

1926.

NEW ZEALAND.

PRISONS

(REPORT ON) FOR THE YEAR 1925-26.

Presented to both Houses of the General Assembly by Command of His Excellency.

The Hon. the MINISTER IN CHARGE OF THE PRISONS DEPARTMENT to His Excellency the
GOVERNOR-GENERAL.

Wellington, 2nd August, 1926.

I HAVE the honour to submit to Your Excellency the report of the Prisons Department for the year
1925-26.

I have, &c.,

F. J. ROLLESTON,

Minister in Charge of Prisons Department.

The CONTROLLER-GENERAL OF PRISONS to the Hon. the MINISTER IN CHARGE OF PRISONS
DEPARTMENT.

SIR,—

Prisons Department, Wellington, 30th July, 1926.

I have the honour to present the forty-fifth annual report of the Prisons Department, covering the financial year ending 31st March, 1926, together with extracts from the reports of the controlling officers of the different prison institutions, and the criminal statistics for the calendar year ended 31st December, 1925.

In addition, I am attaching as an appendix hereto an excerpt from a report dealing with prisons organization, furnished by Mr. E. Page, S.M., who attended the International Prisons Conference held in London in August last year as New Zealand's representative.

PRISON POPULATION : COMPARATIVE FIGURES—STATISTICS.

An analysis of the statistics relating to the institutions under the control of the Prisons Department for the year 1925 shows that 4,713 persons were received into the various prisons and Borstal institutions, compared with 3,966 and 3,957 in 1923 and 1924 respectively. The pronounced increase in committals is mainly due to the maritime strike, which resulted in 656 overseas seamen being sent to prison for short terms. If the seamen are eliminated from the statistics the net increase in receptions over the previous year is 91, or 2·29 per cent. The daily average number of persons in custody in the various institutions was 1,324·25, as against 1,196·49 during 1924. The seamen prisoners account for 60·52 of the daily average, which makes the net increase in the daily average of ordinary prison population 67·24 over the figures for 1924.

The number of receptions recorded above includes a number of prisoners who were received more than once into prison during the year, and amongst these is to be found a class of individual—the petty recidivist—who presents one of the most difficult problems in the treatment of crime, for it is out of this class that the confirmed criminal usually develops. It is quite evident that short sentences for the criminally inclined—particularly now that prison conditions have been so much ameliorated—have practically no deterrent effect and serve little purpose as a protection to society. The extent to which recidivism figures in the annual statistics may to some degree be gauged from the fact that although there were 4,713 separate admissions during the year these represent only 2,890 distinct persons. Of these, 197 had been convicted twice, 121 three times, 78 four times, and 719 over four times. Of the 2,890 distinct persons, which number is considerably greater than it would have been but for the striking seamen, 1,276, or 44 per cent., were New-Zealand-born, 3 per cent. were foreigners,

and the balance were from Britain and the sister dominions. Crime among New-Zealand-born has shown practically no increase during the past few years, and in relation to population there is an actual decrease. It is also noticed, in connection with crime registered against the New-Zealand-born, offences against property and minor offences predominate. The statistics, in common with those for several years past, again show that the incidence of crime is most heavy between the ages of thirty and fifty years.

The Statistician's figures indicate that the proportion of prisoners to every 10,000 of population has increased from 17·78 in 1924 to 20·88 in 1925. The latter figure, however, includes 4·74 seamen prisoners, and if these are deducted the net proportion of offenders to every 10,000 of population is 16·14, which is 1·64 per 10,000 less than the figures for the previous year.

Although the ratio of prisoners to population thus arrived at represents the lowest recorded during the past five years, and represents a considerable diminution in the ratio of pre-war years, the actual number of offenders which the Department is called upon to deal with is steadily increasing. Local experience in this respect does not coincide with that of the Prison Commissioners in England, where there is a tendency to a slow decline, as the following comparative figures for the past five years disclose:—

Daily Average Prison Population.

		New Zealand.	England.			New Zealand.	England.
1920-21	..	.. 1,067	11,000	1923-24	..	.. 1,196	11,148
1921-22	..	.. 1,113	12,179	1924-25	..	.. 1,263	10,750
1922-23	..	.. 1,127	11,766				

In regard to the falling-off in committals to prisons in England, the Prison Commissioners make the following observation in their last report: "The slow decrease is attributable to no single cause. Probation, which is used to an increasing extent, and the allowance of time in which to pay fines are probably the largest contributing factors; but another important factor is the operation of the Mental Deficiency Act, by which, as our medical colleague pointed out, during the past four years nearly a thousand mental defectives who had come into conflict with the law have been withdrawn from the army of habitual offenders and placed in institutions."

A summary of the particulars of the nature of the sentences administered is shown in Table A1 in the appendix.

