of the punitive aspects involved in other disciplinary measures.

The Fauteux Committee, points out some anomalies and inequities in the system of statutory remission, and suggests that the entire question should be reviewed. While it is true that the difference between the ratio of remission awarded in the provincial institutions and those awarded in the penitentiary does result in inequities, it is felt that this situation could best be rectified by bringing the provincial rates up to the present penitentiary rates, which appear to be quite satisfactory.

**Remuneration.** The system of inmate remuneration has several commendable features. Inmates may increase their earnings by their good conduct and industry, and as they are required to save a certain percentage of such earnings they
are afforded a sum of money to support them for a time after discharge. Also each inmate has his case reviewed by a Screening Committee which decides the level of pay to be awarded to him. From an accounting standpoint, problems may exist in the administration of this plan, but the information gathered in this research is insufficient to evaluate this area fully.

Community Contacts

**Mail Privileges.** The processing of inmate mail appears to be handled in a fair and efficient manner. The only suggestion one might make in this area is that it would be desirable to increase the amount of mail contact as much as possible between inmate and the families to whom they will eventually return.

**Visiting Privileges.** While some increase has been made in the number of visits permitted, it is believed that further use of this contact is desirable. It is suggested that an informal visiting area be established, and that the present visiting facilities be used only for maximum security inmates, or inmates who have abused their visiting privileges. In addition, it is recommended that an "Inspectoscope" be installed for the searching of all visitors having contact with inmates. "The Inspectoscope is an electronic machine which enables an observer to visually detect and identify any object--metallic, non-metallic, or liquid--concealed in or
under an individual's clothing . . . ." The use of such a
device would render it safe to permit certain inmates to
enjoy picnic visits on the lawn area inside the walls.

Guidance and Counselling Programme

**Professional Counselling.** At present the counselling
programme is, in the main, carried out by the Classification
Officer, his assistant, the Psychiatrist, and the Chaplains.
While it is true that the other members of the professional
staff do assist in this function, the size of the inmate
population, and the many other duties which the professional
staff must carry out, would appear to make it virtually
impossible for most inmates to receive adequate guidance and
counselling.

Therefore, it is suggested that thought be given to the
possibility of adding to the present staff a group of full-time
counsellors, who should be university graduates with training
in criminal psychology or social work, and one of whom should
be qualified, by additional experience and training, to
supervise the work of the group.

For insight into the problems involved in casework
interviewing within a prison where there is antagonism towards
staff one should refer to N. Johnston's article "Sources of

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36 Technical Manual for the Inspectoscope, Sicular
Inspectoscope Company, San Francisco, California, U.S.A.,
Lay Counselling. It is generally recognized that it is the custodial officer who has the greatest contact with, and perhaps the greatest influence upon the inmate.

Just as a child learns from all the influences that play upon him, so prisoners are greatly affected for good or ill by the daily contacts with correctional officers in work, in recreation and at meal times. Here the close contacts of the correctional officer can be important forces in modifying the attitudes of the prisoners.

For this reason, and because of the fact that a professional staff large enough to provide an ideal counselling service for all inmates does not seem to be feasible, it is recommended that a scheme of lay counselling by custodial officers be considered. These officers could conduct interviews and group counselling sessions with inmates, and be provided with training, supervision, and advice in this area by the professional counsellors.

The idea of a lay counselling scheme is not really an innovation for it has long been known that some officers do, in a very informal way, develop a helpful relationship with their charges, which enables them to provide some counselling. What is really being recommended is an improvement and systematic extension of such approaches through training and


supervision which would increase the effectiveness of officers as lay counsellors.

The State of California Department of Corrections has introduced a system of lay counselling in its institutions as has the Elmira Reformatory in the State of New York which introduced such a programme in 1950.

Col. Leroy Weaver, Superintendent of Elmira Reformatory, believed that members of his staff, both custodial and civilian personnel, could establish a rapport between inmate and an individual staff member through which guidance and counselling could be done effectively to alter the misbehavior habits of an inmate and provide sufficient encouragement to enable the inmate to fit himself for life in a free community and to make a satisfactory institutional adjustment.39

The following figures have been published illustrating the success experienced at the Elmira Reformatory.

From the inception of the counselling service in 1950 until 1954 total of four hundred and seven (407) men were assigned to counselors. Of this group two hundred and fifty-three (253) were released on parole during this period. Analysis of the parole outcome of the two hundred and fifty-three men who were released on parole from 1950-1954 indicated that 29% committed new crimes or violated their parole. More significant is the fact that the parole violation rate for paroled inmates from Elmira Reformatory had dropped from 28% in 1950 to 8% in 1954.40

The District of Columbia, Washington, United States of America, has also utilized custodial officers as counsellors "in an effort to supply the services ordinarily performed by


professional rehabilitative personnel . . . ." Although there has been no scientific evaluation of this programme certain improvements in the prison situation have been noted. These are summarized briefly to illustrate the values such a programme can present.

It is believed that the counselling . . . has contributed to the orderliness and stability of institutional operation. Some intangible forces have been at work to make four seriously crowded institutions operate without difficulty.

Custodial supervisors show insight and understanding.

Classification and admission summaries are being studied by custodial supervisors for the first time.

Custodial supervisor's reports contain much data of value to research.

Improved relations found between professional and custodial staff.

Improvement observed in character and behavior of inmates.42

Social Education Programme

Through the skilful use of inmate activities and privileges, the prison administrator has an opportunity to develop within the individual prisoner new habits of good sportsmanship and fair play and to afford the inmate the opportunity to accept the same kind of responsibility he will be expected to assume in the free world outside the prison walls.43

Thus a programme of social education, through the use of inmate activities and privileges, should be regarded as another aspect of the total rehabilitative process rather than merely

42 Loc. cit.
as a function of granting or withholding privileges.

**Personnel.** At present, the majority of inmate activity is handled by the Schoolmaster-Librarian and the Physical Training Officer. We believe that this part of the programme is sufficiently important to warrant some staff members being assigned to it on a full-time basis, and therefore suggest that there might be established positions for a Supervisor of Group Work, and at least eight Group Work Officers.

The Supervisor of Group Work would preferably be a graduate in social group work. The Group Work Officers could be regular custodial officers who have been selected for this assignment and provided with specialized training.

These staff members would be responsible together with the present Physical Training Officer for organizing and directing a programme of inmate activities and privileges. In this way the Schoolmaster-Librarian could be relieved of his duties in this area and thus be freed for his more academic tasks. Such a programme could include special interest groups, dramatic and musical activities, the present inmate newspaper publication, hobbies, inmate advisory council, athletic activities and any other activities deemed to be suitable.

**Inmate Advisory Council.** The present Inmate's Welfare Committee is comparable in purpose and organization to what is known elsewhere as the Inmate Advisory Council. Time did
not permit the observation of this committee in action. The evaluation of it in this study will deal only with its organization and is based on an interview with a staff member who was responsible for the supervision of this committee.

This committee has a number of sub-committees each of which reports back to the central body. This is of course a usual plan of organization for a large committee but it is questionable whether it is wise in a prison setting to leave the appointments to the sub-committees in the hands of the main committee, a procedure which opens the door to the possibility of a small group of inmates taking advantage of their authority for personal advantage. For an analysis of the prison community which would provide some insight into the problems of investing authority in inmates, one may refer to Clarence Schrag's "Social Types in the Prison Community," "Crimeville: A Sociometric Analysis of the Prison Community." Other works along these same lines include Donald Clemmers "The Prison Community," W. Fauquier's and J. Gilchrict's "Some Aspects of Leadership in an Institution."

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46 Donald Clemmer, The Prison Community, Boston, Christopherson Publishing House, 1940.

and F.E. Haynes, "The Sociological Study of the Prison Community."

The State of California, Department of Corrections, has experienced much success in the use of inmate advisory councils. In view of their results, it is felt that consideration should be given to the following comments which are paraphrased from their directive on councils:

The inmates functions shall always remain advisory. Each inmate shall be elected in a free election. The length of term shall be short to avoid any group taking over the council, six months has been used as the limit in some institutions.

The most successful councils have been those which have been closely and continuously supervised by the top management of the prison, and where the Warden has been sympathetic, interested, and open-minded.

There shall be no actual administrative responsibilities delegated to the council even after approval of a recommendation. The raising of a subject which does not fall within the scope of the practical and approved concern of the council shall be followed by an explanation of why the topic is not to be considered rather than by an abrupt and dictatorial change of subject. There shall be no discussions of individual inmates or members of staff.

The council shall not be an agency to originate requests or suggestions regarding policies or procedures outside of institutional matters.

There shall be no authority given to the member of the council at any time or under any circumstances to order other inmates to carry out projects initiated by them, not even those which have the official approval of the Warden. They may, through the intercession of a staff member, obtain assistance from other inmates.


49 Inmate Advisory Councils, The State of California Department of Corrections, Sacramento California.
In addition to the large central committee with subcommittees reporting to it, the State of California Department of Corrections has introduced the idea of an executive committee. This executive committee meets with the Warden to discuss their activities and present points for consideration. This committee then reports back to the council which develops plans on the basis of the discussions held with the Warden.

In considering the Inmate Welfare Committee at the British Columbia Penitentiary in terms of the above criteria certain recommendations can be made. The members of the subcommittees could be elected rather than appointed by the Inmate Welfare Committee. The term of office of all members might be restricted, and an executive committee be elected which would meet regularly with the Warden. Finally, all staff and inmates could be made more fully aware of the objectives, purpose and values of an inmate council.

It would also be desirable to provide the council with a permanent place in which to hold meetings, conduct business and prepare materials. The Penitentiary is at present too overcrowded to make provision of such accommodation feasible, but this is something which could be kept in mind when planning for future expansion.
Research

To ensure the development of the most effective rehabilitative methods, it is necessary to be constantly evaluating, examining, and testing these methods in order to determine the extent to which they do produce positive benefits. To this end, it is recommended that consideration be given to the appointment of qualified research personnel to the headquarters staff, who would be authorized to enlist the cooperation and participation of institutional staff, as needed, on particular projects. The Fauteux Committee in their report has also recommended the establishment of a research section in the Department of Justice.