It is satisfactory to be able to record no instance of capital punishment during the year. Reviewing the details briefly, it is to be noted that one flogging was administered, 17 persons were declared habitual criminals, and 14 cases were transferred to mental hospitals under the Mental Defectives Act, 1911. There were 3 suicides, and 4 prisoners absconded and were not recaptured. It is also interesting to note that 76 per cent. of the total admissions during the year were for sentences of under three months' duration. In this connection the following comment from the last report of the English Commissioners is apropos: "Every Governor confirms our views that prison is most deterrent to those who have never been there, and that the short sentences can do nothing but lessen the deterrent effect. The terror of the unknown has gone, the disgrace of imprisonment has been incurred. A second conviction will bring nothing new. And so the man leaves prison with less fear of breaking the law than before. The time has been too short to train him, and he has merely hindered the training of others."

BORSTAL INSTITUTIONS.

The Prevention of Crime Act, 1924, now commonly known as the Borstal Institutions Act, came into operation late in 1924, and 62 lads and 16 girls were committed direct to Borstal institutions by the Courts during 1925. Under the provisions of the Act, 161 youths and 39 young women were transferred from other penal institutions to the Borstal institutions for reformatory detention.

The Point Halswell Institution for girls has not been going sufficiently long to enable any definite data of results to be stated, but of the 1,363 youths who passed through the Invercargill Borstal Institution during the five years ended December, 1925, only 95, or 6·96 per cent., have been reconvicted after discharge.

Equally satisfactory results have been achieved at Waikeria, and, judging from local experience as well as from experience in England, it is evident that in connection with the work of the Borstal institution the prospects of judicious treatment of crime in the incipient stage are most hopeful. The fact of separating youthful offenders from the more hardened criminals alone should have beneficial results; but the system of Borstal training aims at the all-round intellectual, physical, and moral development of each inmate, and by such means it is hoped to arrest criminal tendencies and to instil in each youthful delinquent a proper sense of social responsibility.

EXPENDITURE AND RECEIPTS.

The figures quoted hereafter, dealing only with actual receipts and payments, do not give for the periods reviewed an absolutely accurate index of expenditure and revenue, or profits and losses on the various undertakings, which figures will duly appear in the departmental annual accounts. They give, however, a reliable index of the cost of maintenance of prisoners for comparative purposes with other years.

As shown by the following table, the net cost of maintaining prisoners for the past year is satisfactory. Not only was the net cost per head of prison population lower than the previous year, but the net aggregate cost, excluding capital expenditure, was also lower, the position being that the gross expenditure increased by £8,310 (although on a *per capita* basis this shows a reduction of £3·67), the receipts increased by £10,981 (an increase of £3·46 per head), leaving the net aggregate cost reduced by £2,671, or a decrease of £7·13 per head.

Summary of Expenditure and Receipts for the Year ended 31st March, together with corresponding Figures for the previous Year.

(Detailed analysis is made in Table B appended to report.)

	1925-26.		1924-25.	
Average daily number of inmates	1,340.13		1,227.81	
	Total.	Per Head.	Total.	Per Head.
	£	£	£	£
Gross expenditure	152,794	114.00	144,484	117.67
Credits	79,099	59.02	68,118	55.56
Net expenditure	73,695	54.98	76,366	62.11

The increase of £8,310 in gross expenditure referred to comprises principally—salaries, £2,290; rations, £2,999; inmates' industry earnings and wages to dependants, £1,194; and direct expenditure on industries, £1,712. The increase in salaries is due to scale increases and to additional appointments. The increases in rations, inmates' industry earnings, and dependants' allowances is almost wholly due to increased prison population. Increase in direct expenditure on industries (not including salaries of supervising officers, which has been more fully allocated than previously) is wholly on account of bootmaking, tailoring, and sawmilling. The blockmaking activities are confined to construction of buildings, and this industry expenditure and revenue is not embodied in Prison Vote.

EXPENDITURE ON PRISONERS RATIIONS.

The following table shows the cost of purchase each year since 1911 of rations provided on the prison dietary scale, upon commodities which are not produced at the institutions. Compared with the previous year this shows an increase of £686. This increase is less than would in the ordinary course be required to feed the increased number of prisoners held during 1925-26. That a relative increase is not shown is due partly to the fact that the average wholesale prices of foodstuffs dropped slightly last year, and partly due to the fact that a greater quantity of the Department's own products was used than in the previous year. It is expected that the policy of concentrating more extensively on farming industries will further reduce this item in the future. An organized supply of farm products will be the outcome, not only to an institution's own requirements but also to the requirements of other institutions. This can be successfully done with a number of products, as, for instance, potatoes, of which the Department consumes 200 tons annually, none of which will require to be purchased from outside sources during the coming year.

Expenditure on Prisoners' Rations, and Average Cost per Head from 1911 to 31st March, 1926.