For a discussion of research methodology in penology one may refer to M.F. Farber's article "Prison Research: Techniques and Methods." Lloyd Ohlin in his text "Sociology and the Field of Corrections," presents a summary of research findings on the prison community as well as valuable suggestions for further investigation which would be of interest to personnel in this area.

Synopsis

The rudiments of an effective training scheme are embodied in the present programme of the Penitentiary. This


51 Lloyd Ohlin, Sociology and the Field of Corrections, Russell Sage Foundation, 1956.
is evidenced by the existence of classification, religious, academic, vocational, psychiatric, medical, and recreational activities. However, the staff members involved are relatively few and while having an appreciable degree of success, it is felt their over-all effect on the inmate population would be much larger with additional staff. In addition, the overcrowding of the Penitentiary and the amount of facilities available tend to restrict any individualized planning of a rehabilitative programme for inmates.

Therefore, in order to permit the development of the present programme into a more effective system of training, it is recommended that all possible efforts be made to increase the training staff and expand the resources for the positive treatment of inmates.

Certain suggestions have been made with this objective in mind, most of them based upon accepted principles of correctional administration, but it is emphasized that the development of specific programme areas should be preceded by careful and specific studies of the functions and needs which are involved.
CHAPTER V

ADMINISTRATION

Organization

Authority. The Penitentiary is administered under the Penitentiary Act of 1939 and the rules and regulations made thereunder. A separate administrative manual, known as the Penitentiary Regulations, 1933, gives detailed guidance on administrative procedures for all departments of the institution. The essential parts of these regulations were summarized and published as the Penitentiary Officers' Handbook 1952. These regulations, together with various circulars, orders, and bulletins received from headquarters, guide the administration of the institution.

The Warden issues Standing Orders for the detailed guidance of officers and for the assignment of duties. These orders describe the duties and responsibilities of each staff position and establish the routines of the prison.

In addition to the Penitentiary Act and the Regulations, certain sections in the Criminal Code 1953-54 (Can.) Ch. 51 are significant in affecting the duties of penitentiary officers. These include the sections on Protection of Persons Administering and Enforcing the Law (sections 25, 26, 27) Suppression of Riots (section 32), and Escapes and Rescues (sections 124, 125, 126 and 127).
Warden. The institution is under the direct control of the Warden who acts as the chief executive officer of the prison and is, in turn, responsible to the Commissioner of Penitentiaries. Authority is vested in the Warden by the Penitentiary Act of 1939.

Section 31. (1) The Warden of a penitentiary shall be the chief executive officer of the same, and as such shall have the entire executive control and management of all its concerns, subject to the rules and regulations duly established, and the written instructions of the Commissioner.

(2) In all cases not provided for, and where the Commissioner cannot readily be consulted, the Warden shall act in such manner as he deems most advantageous in the public interest.

(3) He shall be responsible for the faithful and efficient administration of the affairs of every department of the penitentiary, and he shall reside at the penitentiary.

The Penitentiary Regulations of 1933, made under the power granted by the Penitentiary Act, describe the major responsibilities and duties of the Warden. Such regulations provide for the inspection of the plant and staff, the control and care of inmates, and reports to be made to the Commissioner of Penitentiaries.

Deputy Warden. Second in command to the Warden is the Deputy Warden who, in the absence of the Warden, assumes the responsibility of that position as stated in the Penitentiary Act of 1939.
Section 32. In the absence or during the incapacity of the Warden, the Deputy Warden shall exercise all the disciplinary powers and perform all the necessary duties of the Warden . . . .

The Deputy Warden acts as the supervisor of the treatment or rehabilitation activities of the institution, and at the same time retains supervisory responsibilities in matters of security and custody. His position is somewhat similar to that of the Deputy Warden in Charge of Treatment, who in many modern American prisons or reformatories, supervises the treatment personnel of the institution.

In 1952 the Deputy Wardens of the Penitentiary Service were brought together in a conference to enable them to discuss the changing nature of their position, and the possibility of developing a rehabilitation programme for all institutions. As a result of this conference, the following duties were suggested for this position.

Treatment Areas for The Deputy Warden's Supervision:

1. Pre-classification, orientation and employment of newcomers.
2. Classification
3. Work assignment (in collaboration with the chief keeper and other senior officers).
4. Vocational and Controlled Training assignments.
9. Occupational supervision (work, grading, remuneration.
10. Physical needs (accommodation, messing, medical, dental, psychological and psychiatric services).

1 Deputy Warden's Conference Proceedings, April, 1952, p. 4.
11. Social counselling (adjustment of personal problems, activities of the National Employment Service, John Howard Society, Salvation Army, etc.).

12. Pre-release orientation, employment, etc.

13. Investigation.

It was further agreed that the following additional matters should be the personal responsibilities of the Deputy Warden:

1. A major role in the screening of applicants for employment.
2. Local Training of Officers.
3. Recommendation of candidates for Penitentiary Staff College.
4. Membership in committee on estimates.
5. Economy.
6. Periodic review of expenditures (monthly unencumbered balances).
7. Officers' dress and general deportment.
8. General supervision of duties re-allocated to chief keeper.

The remaining duties to be performed by the Deputy Warden are in the Penitentiary Regulations 1933. Of those still in force, the most important are those which state that he shall be responsible for the custody and discipline of the Penitentiary, and that in the Warden's absence he shall assume control.

**Chief Keeper.** The Chief Keeper is responsible for maintaining the security of the institution. This position carries the responsibilities and duties which, in some prisons, would be assigned to a Deputy Warden in charge of Custody. He supervises, and assigns duties to, the custodial officers and maintains staff discipline generally. He is also responsible for the inspection of security facilities,
and the servicing of firearms. In the absence of the Deputy Warden he assumes the responsibilities of that position, and should both the Deputy Warden and Warden be absent, he must assume control of the Penitentiary.

**Principal Keeper.** This position was created in 1952, principally to supersede the position of Senior Keeper. The Principal Keeper acts as an assistant to the Chief Keeper in maintaining the security of the institution, and is also responsible for the maintenance of the Penitentiary and inmate population. He is responsible for the receiving and discharging of inmates, for issuing their clothing and keeping them clean, and for assigning work to them before they go through the classification procedure. In the absence of the Chief Keeper he assumes the responsibilities of that position.

**Keeper.** Keepers act as the senior custodial officers of the Penitentiary under the direction of the Chief Keeper and, through him, the Deputy Warden. They are employed in a supervisory capacity over the main body of custodial officers, being in charge of the evaluation of staff and the training of new personnel. During the night and morning shifts, one Keeper, assisted by a staff of guards, has charge of the prison and has the responsibility of initiating emergency action in the event of escape, riot or other disturbance. There are, at present, five Keepers on the staff, with one performing in addition to his regular duties, those of
In-Service Training Officer. The number of Keepers allotted to the institution is determined by the size of the prison population on the basis of one Keeper for every one hundred inmates. Thus, the inmate population at the time of this study, of over 600 calls for six Keepers, including the Principal Keeper.

Guard. Guards act in a direct supervisory capacity over the inmate population and are responsible for the discipline, safe custody, work supervision, and needs of the inmates. In addition to purely custodial duties, the officers are expected to consider the rehabilitation of the inmates. Guidance in this matter is supplied by the Treatment Regulations of the Penitentiary Officers' Handbook, 1952, which apply to all staff members. The most significant of these regulations state:

Section 40. In the control of inmates, officers shall seek to influence them through their own example and leadership and to enlist their willing co-operation.

Section 41. The treatment of inmates shall, at all times, be such as to build up their self respect and to encourage a sense of personal dignity and responsibility.

Within the classification of guard there are two grades, Guard 1 and Guard 2, the latter being the senior rank. There were at the time of this study seventy-six Guards, grade 1, and seventeen Guards, grade 2. The number of Guards, like the number of Keepers, is determined by the inmate population. The allotment is made on the basis of one
guard for every ten inmates in addition to the number of guards required to man a certain number of posts in the prison.

Guards, grade 2, occupy the more responsible custodial positions. For example, each cell block is manned by a number of Guards, Grade 1, who are under the charge of a Guard Grade 2. The total number of Guards, grade 2, may not exceed twenty per cent of the authorized custodial personnel.

**Plant Engineer.** The major duties of this position, set forth in the Penitentiary Regulations of 1933, are as follows:

Section 361. The Plant Engineer shall, under the Warden, be responsible for the steam and electric service, heating, plumbing, ventilating, lighting, water and fire protection service and sanitary system of the Penitentiary, and the trades connected with his department.

To assist the Plant Engineer in the fulfilling of these responsibilities, there are three Assistant Plant Engineers, five Guard-Firemen, a Steam Fitter-Plumber, and an Electrician.

**Storekeeper.** The major duties of this position, as stated in the Penitentiary Regulations of 1933 are as follows:

Section 371. He shall receive all goods, wares, and supplies purchased for the Penitentiary, and shall have the care and custody of the same until issued by him for actual consumption or use on proper requisition furnished to him.

Section 373. He shall on emergency, purchase goods, wares and supplies as directed by the Warden and when furnished with a requisition signed by the Warden.
Section 377. When articles for sale are manufactured or produced by the Penitentiary, they shall be transferred to the Storekeeper, who shall be the custodian of the same pending shipment.

Steward. The Steward's responsibilities include the management and cleanliness of the kitchen and the preparation of food, in a clean and palatable manner for the entire institution. He is assisted by the Assistant Steward and Kitchen officers who function in a supervisory custodial role over the inmates employed in the kitchen. The Steward's duties, as stated in the Penitentiary Regulations of 1933, consist of the following:

Section 406. The Steward shall have charge of the victualling department, including the kitchen, cellars, and other places where provisions are kept and all passages leading thereto, and shall see that the same are at all times kept clean and in good order.

Section 407. He shall keep detailed accounts of the quantities and values of all supplies requisitioned for and received by him, and of all supplies used by him.

Section 408. He shall see that all provisions received by him are kept in such condition as to prevent them becoming injured in quality. He shall take care that no bad or unsound provisions are cooked or furnished to the convicts, and that all meals are served in a palatable manner.

Section 409. He shall prepare the Weekly Diet sheets for the Officers Mess and the convicts, for the approval of the Warden.