Year.	Average Daily Number of Prisoners.	Gross Expenditure on Rations.	Actual Annual Cost per Head.	Annual Cost per Head con- verted to 1914 Price Basis.
		£	£	£
1911	863.26	8,494	9.83	..
1912	919.35	9,405	10.23	..
1913	893.24	9,754	10.91	..
1914	979.81	11,555	11.79	11.79
1915	1,008.12	15,099	14.97	..
1916-17	920.15	15,092	16.41	..
1917-18	941.15	15,552	16.64	..
1918-19	1,003.43	16,473	16.41	..
1919-20	965.07	17,294	17.93	..
1920-21	969.03	18,766	19.44	..
1921-22	1,075.34	17,962	16.70	..
1922-23	1,103.95	16,803	15.22	..
1923-24	1,145.46	17,441	15.23	..
1924-25	1,227.50	18,332	14.93	8.69
1925-26	1,340.13	19,028	14.19	8.47
1925-26 (net expenditure) ..	..	17,881	13.34	..

The following table gives a comparison of last year's cash credits with each year back to 1912 :—

Revenue received into Prisons Vote, and Average of Same per Head from 1912 to 31st March, 1926.

Year.	Average Daily Number of Prisoners.	Total Credits.	Average Credit per Head.	Average Credit per Head (reduced to 1914 Price Basis.
		£	£	£
1912	919.35	5,451	5.93	..
1913	893.24	7,382	8.28	..
1914	979.81	9,162	9.35	9.35
1915	1,008.12	11,982	11.88	..
1916-17	920.15	9,867	10.72	..
1917-18	941.15	15,083	16.03	..
1918-19	1,003.43	21,654	21.58	..
1919-20	965.07	31,177	32.31	..
1920-21	969.03	39,136	40.38	..
1921-22	1,075.34	49,866	46.37	..
1922-23	1,103.95	46,060	41.72	..
1923-24	1,145.46	53,178	46.42	..
1924-25	1,227.50	68,118	55.56	32.29
1925-26	1,340.13	79,099	59.02	35.00

It is satisfactory to note that the receipts under this head exceed those of the previous year and constitute another record. The total sum of £79,099 being £10,971 in excess of the previous year. This does not include credit for products or produce grown or manufactured at the institutions, amounting to £13,252, which are dealt with separately. The details under each institution are shown in the appendix, Table B. The difference between the expenditure and the receipts must not be confused with profits or losses, as in many instances a satisfactory margin appears to be shown, but labour, interest, depreciation, and outstandings are not included. These figures represent only the actual cash debits and credits. The true profit and loss results are disclosed in the balance-sheet published separately.

PRISON INDUSTRIES.

The following table gives an analysis of last year's credits to the vote to show totals of revenues earned by each institution, also total revenue of each industry :—

Industry and Institutional Analysis of Revenue credited to Prisons Vote during Year ended 31st March, 1926, together with corresponding Figures for Totals only for previous Year.

Institutions.	Industries.									Institution Totals, 1925-26.	Corresponding Insti- tution Totals, 1924-25.
	Quarries and Gravel-pits.	Roadworks and other Contracts.	Farms and Gardens.	Sawmill.	Mail-bags and Tailoring.	Brickworks.	Boot-Manu- facturing.	Concrete Blocks and Tiles.	Sundry Credits.		
	£	£	£	£	£	£	£	£	£	£	£
Addington .. .. .	..	..	49	..	..	..	..	..	11	60	15
Auckland	22,194	11	..	..	2,973	..	2,456	455	348	28,437	27,364
Hautu .. .. .	..	..	246	..	..	..	..	..	21	267	55
Invercargill	125	749	5,328	..	..	..	481	..	863	7,546	7,082
Napier	250	..	..	..	..	..	..	..	30	280	214
New Plymouth	878	13	102	..	..	..	..	..	7	1,000	1,386
Paparua .. .. .	..	25	3,399	..	..	..	..	375	1,710	5,509	3,943
Point Halswell .. .. .	..	82	260	..	..	..	..	..	12	354	375
Rangipo .. .. .	..	..	..	..	..	..	..	..	123	123	..
Waikeria .. .. .	..	906	4,770	..	..	..	23	..	635	6,334	5,390
Waikune .. .. .	..	11,972	..	7,405	..	..	..	..	252	19,629	11,117
Wanganui .. .. .	..	299	..	..	..	..	..	..	6	305	..
Wellington	991	1,246	..	..	..	..	..	33	852	3,122	2,553
Wi Tako .. .. .	..	1,062	1,038	..	..	3,848	..	..	129	6,077	4,616
Minor gaols .. .. .	..	..	19	..	..	..	..	..	37	56	1,807
Miscellaneous .. .. .	..	..	..	..	..	..	..	..	..	..	2,801
Industry totals, 1925-26	24,438	16,365	15,211	7,405	2,973	3,848	2,960	863	503	79,099	..
Corresponding in- dustry totals, 1924-25	25,983	13,927	15,277	2,443	2,673	2,848	1,961	2,362	644	..	68,118