The duties of the remaining positions in the organization of the Penitentiary are described in the sections which deal with their respective functions.
Appointments. The Warden, Deputy Warden, Chief Keeper, and other senior executive officers are appointed to their positions by order-in-council of the Governor General, who acts upon the recommendation of the Minister of Justice. The Principal Keeper, and the staff positions subordinate to him, are appointed by the Commissioner of Penitentiaries. Thus, appointments to positions are originated by the recommendation of the Commissioner of Penitentiaries and are not subject to civil service regulations.

Recruitment of Staff. Certain minimum qualifications must be met by an applicant for employment in the Penitentiary Service. He must be a Canadian citizen, resident in the area served by the Penitentiary, twenty-one years of age or over, and have no criminal record. He must be physically fit, of good character, never have been previously dismissed from the Penitentiary Service, not have an immediate family relative on the staff, and if over thirty-five years of age, must have had previous overseas military service.

All staff vacancies are publicly advertised in the area served by the Penitentiary through local newspapers.

Training. A new officer, upon appointment, is put under the direction of the In-Service Training Officer for a ten day orientation period. The schedule for this training period is as follows:
Training Schedule for New Officers.

1st day  A.M. Interviewed by the Warden and sworn in. Issued with Regulation book and Escape Instructions. Interviewed by the Deputy Warden regarding his training duties and what is expected of him as a Penitentiary Officer.

P.M. Accompanies the Deputy Warden on his tour of inspection so that the new officer learns the geographical layout of the Prison.

2nd day  A.M. Accompanies the Plant Engineer to become acquainted with the fire fighting equipment and the location of the fire hydrants.

P.M. Accompanies the Farm Instructor, visits the back fields, is shown the locations of the stands and the extent of their supervision.

3rd day  A.M. Receives instructions on Front Gate Duties during which time he also receives instructions in operating the switchboard.

P.M. Receives instruction on Main Hall Duties.

4th day  A.M. Receives instructions on Tower Duties.

P.M. Receives instructions on Stand Duties.

5th day  A.M. and P.M. Receives instruction on Vestibule Duties.

6th day  A.M. and P.M. East Wing, North Wing, Cell Block B-7, receiving instructions from the Senior Officer in charge of the Wings.

7th day  A.M. and P.M. On Duty this day with gang officers to gain knowledge of the duties performed.

8th day  A.M. and P.M. On duty this day with the Yard Keeper. He will visit Close Confinement and will assist the yard officers with the Doctor's and Chaplain's parades.

9th day  A.M. and P.M. Read Standing Orders. He will attend the Warden's Court this day. He will be on duty on the night shift from 1700 to 2100 hours during which time he will receive instruction on all night posts.

10th day  A.M. Yard Duty. He will visit the ranges during the noon hour, and will be tested for both rifle and revolver shooting under the supervision of the Yard Officer.
P.M. Will be issued with spare ammunition, holster, billie, and whistle from the Chief Keeper's department.

He will again be interviewed by the Deputy Warden who will instruct the officer concerning the administering of corporal punishment, the proper way to make out crime reports, and handling convicts. Should the new officer feel he needs further training, this will be granted.

Additional training is provided by the institution through the In-Service Training Course. This is a two week course under the direction of the In-Service Training Officer, who is responsible to the Deputy Warden for the preparation of class schedules and the co-ordination of the training plan. Various specialists present lectures on their particular role and activities in the institution, in addition to instruction in the principles of human behavior, first aid, and custodial practices. The syllabus for the class which ran from January 10, 1955 to January 22, 1955 is as follows:

**British Columbia Penitentiary**  
**In-Service Training For Officers, January 1955**

**Training Schedule for Class #3 Jan. 10th to Jan. 22nd, 1955**

**January 10th**

<table>
<thead>
<tr>
<th>Time</th>
<th>Subject</th>
<th>Instructor</th>
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<tr>
<td>0800-0830</td>
<td>Objectives of In-Service Training</td>
<td>I.S.T.O.</td>
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<td>0830-0930</td>
<td>Officers' Handbook</td>
<td>I.S.T.O.</td>
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<td>0930-1030</td>
<td>Penitentiary Act (Laws and Code)</td>
<td>Keepers Reed</td>
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<td>1030-1200</td>
<td>Psychiatry</td>
<td>Dr. McDonald</td>
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<td>1330-1500</td>
<td>Tour of Vocational Facilities</td>
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<tr>
<td>1500-1630</td>
<td>First Aid</td>
<td>A.H.O. Turner</td>
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<tr>
<td>Date</td>
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<tr>
<td>January 11th</td>
<td>0800-0900</td>
<td>Officers' Handbook</td>
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<td>0900-1030</td>
<td>Duties of the C.V.O.</td>
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<td>1030-1300</td>
<td>Psychiatry</td>
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<td>1330-1500</td>
<td>National Employment Service</td>
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<td>1500-1630</td>
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<td>0800-0900</td>
<td>Officers' Handbook</td>
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<td></td>
<td>0900-1030</td>
<td>School and Library Functions</td>
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<td></td>
<td>1030-1200</td>
<td>Psychiatry (Film, Emotional Health)</td>
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<td></td>
<td>1330-1500</td>
<td>Duties of the Accountant</td>
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<td>1500-1630</td>
<td>First Aid</td>
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<td>January 13th</td>
<td>0800-0900</td>
<td>Officers' Handbook</td>
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<td>0900-1030</td>
<td>Functions of the Dept. of Remission</td>
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<td>1030-1200</td>
<td>Psychiatry</td>
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<td>1330-1500</td>
<td>Duties of the Censor's Dept.</td>
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<td>1500-1630</td>
<td>First Aid</td>
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<td>January 14th</td>
<td>0800-0900</td>
<td>Film (Children of the City)</td>
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<td>0900-1030</td>
<td>Discussion</td>
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<td>1030-1200</td>
<td>Part 1. Security--Fire--Riot--Escape</td>
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<td>1330-1500</td>
<td>Psychiatry (Films Understand and Control your Emotions)</td>
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<td>The Salvation Army in the Penal Field</td>
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<td>0800-0900</td>
<td>Report Writing--Procedure in Warden's Court</td>
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<td>0900-1000</td>
<td>Self Improvement</td>
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<td>1000-1100</td>
<td>Film (The Conners Case)</td>
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<td>1100-1200</td>
<td>Escort Procedures</td>
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<td>January 17th</td>
<td>0800-0900</td>
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<td>Duties of the Wing Officer</td>
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<td>1030-1200</td>
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<td>0900-1030</td>
<td>Problems on Night Duty</td>
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<td>1030-1200</td>
<td>Psychiatry</td>
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<td>Functions of the John Howard Society</td>
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<td>0900-1030</td>
<td>Fire Protection</td>
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<td>1030-1200</td>
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<td>Duties of the Chaplains</td>
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<td>1500-1630</td>
<td>Final Tests, First Aid Course</td>
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<td>0800-0900</td>
<td>Officers' Handbook</td>
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<td></td>
<td>0900-1030</td>
<td>Part II School and Library</td>
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<td>1030-1200</td>
<td>Psychiatry, Film (Shyness)</td>
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<td>1330-1500</td>
<td>Remission and Remuneration</td>
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<td>1500-1630</td>
<td>Duties of the Executive</td>
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<td>0800-0900</td>
<td>Organization of Justice Dept.</td>
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<td>0900-1030</td>
<td>Initiative-Leave Regulations</td>
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<td>1030-1200</td>
<td>Psychiatry</td>
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<td>1500-1630</td>
<td>FINAL TESTS</td>
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<td>January 22nd</td>
<td>0800-1200</td>
<td>FINAL TESTS CONTINUED</td>
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Since February 1948, all new guards who have successfully completed their six month probationary period have been sent to the Penitentiary Staff College, which is adjacent to Kingston Penitentiary, for a further training period of from five and one-half to six weeks.

The curriculum at the Staff College includes correctional history, contemporary penal practices, psychology and psychiatry, modern social problems, duties and responsibilities of the Penitentiary Officer, remission and "ticket-of-leave," physical training, and the use of small arms and tear gas.

Training for higher positions is also gained through practical, "on the job" instruction. When an officer is absent, he is relieved by his immediate junior. This policy applies to every position from Warden to Guard. In the event of the Warden's absence, the Deputy Warden acts as Warden for the duration of such absence, the Chief Keeper acts as Deputy Warden, the Principal Keeper as Chief Keeper, and so on down the line of authority. Guards, grade 2, relieve Keepers and so gain experience in that position.

Specialists' conferences are held at the Penitentiary Staff College at which homogeneous groups of workers from the various Penitentiaries gather for a discussion of problems and an evaluation of programmes. Such conferences include those of the Wardens, Deputy Wardens, Chief Keepers, Classification Officers, Chief Trade Instructors and Chief
Vocational Officers, Accountants and Storekeepers, Plant Engineers, Stewards, Executive Secretaries and Senior Clerks, Schoolteacher-Librarians, Chaplains, Censor Clerks, In-Service Training Officers, and Hospital Officers. New methods are learned through these conferences and problems are discussed, so that the conferees may increase their knowledge and understanding of their particular positions.

**Promotion—Policies and Procedures.** Upon joining the Penitentiary Service, the new officer serves six months as a Probationary Guard. Upon the completion of this period, an evaluation is made of his ability to supervise and direct inmates. Should he prove acceptable, he is appointed to the position of Guard, grade one. The Warden may extend this probationary period for a further six months should there be some doubt concerning the individual's fitness.

The results of the examinations given in connection with the In-Service training and at the Penitentiary Staff College, along with the appraisals made by the College instructors, are taken into consideration in selecting officers for advancement. No officer is considered for promotion until he has completed the training given at the Penitentiary Staff College. An eligibility list for promotions is established under regulation 493 of the Penitentiary Regulations.

493. The Warden shall establish a list of persons qualified to fill each class of position on the establishment of a Penitentiary. The list so
established shall be known as and called "Qualified List" and such list may be added to from day to day as suitable applicants are approved as qualified for appointment.

Civil Service Commission efficiency rating forms are completed on every staff member during the fifth month of the probationary period and annually thereafter. This form is completed by at least two supervisory officers and is then discussed with, and signed by, the officer being rated. Sixty-five per cent is the minimum requirement for promotion from Guard, grade one, to Guard, grade two, and seventy-five per cent is the minimum requirement for promotion to Keeper.