It is to be pointed out that while the above table provides an interesting review of industries it cannot be regarded as a complete basis of earning-capacity of each institution, for a number of reasons. While Waikune Prison Camp shows revenue received amounting to nearly £20,000, the adjacent prison camps at Rangipo and Hautu are each less than £300, yet the earning-capacity of prisoners at all three places is approximately the same per head. In the case of Waikune the full value of the work performed by prisoners is on roadworks and is recouped to the vote annually from the Public Works Department. In the cases of Hautu and Rangipo the labour is expended on land development and is being capitalized. The value will not be recouped to Prisons Vote until realization, when settlement of the blocks now being broken up takes place.

In the effort to build up credits there is a temptation to employ prisoners on undertakings that show short-run results, when a more far-sighted policy would be to the greater ultimate advantage of the State and to the immediate benefit of the prisoners. While the reformatory effects of good hard work must be recognized, the modern idea in prison-administration is not to subordinate the welfare of the prisoners to the economic considerations, and although it is highly desirable to utilize the prisoner where the product of his labour will be most effective in lessening the burden on the taxpayer, this idea should not be permitted to overshadow the question of whether the nature of the employment is such as to be most likely to fit the prisoner to take his place on release as a self-reliant unit of society. This idea was excellently stated by the Right Honourable Sir William Joynson Hicks in welcoming the delegates to the Prison Conference last year: "The time has long since passed when Executive Governments can say that they have done their duty to society as soon as they had arrested an offender and placed him in safe custody. They now recognize that at that point their duties, far from being at an end, have in fact only begun. In arresting a human being and depriving him of his liberty for a period of time, which is often prolonged, the Executive Government has undertaken a new responsibility of the very gravest kind—namely, that of the treatment and training of the offender during the period of incarceration. The State will not have done its duty if it releases him after his period of imprisonment is over, and, in consequence of such imprisonment, in such a condition of mind and body that he is no longer fit to take his part in society as a citizen."

A review of the activities of the Department shows that there are numerous difficulties incidental to the utilization of prisoners on manufacturing or on what are usually known as secondary industries. While it may be said that to the extent to which an industry affords employment for prisoners it is serving a useful purpose, it must not be overlooked that the conduct of industry on modern lines involves expenditure on the installation of labour-saving machinery, which, of course, largely negatives the primary purpose of the establishment of the industry—viz., employment for prisoners. Modern technique tends to defeat the purposes of industrial undertakings as labour-providing agencies.

Difficulties in regard to the marketing of prison products present another problem. It is now generally accepted as a reasonable practice to utilize the products of prison labour for State use—and under this head are included Government Departments and Public Authorities—on the ground that by so doing the general burden on the taxpayer for the cost of administration and maintenance of prisoners is thereby lessened; but there are numerous objections to the extension of sales beyond this sphere, as an anomalous position arises in the promotion of an industry, the pecuniary means for the establishment of which are raised by taxation, for the purpose of entering into competition with the taxpayer. There is also the objection that where prison-made commodities are sold in the open market in competition with those of free labour there is the tendency to depress the labour-market so far as that particular industry is concerned.

As costs of production are largely contingent on output, and as an unrestricted market is essential to a satisfactory output to enable costs of production to be kept down to a profitable level, it is quite clear that prison industrial undertakings are difficult to run successfully; therefore, with certain exceptions, where locality conditions render the conducting of an industry practically the only means of occupying prisoners, I would recommend the abandonment of this class of industry and the concentration on such activities as farming, roadwork, and tree-planting. Of course, there are certain classes of prisoners who cannot be trusted on such work, consequently for the protection of society these must be employed on intra-mural occupations.

The breaking-in of areas of the Dominion's third-class and waste land presents none of the above industrial drawbacks, but it is essentially work of a nature that requires an abundant labour supply such as the Department has available, and it has the advantage that it is increasing the sum total of the productivity of the Dominion.

New Zealand is essentially a primary producing country, consequently the greatest opportunity for rehabilitation exists in connection with farming-work. It is now generally recognized that physical health is a necessary concomitant to a healthy mental and moral condition, and the following of a farming pursuit helps considerably in this respect. Further, a review of the present social conditions, so far as they affect crime, show that a considerable amount of delinquency is traceable to the fact that there are so many "misfits" in city avocations. If anything can be done to inculcate in the mind of the potential criminal a love of the open air and a desire to take up farm occupation a twofold advantage will result.

From the individual point of view it will be found that greater opportunities to "make good" exist away from the temptation of the towns, while from the community point of view the reforming of the delinquent into a useful producing unit is a matter of considerable importance in our social and economic development.

On roadwork excellent results have been accomplished. Although it is not desirable to utilize prisoners near the centre of populations where roadworks offer scope for relief purposes, in the back-blocks, such as in the vicinity of Raurimu, splendid work has been accomplished by Prison labour.

Other than the planting of shelter-belts on prison property little has been done in respect to tree-planting during the past year, but it is hoped in the near future to again resume this work, which offers great possibilities for the profitable and healthy use of prison labour.

INDUSTRY PRODUCE USED FOR INSTITUTIONAL PURPOSES.

The extent to which the principal prison-made and prison-grown products have been used during the year for the Department's own requirements is indicated by the following table, showing values under this head to the extent of £17,002. This table does not include minor domestic industries attached to that institution such as laundering and breadmaking.

Industry Produce and Products used for Institutional Purposes for Year ended 31st March, 1926.

Institution.	Farm and Garden Produce.	Clothing (Inmates and Officers).	Boots (Inmates and Officers).	Timber (Construction and Maintenance).	Bricks, Blocks, and Gravel (Construction and Maintenance).	Institutional Totals, 1925-26.	Corresponding Totals, 1924-25.
	£	£	£	£	£	£	£
Addington ..	40	..	..	..	..	40	..
Auckland ..	426	4,668	1,486	..	49	6,629	7,222
Hautu ..	155	..	..	..	..	155	129
Invercargill ..	1,135	365	526	..	..	2,026	2,001
Napier ..	7	..	..	..	3	10	10
New Plymouth ..	71	..	..	..	..	71	59
Paparua ..	1,468	..	..	..	6	1,474	666
Point Halswell ..	155	..	..	..	..	155	129
Waikeria ..	987	..	..	..	..	987	634
Waikune ..	50	..	..	4,051	..	4,101	868
Wellington ..	112	..	..	..	219	331	..
Wi Tako ..	272	..	..	..	751	1,023	100
Industry totals, 1925-26	4,878	5,033	2,012	4,051	1,028	17,002	..
Corresponding totals, 1924-25	2,939	5,267	2,629	983	..	..	11,818

NOTES.—Garden-produce : In Invercargill, Paparua, and Waikeria the produce is from extensive farm gardens ; on other cases the produce is from kitchen gardens with only small supplies available for outside sale.

The above table, setting out the extent to which prison products have been used for institutional purposes, includes, in the case of timber, bricks, blocks, and gravel on construction of buildings, sums which have been credited to Prisons Vote from Public Works Fund. As such sums are also included in the table preceding it, the following statement combines these two with allowance for this fact, and shows the total value of products and services both credited to the vote and used internally:—

Total Value of Prison-made and Prison-grown Products produced during Year ended 31st March, 1926.

Institutions.	£	Industries.	£
Addington ..	100	Quarries and gravel-pits ..	24,461
Auckland ..	35,617	Roadworks and contracts ..	16,365
Hautu ..	422	Farms and gardens ..	20,089
Invercargill ..	9,572	Sawmill ..	8,297
Napier ..	290	Tailoring and mail-bags ..	8,006
New Plymouth ..	1,071	Brickworks ..	4,262
Paparua ..	6,983	Boot-manufacturing ..	4,972
Point Halswell ..	509	Concrete blocks and tiles ..	863
Rangipo ..	123	Sundry credits ..	5,036
Waikeria ..	7,321		
Waikune ..	20,571		
Wanganui ..	305		
Wellington ..	3,247		
Wi Tako ..	6,764		
Minor gaols ..	56		
	<u>£92,351</u>		<u>£92,351</u>

In valuing prison labour for costing purposes many difficulties arise, but for the purpose of proper costing and accounting the principle of making due allowance for the value of a prisoner's services as a part of cost is unquestionably sound, and a system of cost accounts embodying this factor has now been instituted in connection with the Department's undertakings. The policy followed is that whatever a prisoner is engaged upon, whether on domestic duties, erection of his own or his successor's accommodation, or on an industry, his work is assumed to have value. Broadly speaking, while in many cases the prisoner's labour is valuable and zealously performed, it is for obvious reasons usually not to be compared with free labour, and this is chiefly where the difficulty lies from the accountancy standpoint. Consideration must be given to the fact that in most cases a strong quota of manual labour is required to be made use of where in its absence machinery would be used at a minimum of manual effort. Again, the value of a particular class of labour in one institution often bears no comparison with that in another where the class of inmates are essentially of a different age or sex. The scale of labour-values adopted by the Department is set out below and is on a low standard in comparison with outside values. This is necessary, as frequently labour charged at the minimum rates of 2s. 6d. per day gives a return of actual services in no way commensurate with the cost of maintenance. This point of labour-value as opposed to labour-cost should be borne in mind when considering the question of competition with free labour or the earning-capacity of prisoners in relation to the question of dependants' allowances.