Also considered in the selection for promotion are the officer's seniority, service record, education, and demonstrated ability on the job.

The Penitentiary Officers' Handbook, 1952, states the general conditions of promotion:

Section 14 (a) Promotion within the establishment of Penitentiaries shall be made for merit, upon the recommendation of the Warden approved by the Commissioner after such examination, reports, tests, records, or recommendations as may be prescribed by the Commissioner.

(b) All other conditions and circumstances being equal, length of service shall count towards promotion. The Veteran's preference is, by Statute applicable only to those joining the Service.

(c) No promotion, or change of classification, designation or position will be made until after the approval of the Commissioner has been obtained.

Before an officer may be promoted to Guard grade two, he must have served three years as a Guard grade one, have
fulfilled the various requirements mentioned earlier, and have been recommended by the Warden.

After five years service as a Guard, grade one, the officer is allowed to write the Keeper's examination, which is sent to the institution from headquarters in Ottawa, and returned upon completion for grading. Upon successful completion of this examination, the officer's name is placed upon an eligibility list; his position on the list is determined by his general ability and his standing measured by all examinations. Because of the small number of vacancies which occur, the majority of Keepers serve for fifteen or more years before being appointed to that position.

The next position in the custodial hierarchy is that of Principal Keeper. For promotion to this position the officer must have demonstrated his ability as a Keeper, and have successfully completed the Keeper's examination. The Principal Keeper is usually an officer with over twenty years of custodial experience.

For promotion to Chief Keeper the officer must have successfully completed the Chief Keeper's examination, which qualifies him, not only for promotion to Chief Keeper, but also to Deputy Warden and Warden. He must also have demonstrated, in the performance of his duties, the administrative ability required for the position of Chief Keeper.

In order to qualify for promotion to the position of Deputy Warden, an officer must have successfully completed the
Chief Keeper's examination and have exhibited outstanding administrative qualities. The same, or even more, rigorous requirements apply to the position of Warden.

Promotion may come from anywhere in the Penitentiary Service to the position of Chief Keeper, Deputy Warden, and Warden. Promotion to all positions below that of Chief Keeper are made from within the ranks of the institution. Instructors, professional, and clerical staff are often appointed from outside.

Disciplinary Action Against Officers. The main rules and regulations governing disciplinary action against personnel of the Penitentiary Service are stated in sections 16, 17, and 18 of the Penitentiary Officers' Handbook 1952. These are to the effect that an officer may be fined up to one month's pay, dismissed, or prosecuted under section 72 of the Penitentiary Act, with or without suspension from duty, if he: is absent without leave, late, makes false representations, comes on duty under the influence of liquor, falls asleep, has unauthorized dealings with inmates, or unauthorized persons, is inefficient, refuses to obey orders, engages in election activities, solicits influence from outside the Penitentiary Service, or is in any way immoral, intemperate or conducts himself so as to bring discredit to the Penitentiary Service. In addition any officer may be retired to promote efficiency if his performance of duties is below an acceptable standard.
Any officer charged with a breach of regulations appears before the Warden on a specific charge. The Warden then forwards his recommendation for disciplinary action, if any, to the Commissioner of Penitentiaries for confirmation. Upon such confirmation being obtained, the disciplinary action is carried out. The regulations permit any officer to submit in writing, to the Commissioner of Penitentiaries, any complaint or grievance he may have concerning disciplinary action or charges laid against him.

It is the policy of the Penitentiary Service to fine or dismiss an officer for an infraction of regulations rather than demote him. It is thought that an officer who suffers a demotion also suffers a reduction in status among the inmate population, a situation which would make it difficult, and perhaps impossible, for him to control inmates under his charge.

**Personnel.** The staff numbered 171 at the time of this study, giving a staff to inmate ratio of 1 to 3.6.

The turnover of staff is not excessive; averaging twelve annually, nearly all of whom were in the lower ranks. There are many long-service officers on staff, some of whom will be eligible for retirement in the next few years.

The staff work a forty hour week, and receive three weeks holidays with pay annually after one year of service. At the end of twenty years service, one month long-service leave is given in addition to the regular annual leave, which
continues to be three weeks until retirement. For every five years service, one month retirement leave is granted, up to a maximum of six months.

Retirement is optional at sixty, and mandatory at sixty-five, unless an extension is granted by the Commissioner of Penitentiaries.

A pension scheme is in operation for all employees of the Penitentiary Service. The annual pension is calculated on the basis of two per cent of the individual's salary during the ten year period in which he was paid at his highest scale, added to a percentage, equal to the number of years he has served, of that same ten years total. Six per cent of the employee's gross pay is deducted for pension purposes.

Workmen's compensation is provided to employees for disabilities incurred in the line of duty; and sick leave with pay is granted for the duration of the illness unless it proves to be a chronic condition.

Shifts. The night staff reports at 4:00 p.m. and is relieved at 11:45 p.m. by the morning shift which is, in turn, relieved at 8:00 a.m., at which hour the main body of the day staff comes on duty, although some custodial officers arrive at 7:00 a.m. to assist the morning shift in breakfast arrangements. The day shift remains on duty until all inmates have been locked in their cells and the count taken, its normal hours are from 8:00 a.m. to 4:30 p.m. in the winter months and 8:00 a.m. to 5:00 p.m. in the summer when,
because of the longer days, the lock-up time is somewhat later than in winter. The night and morning shifts of custodial officers rotate every two weeks. Approximately three-quarters of the staff are on duty during the day shift, as this is the time when the inmates are out of their cells and there is consequently the greatest degree of activity.

Fiscal Management

Personnel. This division is under the direction of the Accountant who is assisted by the Assistant Accountant, the Bookkeeper, and three inmates.

Purchasing, Auditing, and Paying. The purchasing, auditing and paying, for all federal penal institutions is highly centralized, being done almost wholly at Penitentiary Headquarters in Ottawa. The central purchasing agent at headquarters is in charge of all purchasing, so that the greatest possible advantage may be taken of the benefits which are attached to buying in quantity. The individual institution may purchase locally, where that procedure holds obvious advantages, but even these purchases must be authorized by the Central Office. The only exception to this rule is a provision in case of emergency, making local purchases up to the value of twenty-five dollars without receiving advance authorization. In such cases there must be a report submitted justifying the purchase.
The Budget Procedure. Conferences are held within the institution for the purpose of drawing up estimates for the coming fiscal year. These estimates are then submitted to headquarters.

Upon approval of the institution's budget by headquarters, an allotment is made to each department. Money can be transferred between the departments or shops of the institution for repairs and similar expenditures but not for new equipment. Any request for a new or replacement item over the value of fifty dollars, or for any item classified in the miscellaneous category of the departmental allotment, must be accompanied by a letter of explanation.

Bookkeeping and Records. Each department and shop within the institution has an inmate clerk, who does the bookkeeping and keeps the records pertinent to that department. Each month, these records are submitted to the accountant's office for the purpose of consolidation.

Requisitions. All requests for articles from within the institution are completed on a requisition basis. Regulation 621 of the Penitentiary Regulations of 1933 states that, "Every requisition shall state clearly what the article is required for and where it is to be used, and, if necessary, why it is needed."

Inmate Trust Fund. There is an Inmate Trust Fund which is deposited in a local Chartered Bank, and has a
personal account for each inmate. This fund, consists of money in the possession of the individual on reception, money left with, or sent to the Warden by relatives or visitors on behalf of the inmate, and money remitted through the mails by relatives or friends for an inmate. An account is kept of the individual inmate's deposits, savings, and expenditures and withdrawals. This money is held for the inmate and returned to him upon his release from the institution. The transfer of money from the account of one inmate to that of another is permitted only with the approval of the Commissioner of Penitentiaries.

The inmates are allowed to purchase, from the finances in their personal trust fund, hobbycraft supplies, approved publications, necessary educational supplies, spectacles, hearing aids, dentures, and similar items required for personal use, as well as other items specifically approved by the Warden. The inmates may buy articles from the Canteen with the funds they have earned through employment in the Penitentiary. The inmate makes purchases with canteen purchase slips and the amount spent is deducted from his earnings. No inmate is permitted to have money in his possession because it is thought to create a major security risk. Money is an incalculable asset to an escapee since it allows him access to transportation, clothing, and the purchase of assistance from other inmates. Furthermore, the inmate drug addict is more likely to have
narcotics smuggled to him if he has money to pay for them.

**Petty Cash Fund.** A fund is kept in a local chartered bank consisting of sums received from Ottawa from time to time for the operation of the institution. It is from this fund that petty cash expenditures are made. These expenditures are made for stamps, telegrams, long distance phone calls, sacramental wine, travelling expenses of officers on official business, minor medical supplies, scale inspections, parts required on short notice for machinery, and travelling expenses of inmates.

**Reports.** Annual, semi-annual, and monthly reports are made to Headquarters. Such monthly statements cover the canteen, inmate earnings, expenditures, fuel consumption, and bonds or securities received or delivered on the behalf of inmates.

Semi-annual reports submitted on March 31, and September 30, include the auto repair report and trial balances.

On March 31 the annual reports from all the departments of the institution are combined into the Warden's Annual Report which is submitted to the Commissioner of Penitentiaries. This report covers all of the institution's activities for the preceding year. The Accountant, on March 31, submits a report on the unspent balances of the year's appropriation, a report on the general ledger showing balances and a profit and loss statement, and a statement covering all money funds of the institution.
Cost of Operation. The approximate per capita operating cost of the institution is $1,500 per year, based on the total expenditures for the year divided by the average daily inmate population. The average yearly expenditure for the basic administration and maintenance of the Penitentiary is $717,200.00.

Survey Board. A Survey Board, composed of the Deputy Warden, Chief Trade Instructor, one other superior officer as directed by the Warden, and an officer from the department concerned, makes an annual survey of the various departments of the institution for the examination of stores and equipment. The recommendations of this Board as to the need for destruction or replacement of articles are submitted to the Commissioner of Penitentiaries and, upon confirmation by him, are carried out. The Penitentiary Regulations of 1933 describe the function of this board:

667 (A) Before the yearly balances of the ledgers of the Penitentiary are struck, either in the Storekeeper's Department or shop, a Board of Survey shall be held in each store, department, or shop, on the following:

1. All clothing and equipment which requires a reduction in condition.

2. All unserviceable articles of any kind in use or on charge.

3. Such articles as may have been ordered for Board of Survey on the authority of the Department of Justice.

669 (A) Board of Survey shall examine the stores and articles placed before them by the Accounting Officers, and shall consider whether the same shall remain in use, be ordered to be converted for use for any other purpose, or condemned.
Inmate Population

Number. As of March 31, 1956, the inmate population totalled 692. For the period of March 31, 1955 to March 31, 1956, there were 340 admissions, 326 discharges and two deaths.

The following figures, extracted from tables contained in the Annual Report of the Commissioner of Penitentiaries for the year ended March 31st, 1956, present a statistical summary of data concerning the inmate population.

There was a total of 340 inmates admitted during the year, of which 139 had previous prison terms. A total of 326 inmates were discharged, 192 by expiration of sentence, two by death, 92 by ticket-of-leave, and fourteen by transfer to other penitentiaries. Three inmates were confined at the Provincial Mental Hospital at Essondale. The total population on March 31st, 1956, was 692.

Duration of Sentence. All inmates admitted to the Penitentiary have a sentence of two years or more. Those individuals receiving a sentence of less than two years are confined in the provincial prisons. This division of prisoners by length of sentence is stipulated by the British North America Act.

From a study of Table II, page 193, showing the frequency and duration of sentence it can be seen that almost eighty-six per cent of the inmate population are serving sentences between two and eight years. Those inmates serving a life sentence are committed for the rest of their natural life, while those on indeterminate sentences, who have been convicted as habitual criminals or criminal sexual
### TABLE II

**DURATION OF SENTENCES AMONG INMATE POPULATION OF THE BRITISH COLUMBIA PENITENCIARY ON MARCH 31, 1956**

<table>
<thead>
<tr>
<th>Duration of Sentence</th>
<th>No. of Inmates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Two Years</td>
<td>195</td>
</tr>
<tr>
<td>Over Two and Under Three Years</td>
<td>52</td>
</tr>
<tr>
<td>Over Three and Under Four Years</td>
<td>130</td>
</tr>
<tr>
<td>Over Four and Under Five Years</td>
<td>58</td>
</tr>
<tr>
<td>Over Five and Under Eight Years</td>
<td>158</td>
</tr>
<tr>
<td>Over Eight and Under Ten Years</td>
<td>13</td>
</tr>
<tr>
<td>Over Ten and Under Twelve Years</td>
<td>13</td>
</tr>
<tr>
<td>Over Twelve and Under Fifteen Years</td>
<td>8</td>
</tr>
<tr>
<td>Over Fifteen and Under Twenty Years</td>
<td>14</td>
</tr>
<tr>
<td>Over Twenty and Under Twenty-Five Years</td>
<td>6</td>
</tr>
<tr>
<td>Twenty-Five Years and Over</td>
<td>2</td>
</tr>
<tr>
<td>Life</td>
<td>10</td>
</tr>
<tr>
<td>Indeterminate Sentence</td>
<td>17</td>
</tr>
<tr>
<td>During Her Majesty's Pleasure</td>
<td>0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>692</strong></td>
</tr>
</tbody>
</table>

*From the Annual Report of the Commissioner of Penitentiaries for the year ended March 31, 1956, p. 49.*
psychopaths, have their cases reviewed every three years as to the possibility of a conditional release. Those inmates sentenced "During Her Majesty's Pleasure" are usually confined within a mental hospital as they are committed on grounds of insanity.

**Age of Inmates.** From a study of Table III, page 195, showing the age distribution of the inmate population it may be seen that the majority of the inmates are between the ages of twenty-one and thirty-nine years with the average age being thirty years. It is to be expected that the average age of penitentiary inmates would be higher than the average of the criminal population, as the courts are generally reluctant to give a penitentiary term to a young first offender. Therefore, the Penitentiary, having longer sentences, has a large population of inmates in the confirmed criminal group, most of whom have served previous sentences in provincial prisons.

**Previous Convictions.** From a study of Table IV, page 196, showing the frequency distribution of previous convictions of all types, whether they warranted a penitentiary sentence or not, it is seen that 85.9 per cent of the inmate population had previous convictions with the average number of previous convictions being six.
TABLE III

AGES OF THE INMATE POPULATION OF THE BRITISH COLUMBIA PENITENTIARY ON MARCH 31, 1956*

<table>
<thead>
<tr>
<th>Age</th>
<th>Number of Inmates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under Twenty-one Years</td>
<td>57</td>
</tr>
<tr>
<td>Twenty-one to Twenty-Four Years</td>
<td>109</td>
</tr>
<tr>
<td>Twenty-Five to Twenty-Nine Years</td>
<td>148</td>
</tr>
<tr>
<td>Thirty to Thirty-Nine Years</td>
<td>304</td>
</tr>
<tr>
<td>Forty to Forty-Nine Years</td>
<td>122</td>
</tr>
<tr>
<td>Fifty to Fifty-Nine Years</td>
<td>32</td>
</tr>
<tr>
<td>Sixty Years and Over</td>
<td>20</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>692</strong></td>
</tr>
</tbody>
</table>

*From the Annual Report of the Commissioner of Penitentiaries for the year ended March 31, 1956, p. 49.*
<table>
<thead>
<tr>
<th>Number of Previous Convictions</th>
<th>Number of Inmates</th>
</tr>
</thead>
<tbody>
<tr>
<td>None</td>
<td>97</td>
</tr>
<tr>
<td>One</td>
<td>76</td>
</tr>
<tr>
<td>Two</td>
<td>86</td>
</tr>
<tr>
<td>Three</td>
<td>61</td>
</tr>
<tr>
<td>Four</td>
<td>54</td>
</tr>
<tr>
<td>Five</td>
<td>67</td>
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<tr>
<td>Six</td>
<td>44</td>
</tr>
<tr>
<td>Seven</td>
<td>37</td>
</tr>
<tr>
<td>Eight</td>
<td>27</td>
</tr>
<tr>
<td>Nine</td>
<td>27</td>
</tr>
<tr>
<td>Ten</td>
<td>16</td>
</tr>
<tr>
<td>Eleven</td>
<td>14</td>
</tr>
<tr>
<td>Twelve</td>
<td>13</td>
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<tr>
<td>Thirteen</td>
<td>18</td>
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<tr>
<td>Fourteen</td>
<td>12</td>
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<tr>
<td>Fifteen</td>
<td>6</td>
</tr>
<tr>
<td>Sixteen</td>
<td>4</td>
</tr>
<tr>
<td>Seventeen</td>
<td>8</td>
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<tr>
<td>Nineteen</td>
<td>8</td>
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<tr>
<td>Twenty</td>
<td>3</td>
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<tr>
<td>Twenty-one</td>
<td>4</td>
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<tr>
<td>Twenty-Two</td>
<td>2</td>
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<tr>
<td>Twenty-Three</td>
<td>1</td>
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<tr>
<td>Twenty-Four</td>
<td>1</td>
</tr>
<tr>
<td>Twenty-Six</td>
<td>1</td>
</tr>
<tr>
<td>Twenty-Eight</td>
<td>1</td>
</tr>
<tr>
<td>Twenty-Nine</td>
<td>1</td>
</tr>
<tr>
<td>Thirty-Two</td>
<td>1</td>
</tr>
<tr>
<td>Thirty-Five</td>
<td>1</td>
</tr>
<tr>
<td>Forty-Two</td>
<td>1</td>
</tr>
</tbody>
</table>

TOTAL 692

*From the Annual Report of the Commissioner of Penitentiaries for the year ended March 31, 1956, p. 50.
TABLE V

RECIDIVISM OF BRITISH COLUMBIA PENITENTIARY INMATE POPULATION*

<table>
<thead>
<tr>
<th>Population March 31, 1953</th>
<th>No. Previous Penitentiary Commitments</th>
<th>Total Recidivists</th>
<th>Previous Penitentiary Commitments 1 2 3 4 or more</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total 692</td>
<td>376</td>
<td>316</td>
<td>146 75 95 42</td>
</tr>
</tbody>
</table>


From the above table it can be seen that approximately forty-six per cent of the inmate population as of March 31, 1956 have served previous penitentiary terms with twenty-three per cent having served two or more previous penitentiary terms.

The Penitentiary has a recidivistic criminal group to deal with. The majority are beyond what is usually considered the reformable age, and have served previous sentences, both in provincial prisons and federal penitentiaries. Furthermore, of the 325 admissions for the year ended March 31, 1956, 194 were unemployed prior to commitment. The only bright spot in this picture, from the point of view of reformation, is that the majority of sentences are of sufficient length to permit an extensive rehabilitation programme to be carried out with some hope of success.
Admission and Quarantine. The prisoner, upon admission, is accompanied by a warrant of commitment stating the term to which he has been sentenced; a medical certificate declaring that he is free from any "putrid, infectious, or contagious disease"; and a waiver of appeal if the thirty-day appeal period has not ended. Should the prisoner not be free from disease, he will not be accepted by the Penitentiary and must remain in a provincial gaol until he is declared free from disease. Nor is any prisoner who is certified by the Penitentiary Surgeon to be insane or an imbecile admitted to the Penitentiary.

All inmates sentenced to imprisonment in a Penitentiary are subject to hard labour, whether or not this was specifically directed in the sentence by the court.

The reception of inmates is governed by the Penitentiary Regulations of 1933; the major regulations are paraphrased as follows:

Every inmate is to be searched upon admission and every article found upon his person to be taken from him. Articles worth keeping are entered in the "Convict's Effects Book" and are kept until the day of his discharge. All cash taken from the inmate is delivered to the Accountant to be placed in the "Inmate's Trust Fund."

Every inmate upon reception is examined by the penitentiary physician to determine whether he is affected by an infectious or contagious disease whether he has any mental or bodily defect, and whether he has been vaccinated.

Every inmate is photographed and his fingerprints are taken upon reception.
The prisoner is received at the front Administration Building where the warrant of commitment, medical certificate, and waiver of appeal if present, are checked, and the man is identified as the one to be committed for imprisonment. His valuables are then taken from him and recorded by the Accountant.