<i>Scale of Labour-values for Costing Purposes.</i>							Per Day.	
							s.	d.
Selected prisoners, prisoners employed on special industries, and tradesmen ..							8	0
General labour							6	0
Farm and garden hands							5	0
Domestic duties							4	0
Females and frail male prisoners							2	6

The method adopted for the charging of the above rates is as follows: Each institution is regarded as responsible for accommodating, clothing, feeding, and supervising the inmate, and this is regarded as the initial institutional maintenance cost. The institution supplies labour to its farms, gardens, construction of buildings, and its other industries. The value of this is treated as an expense of such industry and as a credit to the institution. Whether the industry shows a profit or a loss, such profit or loss is finally shown as part of the total or net cost of the institution. Thus are shown (1) the initial cost of maintenance, (2) the value of all labour as a set-off against such expenses, (3) the profit or loss on each industry, and, finally, (4) the net cost to the Treasury of each institution and all its industries.

The following table gives an analysis of the value of labour for the year just past, together with the previous year's figures in total :—

It is interesting to note the wide variation in value, ranging from £13 per head in the minor gaols up to £104 per head at Waikune Prison. The exceptionally low value in the former case is due to the fact that minor gaols accommodate remand prisoners up to one week only, and as most of such gaols are police institutions in which there may be no prison occupants for months at a time there is usually little or no employment given to an inmate. On the other hand, Waikune Prison Camp accommodates the superior adult male prisoner whose labour is classed for nearly all inmates at the maximum rates of labour-value. Again, Wanganui's valuation of £32 per head is due to its being a prison confined to the accommodation of elderly male prisoners.

PAYMENTS TO DEPENDANTS.

The question of crediting prisoners with wages for the maintenance of dependants has a definite relation to that of the profitable utilization of prison labour. At present the total credits resulting from the use of prison labour cover only half the cost to the taxpayer for prison maintenance, consequently any payments made for extraneous purposes mean an added burden to the taxpayer.

It is now fairly generally recognized that, in addition to the unfortunate fact that the shame and stigma attaching to the imprisonment of an offender is also largely visited unto the children, it is usually the family and dependants of the prisoner who suffer most as regards actual deprivation of physical needs and bodily comforts.

Some years ago a scheme was inaugurated whereby weekly grants were made to dependants after the prisoner had served three months with exemplary conduct and industry. During the past year just under £8,000 was paid out from the Consolidated Fund to dependants under this arrangement.

Cases come under notice from time to time where dependants have been reduced almost to mendicity through lack of means of subsistence during the first three months, and it would appear that where the Department can usefully employ the prisoner there is an obligation on humanitarian grounds, in necessitous cases, to contribute towards the support of dependants. It must be borne in mind that it is difficult to find profitable employment for short-sentence men, as on account of the practice of restoring all prisoners to the place of commitment the shortness of the term does not justify the cost of transport to places where they can be profitably employed.

Critics of the use of prison labour in competition with free labour should bear in mind that each prisoner is a unit withdrawn from the ranks of free labour, and the Department in using these merely acts as a mobilizing agency in an endeavour to effectively utilize what would otherwise be numerous non-effective scattered units. The right to sell the product of prison labour is a natural sequence of the payment of wages to dependants.

CLASSIFICATION OF PRISONERS.

Sir Ruggles-Brise, an eminent English authority, has stated that "It has become more and more recognized in recent years that the personality of the offender must enter into the legal conception of the degree of guilt." Dealing with this matter, the suggestion has frequently been made that a psychiatrist should be associated with the Courts administering criminal justice, but this would involve many practical administrative difficulties. The Courts in New Zealand are scrupulously careful in giving due attention to any allegation of impaired responsibility arising from mental defect, and it is by no means infrequent for the machinery of the Mental Defectives Act, 1911, to be invoked to enable an offender to be placed under special observation. There are, however, many offenders who cannot be certified as insane, but whose mentality is such that their power of inhibition is below normal. These are included in the group of recidivists already referred to. It is desirable that some means should be devised whereby the uncertifiable weak-minded can be located in a separate institution, as these cases are entirely unsuited to the discipline and organization of the ordinary prison.

In dealing with the separation of the normal from the subnormal the Medical Officer of the Brixton Prison recently stated that "these border-line cases are most unsatisfactory. One feels that the short terms of imprisonment which are all that most of them receive do little good to the prisoners and provide very short respite to the public. This is so particularly in cases of sexual perverts, many of whom are slightly defective. It is certain that punishment, as a rule, is impotent to deter them. They apparently cannot resist their disordered impulses, and so far are to be pitied, but they constitute a nuisance and a danger from which the public ought to be protected. Sooner or later the question of their permanent segregation will have to be faced."

Apart from the question of the separate treatment of the mentally abnormal the actual classification of the more normal prisoners within the prison is a matter of considerable importance. It is recognized that the classification of prisoners should be based on a personal study of the offender according to age and character irrespective of the nature of the offence. In England and America classification is based largely on mental tests. Experience has shown that many evil consequences follow the herding-together of offenders regardless of age, antecedents, and habits.

In New Zealand the classification of prisoners is based principally on age and the extent of criminal experience. The youthful offenders in the incipient stage of delinquency are transferred to the Borstal institutions, and are thus kept apart from the contaminating influences of association with older criminals. The sexual perverts are segregated at New Plymouth, but little further attempt at classification is made, except with the more desperate criminals, who are detained at Mount Eden, where there is a greater degree of security from escape. There is still room for further classification, as at present in many prisons habitual criminals are associated in the same prison with first offenders who are too old for admission to Borstal institutions. Many of this latter class are what may be termed "accidental criminals," and it would lessen the possibility of the corrupting influence of this

association if some means could be devised whereby first offenders could be kept apart from "old-timers." The question of the proper classification of offenders is one that presents a greater measure of administrative difficulty in New Zealand, with its comparatively small and scattered population, than is likely to be experienced in Great Britain or America. However, as the question is regarded as one of the most important preliminaries to the successful treatment of criminality it is one that should receive careful consideration, but as the present prison staffs are not competent to undertake character studies or to appreciate the psychological significance of a prisoner's behaviour, it is evident that if classification is to be attempted on a scientific basis the question of the appointment of competent officers will require to be faced.

PRISON BUILDINGS.

The question of the housing of prisoners is closely allied to the matter of occupation and classification. The finer the degree of classification and segregation means the larger the expense in building suitable accommodation.

The buildings in the past have not lent themselves to any system of classification. Large prison buildings have the objectionable feature that it is difficult to keep the distinct classes of criminals separate, and some means of communication cannot be prevented.

The existing prison buildings—even those recently constructed—are unsatisfactory for the purpose of classification and segregation of the various classes of prisoners. The prison at Paparua and the Borstal institutions at Invercargill and Waikeria are comparatively new (Paparua is not yet complete), and their construction has cost the State a very large amount of money. The following schedule shows the enormous cost of prison buildings:—

Value of Accommodation for Prison Inmates, 31st March, 1926.

Institution.	Institution Buildings.			Industry Buildings.			Total.	Number of Inmates at 31st March, 1926.	Average Value of Buildings per Inmate.
	£	s.	d.	£	s.	d.	£	s.	d.
Auckland	189,863	3	2	1,099	18	8	190,963	1	10
Waikeria	43,543	10	3	1,632	0	0	45,175	10	3
Wellington	*43,833	4	6	..	..	..	43,833	4	6
Wi Tako	24,071	8	10	7,337	10	1	31,408	18	11
Paparua	97,095	18	4	..	..	..	97,095	18	4
Invercargill	73,628	4	8	3,784	4	7	77,412	9	3
Waikune	12,380	10	5	1,032	11	7	13,413	2	0
Addington	9,686	0	0	..	..	..	9,686	0	0
Hautu	†3,414	14	1	..	..	..	3,414	14	1
Rangipo	†3,193	9	9	..	..	..	3,193	9	9
Napier	2,469	13	0	..	..	..	2,469	13	0
New Plymouth	6,023	0	0	..	..	..	6,023	0	0
Point Halswell	11,051	6	5	98	16	0	11,150	2	5
Wanganui	3,996	7	8	..	..	..	3,996	7	8
Gisborne	4,526	5	5	..	..	..	4,526	5	5
Greymouth	910	0	0	..	..	..	910	0	0
Totals	529,686	16	6	14,985	0	11	544,671	17	5
								1,343	405·57

* Includes cost to date of new prison at Mount Crawford.

† These figures include development expenditure during 1925–26, details of which are not yet available from the Public Works Department.

Although the general outside appearance of the more recently constructed prisons is more elaborate and less grim than the older buildings, all have been built with the one aim—namely, the security of the prisoner, with insufficient regard to other factors. This is not in conformity with the modern idea that prisons should be designed to be reformatory institutions rather than merely houses of detention. In planning a prison it is desirable to provide for the various classes of inmates with a view to arranging accommodation suitable for a proper scheme of gradation. The aim should be to produce buildings economical in construction, consistent with the security and welfare of the prisoners, providing cell accommodation to suit the various classes of prisoners.

There has been a demand for the removal of all prisons to the country, and by a gradual process effect has been given to some extent to that demand. Prisons, however, must be available within a reasonable distance of the Courts in the large centres, but they should not be large institutions. The town prison should be designed with a view to security. It must be remembered that all types of criminals, including those held on the capital charge, go through the town prisons. The latter prisons should be regarded as classifying and distributing institutions, and proper accommodation should be provided for the physical and mental examination of all prisoners. So far as country prisons are concerned, it is unnecessary and undesirable that costly permanent buildings should be erected. A portion only of such prisons should be built with an eye to security. By this means a considerable saving in capital expenditure for the future housing of prisoners would be made, and experience has shown that a strongly built prison is not much of an asset for any other purpose.