A form giving the personal data concerning the individual is filled in for use by the Principal Keeper. These data include; physical description, length of sentence, religion, addiction to alcohol or drugs, and other information. He is then taken to the Reception and Discharge Centre in the basement of the South Wing, where he is photographed, both full face and profile, and assigned a penitentiary number. The numbers of prisoners under twenty-one years of age have the prefix Y. The inmate then goes to the laundry where prison clothing, which he must wear unless the Physician recommends otherwise, is issued to him; after which he returns to the centre. Here he undresses and his personal clothing is stored, a record being made in the Effects Book of the clothing to be kept for him. He may give written permission for the Penitentiary authorities to dispose of any articles of clothing he does not wish to keep. He then receives a hair-cut and is taken to the disinfectant bath, in which he must completely immerse himself, after which he is permitted to shower in fresh water. His height, weight, and identification marks are then recorded, and an examination is made to
insure that he does not succeed in carrying any contraband, especially drugs, into the prison by secret ing it under his tongue or in some recess of his body.

After this search, the inmate dresses in prison clothing and a clerk takes his employment history and criminal record and notes any peculiarities, such as a limp, hearing defect, facial tic, or anything at all which might be of value in identifying him in the event of escape. He is then fingerprinted and copies of these prints are sent to the local Royal Canadian Mounted Police, and to the City Police Departments in Vancouver, New Westminster, and Victoria. Fingerprints are also sent to the Royal Canadian Mounted Police Fingerprint Section in Ottawa, from where a copy of his previous criminal record is sent to the Penitentiary after his identification has been checked.

Following fingerprinting, he is issued bedding and placed in the Reception Area in the B-7 Cell Block for a period of thirty days. During this time all new admissions are segregated from the remainder of the inmate population. The purpose of this procedure is to provide a quarantine period as well as an opportunity for classification study. During this period diagnostic interviews are held and a physical examination is given by the Penitentiary Physician. This segregation period may be less than thirty days for those inmates with previous terms in the institution, as most of the information gathered during the earlier confinements will still be available.
Housing Assignment. After the completion of his reception period, the inmate is assigned a permanent cell within the Penitentiary by the Chief Keeper. The most dangerous security risks are placed in a separate portion of the B-7 Cell Block. The remainder of the inmates are distributed throughout the institution. These include a few homosexuals and other sex deviates, drug addicts, young inmates, first offenders, habitual criminals, and those who are emotionally unstable but not actually psychotic.

Daily Routine. The arising bell for inmates sounds at 6:30 a.m. The serving of breakfast starts at 7:15 a.m. At 11:50 a.m. the gangs working outside of the walls start to return and the "calling-in" bell is rung at 12:00 noon when all inmates line up for lunch. At 1:30 p.m. they are released from their cells to return to work. The time when work ceases in the afternoon varies from 3:15 to 4:30 according to the season. All inmates must be locked in their cells and the count taken in natural light as a security measure.

Supper is picked up by the inmates upon quitting work in the afternoon and they all return to their cells where they are allowed to talk among themselves until the silence bell rings at 6:00 p.m. "Lights-Out" is at 10:00 p.m., and the radio is turned off at 11:00 p.m. There is one central radio, and each cell has a set of headphones to permit the inmates to listen to the programmes. During summer evenings, the inmates are allowed out in the main exercise yard from 5:00 p.m. to
Discharge. Every inmate, upon discharge is given a complete suit of clothing at the expense of the Government, whether his release be by expiration of sentence, conditional liberation or otherwise. Shoes are issued a week before release to give the inmate an opportunity to break them in. The inmate has his choice of color and style in the clothing given to him. All discharge clothing is made within the institution and is tailored to fit the individual.

The Penitentiary Regulations of 1933 describe the clothing to be furnished an inmate upon discharge, as follows:

SCALE OF CLOTHING TO BE FURNISHED TO A CONVICT UPON DISCHARGE OR RELEASE

(a) One three piece suit.
    One suit of underwear.
    One shirt.
    One necktie.
    One felt hat or cap.
    One pair of boots or shoes.
    One pair of socks.
    One pair of braces or belt.
    One cotton handkerchief.

(b) During the winter months, the following articles shall be added to those mentioned in (a) above.

    One cloth overcoat.
    One pair woolen gloves.

In addition to these items, the released man is given transportation to the place of his sentence or another place of his choice, whichever is closer, and is paid the remuneration he may have earned while in the Penitentiary, from which sum
is deducted a portion of the cost of tobacco issued to him, and payment is made for any wilful destruction of government property. Should the amount of money to which he is entitled amount to less than ten dollars, the Warden is authorized to increase the payment to that amount.

Upon the day of discharge, the inmate showers, shaves, and is given a haircut. He picks up his discharge clothing and is taken to the Reception Discharge Centre where he changes his clothing, receives whatever may be indicated for him in the "Convicts Effects Book" and has his picture taken. Then he is escorted to the front Administration Building. Here he receives his valuables from the Accountant and, upon completion of the necessary clerical routine, is released from the main gate. The Royal Canadian Mounted Police is then notified of his release as they are of all discharges from Federal Penitentiaries.

Section 77 of the Penitentiary Act of 1939 governs the release of inmates. The important features of this section are paraphrased as follows:

An inmate, due for discharge during the months of December, January or February may, on his own request remain in the penitentiary until March under the same conditions as if his sentence were still unexpired. If the inmate is suffering from an acute or dangerous disease he may be held until in the opinion of the Warden such discharge may safely be made. If the inmate's discharge date is on a Sunday or statutory holiday he shall be discharged the day preceding unless he desires to remain. Every inmate upon discharge is furnished with a suit of clothing and transportation to the place of sentence, or a place of his choice, whichever is closest.
Juvenile Offenders. Although the Penitentiary is designed for adults there were approximately ten juveniles serving terms during the time of this study.

In British Columbia, anyone under eighteen is considered a juvenile and so appears in Juvenile Court when charged with an offence. The Juvenile Court may, however, transfer the offender to an adult court where it is then possible for him to receive a penitentiary term of two years or more.

There is provision, in section 56 of the Penitentiary Act of 1939, for the transfer of a juvenile from a "reformatory prison" to a penitentiary should he prove incorrigible. On the other hand, a juvenile sentenced to a penitentiary may be transferred, by virtue of section 57, to a reformatory prison should he be under sixteen years of age and susceptible of reformation.

Evaluation and Recommendations

A good prison or correctional institution of any type can be successfully operated over a period of time only if careful attention is given to the development of a sound organizational structure based on recognized principles of administration as well as upon the special peculiarities of correctional management.2 Therefore, the purpose of this section is to consider these principles and evaluate the extent to which they are employed in the administration of the British Columbia Penitentiary.

Structure of Organization

The organization structure must be designed with the aims and objectives of the institution in view. Thus, it is necessary to clearly define the objectives of the institution prior to the setting up of an organizational structure.

"To-day there is an increasing realization that the true purpose of the prison is not only to keep in safe custody those committed to its care but to train, uplift and educate its inmates for better and future citizenship."  

Thus, custody and the training of offenders emerge today as the basic objectives of the Penitentiary, and should determine the form of the organization.

One problem of importance in prison management is the division between the administration and inmates in the prison. This thesis, though recognizing this problem is limited to a study of the organizational structure. However, for a discussion of this situation one may refer to S. Weinberg's "Aspects of the Prison's Social Structure."

Grouping Activities

In a large organization in which many activities are taking place simultaneously, there must be a grouping of such

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activities according to some logical plan, in order that responsibility and authority may be clearly defined, and overlapping and duplicated efforts be avoided. "In business enterprises the patterns most commonly found are grouping by products, territories, time, customers, and functions." In considering the institution one sees function, people dealt with, and product as the major basis for grouping.

From the standpoint of function the following appear as the major objectives of the institution; the security of the institution, rehabilitation of inmates, care of the inmate, production of goods to fill contracts, and the operation of the institution. Product, and people dealt with, as factors to be considered, are incorporated, for the purpose of the institution, in the functional grouping.

This functional grouping, in turn suggests the following administrative divisions: custody; inmate training; business; production; and medical. The duties of the divisional heads of these units could well be as follows:

(a) An associate warden in charge of security, custody, and discipline.

(b) An associate warden in charge of classification records, general education, vocational training, library, religious programmes, and recreational and athletic activities.


(c) A business manager responsible for budget planning, fiscal controls, and such general housekeeping functions as feeding, clothing stores, plant maintenance, and the like.

(d) A chief medical officer responsible for the administration of the hospital, clinics, general health programme, psychiatric treatment, participation in the classification process.

(e) A superintendent of production responsible for productive industrial and agricultural enterprises.

Figure I, page 208, illustrates the present organization of the Penitentiary, while Figure II, page 209, is presented as a proposed organization. In Figure II, we see a functional grouping that places together the personnel concerned with a particular objective, facilitates co-ordination of effort, defines responsibility, and avoids duplication of activity. In addition, the rehabilitation of the inmate, which is one of the basic objectives of the institution, gains status as a separate division, rather than being appended to the custodial division where there is the danger of it being overlooked as an objective of the Penitentiary.

The present organization, as depicted by Figure I, is that of a maximum security institution with an emphasis on prison industries. The main objectives of the institution are the custody of the inmates, and the operation of a work programme which includes some trade instruction. If the institution wished to carry on this programme alone, its present organization structure would be largely satisfactory, but the expressed aim of the Penitentiary service is to develop
WARDEN
Warden's Secretary

Chief Engineer

Assistant Chief Engineer
Assistant Engineer
Assistant Engineer
Assistant Engineer
Assistant Engineer
Assistant Engineer

Assistant Chief Trade Instructor

Chief Trade Instructor

Assistant Chief Trade Instructor

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FIGURE II.
Proposed Organization Chart of the British Columbia Penitentiary
a rehabilitation programme, and for this purpose a re-organization of the institution along the lines shown in Figure II is desirable in our opinion.

**Span of Control.** The term "span of control" describes the number of individuals who report to any one supervisor, and relates to the physical and psychological limits upon an individual's ability to supervise subordinates. Thus, the number of officers who report to any one person should not exceed the number he can effectively supervise. "This number varies with the nature of the function, staff services available, degree of standardization and various other factors."

However, a good principle to observe in setting up the chart of command is that when more than six persons doing different types of work report directly to one supervisor, an effort should be made to redistribute the supervisory and administrative controls so as to maintain the span of supervision within efficient limits.

The number of persons reporting directly to the Warden should be kept small to allow him sufficient time for planning, formulation and definition of policy, co-ordination and control. In the case of the Penitentiary, there are ten persons reporting directly to the Warden. Therefore, it is suggested that a study be made with a view to reducing the number reporting to the Warden, and deciding which staff

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might best supervise those removed from the direct control of the Warden.

A similar situation exists in the case of the Deputy Warden, who has a total of ten staff members reporting to him from the treatment and custodial divisions. It is suggested that a study be made of this supervisory burden of directing a group of treatment specialists, as well as the custodial programme of the institution, to see if more profit would be gained from a division of labour.

The remainder of the administrative and supervisory staff of the institution appear to have a reasonable span of control.

Unity of Command. "The concept of unity of command requires that every member of an organization should report to one, and only one leader; and this presumably applies at all hierarchical levels." This requires that every officer know to whom he is responsible, and that every supervisor know who he is responsible for, thus avoiding any confusion in having one person "serving two masters," or not having any "master" at all. This rule also requires that the institution be headed by a single administrative officer who is responsible for the entire operation of the prison.

In the absence of a detailed organizational chart for

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the institution, the information which is the basis for the chart included in this thesis was compiled from interviews with senior officers within the Penitentiary. This method, though the best one available, is not entirely satisfactory in that, by its very nature, it is liable to a certain amount of inaccuracy. The chart may tend to present the informal organization of the institution rather than the formal line of command as laid down in the rules and regulations.

The chart nevertheless indicates that the principle of unity of command is well observed in the custodial division, in which there is a clear line of authority from the Warden of the Penitentiary to the most junior guard. The staff in the training, counselling, and administrative areas all appear to have a direct responsibility to some single person, although as mentioned previously, in a very large number of cases that person is the Warden or Deputy Warden. One questions, whether in actual practice, these two senior officers are able to exercise direct supervision in all of these cases, due to the demands imposed upon them by other administrative requirements. It might be advisable to clarify the chain of command in these divisions and possibly to establish an intermediate supervisory level.

In the production and maintenance area, there appears to be a definite departure from the concept of unity of command. The trade instructors, in many cases were reported to be responsible both to the Chief Trade Instructor and the
Chief Vocational Officer, while the Plumber and Electrician were responsible to the Plant Engineer as well. In this branch, it is felt there may be need for clarification of the line of authority so that each subordinate would have only one supervisor to whom he is responsible.

Line and Staff Relationships

"Among most executives, line personnel are considered to be doers and decision makers within the limits of their prescribed responsibilities and authority. Staff personnel, on the other hand, are engaged in specialized advisory activities." However, in actual practice both line and staff people may each perform in an advisory capacity. Conversely, staff people may at times act in a line capacity. "For example, the head of each line activity reporting to a chief executive serves him as a staff advisor in addition to being the leader of some segment of the line organization." Pfiffner divides such staff work into three types, general staff, technical staff, and auxiliary staff. "The general staff consists of the people who work on over-all plans and policies." These people may be in a line position

10 Edmund P. Learned, David N. Ulrich, and Donald R. Booz, Executive Action (Harvard University, Boston, 1951), p. 155.

11 Ibid., p. 156.


13 Loc. cit.
but when they are in an advisory capacity to the chief executive, in the planning of over all policy, they are then performing a general staff function. "Technical staff are specialists ... they possess skills not the property of the line or program units, and that they have been set up primarily with the mission of thinking, developing, and spreading their unique knowledge to the line organization." The auxiliary staff are those divisions which have been set up on a centralized basis with decentralized units at each field operation. "This includes organization control, budgeting and accounting, personnel and industrial relations, management planning and administrative analysis."  

The headquarters staff of specialists who travel and visit in the field, as distinct from the staff specialists at the institutional level, are referred to as functional supervisors. These functional specialists "travel in a staff capacity rather than in the line of command when contacting workers in the field. In the event of a clash between the line authority and the staff specialists the line predominates. However, the staff person may seek recourse by going back to the superior line authority." The aim of such functional supervision should be to "build and fortify line supervisors"  

14 Loc. cit.  
15 Ibid., p. 144.  
16 Ibid., p. 154.  
17 Ibid., p. 91.
and "to instill the workers in the field with the ideology and sentiments of progressive thought in the technical fields" in general, "the principal duties of functional supervisors center around training, counselling, guidance, inspection, and dissemination of technical information."

In the Penitentiaries Branch central office there are specialists in the following areas: medical; accounting; industrial; stewardship; training; farming; and engineering. These specialists would appear to exercise functional supervision over their counterparts on the institutional level. Although there did not appear to be any evidence of conflict between these staff specialists and the institutional administration, it might be desirable to formulate a definite statement of the relationship of headquarters staff specialists to the specialists on the institutional level. Such a statement would indicate that the institutional staff specialists are administratively responsible to the local authority and are only subject to functional supervision by the headquarters staff.

On the institutional level, one feels there is some need for clarification of the Chief Vocational Officers position. Presently, some of the shop instructors appear to be accountable both to the Chief Trade Instructor and the

18 Ibid., p. 90.
19 Ibid., p. 156.
Chief Vocational Officer, a situation which might well be clarified to avoid any friction in this area. Perhaps the Chief Vocational Officer would make his greatest contribution as a staff aid to the Deputy Warden, and as such would not exercise line authority over the shop instructors. The remaining officers performing a staff function appeared to have effective relationships with the line staff.

Plan and Description of the Organization. The use of organizational charts and manuals appear as an aid to the most effective development of the organization. Such devices are often helpful in bringing clarity to some operations by pinpointing authority and responsibility, avoiding duplication, and conflict of command.

However, the mere setting up of charts and manuals is not a guarantee of an effective organization. "It is not a question of whether formal planning is used but how formal and informal planning are tied into the operation." It is essential that the staff are brought into the planning phase. "They are the ones who are confused and can likely put their finger on the trouble, and they are the ones who undergo the change and can put up resistance." Therefore, to set up an effective organizational plan, the administration should discuss it with the staff involved and solicit their participation.

20 Ibid., p. 138.
21 Ibid., p. 140.
Although it has been found that some organizations are able to operate without the use of organizational charts and manuals, it is nevertheless suggested that a detailed organizational chart be established for the Penitentiary. Such a chart might clarify and supplement the organizational material presently contained within the Penitentiary Regulations, 1933, and the Warden's Standing Orders. In addition, it is felt that a more unified organization would be created by the establishment of a detailed administrative manual for the institution. Such a manual could contain current job descriptions for every position, stating duties, responsibilities, relationships, authority, and standards of job performance.

Dynamics of Organization and Management

**Delegation of Authority.** It is a basic precept of administration that an individual who is assigned a task should be given the authority necessary to perform that task, and be held accountable for the results. If a top level administrator fails to delegate, he will become burdened by routine operating decisions and will find it impossible to give the necessary amount of time to the planning, creation and co-ordination of policy. Furthermore, it is possible to stimulate or inspire the staff members to take an active and vigorous part in the administration only if they are given responsibility and the authority to
execute these responsibilities effectively.

This concept of delegation of authority appeared to be fairly well applied within the organization studied. Each department head was held responsible for the administration of the functions assigned him and was given sufficient authority to fulfill this responsibility. However, this matter must be considered not only from an institutional point of view, but also in terms of the Penitentiary Service as a whole, for the question of delegation of authority in this broader context has a very real effect on the institution.

Decentralization. Decentralization is the process of delegating authority from the center of a system to the various field operations or units. "It is often used as a synonym for democratic or grass roots administration which seeks to strengthen local institutions and avoid a dangerous and stultifying concentration of power at the center."

In the absence of decentralization, an excessively large number of matters must be referred to headquarters for decision; a situation which causes delay and inconvenience. In addition to this, the decisions would likely be made by a person who may not be familiar with local conditions, and is therefore not aware of all the immediate surroundings, circumstances or implications involved. This referral of

decisions to headquarters also tends to limit the scope of the administrative heads of the various institutions, and so restricts their development and effectiveness as administrators. Over-centralization has the general effect of dampening initiative and reducing the likelihood of vigourous action being taken on the spot even when it is necessary. The stronger, more vigourous, and highly motivated person becomes impatient with the slower pace, which is typical where there is a large degree of centralization, and so becomes frustrated. Therefore, to develop a system in which there is strong, vigourous, leadership in each of the units, authority must be delegated to these units in order that they will not be restricted or retarded in the operation of their programmes.

Drucker relates the story of the development of the Ford Motor Company from the brink of bankruptcy, to one of the leading automotive concerns in the United States of America. The original Henry Ford insisted on a highly centralized system, refusing to share any management responsibilities with his executives, who were to execute his decisions but never make any use of their own. The result of this highly centralized system was that the company gradually stagnated. The task of directing every operation was too complex for one individual and the system

had created individuals who were incapable of managing as they had not been allowed to develop skills of this kind. However, upon the death of the original Henry Ford his grandson assumed control of the company. "By contrast Ford to-day is decentralized into fifteen autonomous divisions, each with its own complete management fully responsible for the performance and results of its business and with full authority to make all decisions to attain these results." The result of this decentralization incorporated by the second Henry Ford was a rise in the company's position from the point of bankruptcy to the position which it occupies today.

The Penitentiary System may continue to suffer from some degree of over-centralization which was first recognized by the Royal Commission to Investigate the Penal System of Canada, although our study of this point is far from complete. The commissioners make the following comments on the degree of centralization present in the Penitentiary System as of 1938:

The law is clearly expressed, and there need be no speculation regarding its true interpretation, yet, after a very thorough examination of the administration of the Canadian penitentiary system, your commissioners have come to the conclusion that, since 1932, extreme dictatorial methods have been followed in the Penitentiary Branch. Instead of responsible resident management by the Wardens, as the law contemplates and a successful penal system requires, a centralized control of minor and even trivial matters of administration in individual

24 Ibid., p. 117.
penitentiaries has been set up, destroying the authority, the power of initiative, and the effectiveness of the wardens and inspectors. 25

Under the leadership of Major-General Gibson, the present Commissioner of Penitentiaries, there has been a substantial advance in the decentralization of decision making. However, it is felt that this process should be continued still further into additional areas of institutional management.

"High administrative, political, and strategic decisions should be centralized in order to maximize administrative responsibility to political leaders; but operating decisions should be decentralized to the lowest appropriate level." 26 Such an appropriate level would be the lowest one consistent with over-all co-ordination. These high administrative decisions are those which have an over-all effect on the entire system, and set up the guidelines or framework within which the various institutions may operate. Operating decisions are those which concern the individual unit or institution and do not have service-wide implications. An example of an operating decision which could be delegated to the institutions is the confirmation of corporal punishment awarded to an inmate. While it is recognized that there should be a reviewing authority on the

26 Pfiffner and Vance Presthus, op. cit., p. 214.
imposition of corporal punishment, it is felt that the confirmation of punishment is basically an institutional matter, and that referral interferes with effective discipline by a lack of swift action.

In general, one feels there is more profit to be gained in the administration of the penitentiary, by delegating to the institutional head, sufficient authority for all operating decisions. It is felt that this would assure stronger and more vigorous administration on the institutional level, by allowing executive officers to assume greater responsibility and so increase their own capacity for management.

Factors to be Considered for Further Research.
Certain of the dynamics of management were not evaluated in this study, but may be mentioned here as possible topics for further research.

Decentralization, as previously discussed, requires the delegation of authority but this does not mean the relinquishing of control of the penitentiary. Rather, it requires a control through which the central authority establishes objectives and standards that embody a clear statement of the goals and purpose of the penitentiary. The head of the institution is then allowed freedom to operate within the boundaries imposed by such objectives and standards. Such a "Control consists in seeing that everything is carried out in accordance with the plan which has been adopted, the
organization which has been set up, and the orders which have been given . . . ." The means used for control include, follow-up action, reports of attainments, inspection, and written procedures which act as guides toward co-ordination and uniform practice without becoming restrictive.

Therefore, it is recommended that some investigation be made of the problem of objectives and standards established by the central authority for the institutional head and their effectiveness in control.

"Co-ordination is an all-inclusive term embracing a wide variety of activities, the central purpose of which is to have people and groups work harmoniously and effectively together." The means of obtaining co-ordination include such techniques as; an organizational structure characterized by clear lines of authority, consultative staff meetings, and promotion of staff across departmental lines. However, the most fundamental means of gaining co-ordination of institutional activities is to insure that all staff members have a clear "knowledge of objectives to be won, attachment to the ends to be achieved, and the will to work as a team." It is felt that a study could be made of co-ordination not only in the usual sense, but through evaluating the extent to


28 Pfiffner, op. cit., p. 47.

which inmate training and counselling are accepted by the institutional staff. In view of the fact that the penitentiary has, since its origin, been an institution whose primary purpose is the safe keeping of long term prisoners, it is to be expected that the incorporation of a new philosophy will encounter many problems.

As an organization grows it develops various specialized divisions and, because of this increase in complexity, the problem of communication becomes more acute. Because of the importance of communication in the effectiveness of the institution's administration it is felt it warrants study of both upward and downward communication in the prison.

Synopsis

The British Columbia Penitentiary is one unit of a centralized system of federal penitentiaries, and is governed to a great extent in its operating decisions by the rules and regulations set down by the headquarters of the system. The result is that many operating decisions have to be referred to the center of the system and the scope of the institutional administration tends to be restricted.

The administration of the Penitentiary has, since its inception, been geared to a custodial function, and presently operates a most effective custodial programme. In recent years inmate training and rehabilitation have been added to
the goals of the Penitentiary. However, the institutional administration might more effectively adapt itself to this new purpose so that the new training and counselling staff would become more closely integrated with the remainder of the organization.

Therefore, it is suggested that consideration be given to revising the administrative organization and that the institution be granted a wider scope of authority within the framework of policy established by the headquarters of the penitentiary systems.
CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

The aim of this chapter is to present for convenience of reference, a short summary of the problem, procedures, conclusions, recommendations, and problems to be considered for further study. Such a summary is of necessity incomplete and reference should be made to the text for a fuller explanation of particular points.

Problem and Procedures

The aim of this study was (1) to describe the present physical plant, the inmate training programme, and the administrative organization and procedures of the British Columbia Penitentiary; (2) to compare the plant, programme and administration with authoritative modern standards in each of these areas; (3) and on the basis of such comparison, to evaluate the present operation of the Penitentiary with a view to presenting recommendations for the future development of the institution. These recommendations may or may not be feasible, but perhaps they will have the value of being a "fresh" outlook of one not intimately involved in the situation.

Sources of information included; the annual reports of the Penitentiary Service, various official publications such
as the Penitentiary Act 1939, Penitentiary Regulations 1933, Penitentiary Service bulletins, the Warden's Standing Orders, and data gathered from observation, questionnaires, and interviews with penitentiary officials.

Questionnaire schedules were developed to guide the information gathering phase of this study. Answers to these schedules were obtained through personal observations, interviews with penitentiary officials, and from written statements of contributors.

In considering the conclusions of this study there are certain limitations which should be kept in mind. First, there arises a question as to the accuracy of the observations made since they were largely of a subjective nature. Second, it is likely that in the construction of the survey schedule certain important variables were omitted. Third, certain significant factors, such as the characteristics of the inmate group, were not studied, and therefore the conclusions and recommendations were made without consideration of these factors. Finally, because the material obtained varied in depth and quality, some factors were studied closely while others received comparatively little attention.

Conclusions

**Penitentiary Plant.** 1. The Penitentiary plant is an example of the maximum security housing which characterized prison construction until recent years. From a custodial viewpoint, the plant is secure, clean, and in good repair,
with a layout that lends itself to effective supervision and control of inmates. However, from a rehabilitative viewpoint, weaknesses are apparent. Treatment services, such as the classification and psychiatric programmes, are cramped for space, a situation which renders further development in these areas difficult if not impossible.

2. The isolation of the individual as a result of the lack of group living facilities contributes to institutionalization.

3. Inmate training facilities are suffering from a lack of sufficient space.

Inmate Training Programme. 1. The rudiments of an effective training scheme are embodied in the present programme of the Penitentiary. This is evidenced by the existence of classification, religious, academic, vocational, psychiatric, medical, and recreational activities. However, there are not sufficient staff members involved in the programme to meet the needs of the inmate population.

Administration. 1. The British Columbia Penitentiary is one unit of a centralized system of federal penitentiaries, and is governed to a great extent in its operating decisions by the rules and regulations set down by the headquarters of the system. The result is that many operating decisions have to be referred to the center of the system and the scope of the institutional administration tends to be restricted.
While there are virtues to centralization in the way of co-ordinating services it is felt there are certain decision making aspects of administration which should be decentralized. These include all operating decisions not of a policy making nature.

2. The administration of the Penitentiary has, since its inception, been geared to a custodial function, and presently operates a most effective custodial programme. In recent years inmate training and rehabilitation have been added to the goals of the Penitentiary. However, the institutional administration might more effectively adapt itself to this new purpose so that the new training and counselling staff would become more closely integrated with the remainder of the organization.

Recommendations

Penitentiary Plant. In connection with the housing of inmates it is suggested that part of the present cell accommodation be converted to group housing, that separate minimum security facilities be constructed, and that additional space be provided for the hospital.

To allow for additional space, it is suggested that the present wall area be expanded, and a school-library building be constructed inside the walled area as well as further shop facilities. It is also suggested that the space inside the institution which would be released by this
new construction, be utilized for the expansion of classification services, inmate training facilities, and in-service training for staff.

In reference to the Penitentiary Reserve it is suggested that engineering assistance be obtained with a view to filling in the ravine, and that the land adjacent to the Penitentiary walls be enclosed by a chain link fence with suitable towers constructed along its perimeter.

**Inmate Training Programme.** It is suggested that further attention be given to the co-ordination of federal and provincial correctional resources for the classification of inmates and the centralization of medical facilities on a regional or inter-provincial basis.

In the matter of additional staff, the need is seen for a full-time psychiatrist, librarian, an additional teacher, approximately six professional counsellors, vocational instructors, a social education director, and a number of recreation supervisors.

To assist in the future development of the training programme it is suggested that Trades Advisory Councils, and a Correctional Industries Committee be established, that Vocational Instructors be appointed, and that the present scheme of "on-the-job" training be expanded.

From the disciplinary standpoint it is suggested that a disciplinary board be formed to act on inmate infractions of rules and regulations and that an investigation be made
of the possibility of establishing a programme of retraining and counselling in the isolation unit.

As to the counselling of inmates, it is suggested that a lay counselling plan involving many staff members should be established under the supervision of the professional counsellors.

Administration. In connection with the administration of the institution, it is suggested that the organization be grouped into five divisions; prison industries, business, custody, training and medical, each with its own divisional head responsible directly to the Warden. This would then allow for the suggested reduction in the span of supervision for the Warden and Deputy Warden. A detailed organization chart could then be established showing the line of command and staff relationships for every position in the institution. It is felt that this move would help to clarify the chain of command in the vocational, industrial, and maintenance areas.

It is felt the process of decentralization in the Penitentiary system should be continued still further into additional areas of institutional management. In connection with this matter it is suggested that a statement of policy should be made, and widely circulated, to the effect that institutional staff specialists are administratively responsible to line authority at the institutional level, and are only subject to functional supervision by the
Problems for Further Study

This survey was of a broad nature and did not penetrate far below the surface in any one area. It is felt that the next step would be to carry the analysis a step further and focus in on more specific problems. The following are examples of fruitful research possibilities arising from this study:

1. A space layout analysis of the institutional plant.
2. Evaluation of the effectiveness of the rehabilitation programme by means of a follow-up study of released inmates.
3. A sociological analysis of the inmate population and of the prison as a community.
4. An administrative analysis of the institution and its formal organization.

The British Columbia Penitentiary which was activated in 1878, has operated under a philosophy in which the aim is the rehabilitation of the inmate for only the last eleven years. However, it is believed that the institution has accepted this philosophy, and in spite of physical restrictions, has made an impressive beginning on the formidable task of incorporating and developing an effective programme of inmate rehabilitation. Although there still remain many
areas of programme in which development is required, it is felt the administration are cognizant of these needs, and are doing their best to fulfill them within the limits of budget, space, and time.

However, future development is necessary, if the correctional programme of the institution is to realize its goals, and it is hoped that this thesis will be some assistance in bringing about that development.
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