It has been found that for the housing of prisoners at the farms there is no building so satisfactory as the hutment. The prisoners take an interest in their huts that they never do in their cells. By providing accommodation of varying degrees of comfort at these camps it is possible to distribute the men according to their habits of cleanliness and decency.

HEALTH STATISTICS.

The general health statistics show that the daily average number on the sick-list in the various prisons and institutions during 1925 was 24·51. There has been little or no sickness of a serious nature in any of the institutions. As in past years, the majority of the prisoners on the sick-list were old derelicts and others who were in an unsatisfactory state of health when received into prison.

PRISONERS DETENTION ACT, 1915.

There were two prisoners dealt with under the provisions of the Prisoners Detention Act during the year 1925. The total number who have been detained under the provisions of the Act since it was first passed is thirty-three.

NEW REGULATIONS.

New regulations under the Prisons Acts and Crimes Amendment Acts were brought into force on the 1st October, 1925. Improvements in the general treatment and dietary of prisoners have been given effect to, and certain anomalies which existed under the old regulations have now been removed. The separate regulations under the Crimes Amendment Acts and Prisons Acts were revoked and the whole prison system dealt with in one complete set of regulations.

EDUCATION, MORALS, RELIGION, AND VISITING.

It is found that manual labour unaided by the increased aptitude that follows upon even a moderate cultivation of the mind will not rehabilitate a man or enable him to rise to a higher level of existence, consequently in recent years more attention has been given to the question of the education of the prisoner. In most of the prisons, with the exception of the camps, regular prison schools are arranged. The standard of education of the prisoners admitted to prison last year is shown in Table C in the appendix. From this it will be observed that ten were regarded as of superior education, twenty were illiterate, and 2,860 could read and write and may be regarded as having had an average school education.

In addition to the ordinary school curriculum an attempt has recently been made to introduce classes in civics, elementary economics, history, and certain science subjects with the object of developing thought along social lines. Such topics are helpful for the debating classes which are regularly held, and combined with suitable lectures, which are also frequently given, provide healthy food for thought during solitary hours and so tend to prevent morbid introspection.

Regular religious services are held at each of the institutions through the voluntary effort of representatives of the various religious organizations. The value of religion in reformatory work is widely recognized.

The number of visitors to the prisons has been well maintained. The visits of kindly but judicious outsiders are encouraged in the belief that prolonged solitude and isolation makes for the repression of the social instincts, and the kindly interest and counsellings of clergymen and social workers have a moralizing influence. It is noted, however, that visits from persons, no matter how well meaning, who do not understand the character of prisoners often lead only to deception and serve no useful purpose.

The after-care of prisoners is more important in many respects than their care in prisons, and the most practical good is likely to follow if the attention of visitors is mainly concentrated on the welfare of prisoners after their release.

Much useful and helpful work both in regard to reformation within the prisons and in the work of rehabilitation on release is being done by Official Visitors and the various Prisoners' Aid Societies.

Regular visits to the several institutions have been made by the Honorary Visiting Justices. These gentlemen take a keen interest in the welfare of the prisoners and greatly assist towards the maintenance of good order and discipline by providing a most useful outlet for the ventilation of grievances, besides acting in a more or less judicial capacity in dealing with breaches of the Prison Regulations.

STAFF.

Administrative: Towards the end of the year under review Mr. M. Hawkins, who has acted as Controller-General of Prisons since the death of the late Mr. C. E. Matthews in December, 1924, retired on superannuation.

Clerical: During the year the Accountant's Branch of the Head Office staff has been strengthened, and a complete reorganization of the system of accounts is being made. This has already demonstrated that several industries embarked upon by the Department are uneconomic propositions.

General: The proper staffing of the penal institutions for some time has presented many difficulties. Although plenty of candidates for employment are now offering, for some time very few of a suitable type could be secured. The disciplinary staffs of the various prisons number approximately two hundred, and during the year under review no less than thirty-three permanent officers resigned or were removed from the service, and twenty-five temporary officers resigned or were dismissed. This depletion of the ranks has been made good, but it has considerably reduced the number of experienced officers.

One of the best means of making the work attractive is to improve the standard by a definite system of training to add interest to the work. There is too great a tendency to cling to the old penal methods,

and some provision should be made for the training of the staff in modern principles of penology. This applies particularly to the Borstal institutions, for it must be recognized that the care of the delinquent is an important matter for society, and it is essential that such should be entrusted only to intelligent people who are capable of understanding the complex phases of human behaviour and of administering the proper physical, educational, and disciplinary treatment.

At the Point Halswell Borstal Institution, for example, it is noticed that the absence of a constructive programme sets up among the inmates many irritative mental reactions to environmental conditions, which seek expression or relief in wrongdoing, such as misbehaviour, escapes, disobedience, &c. Several of the girls have stated to Official Visitors and others that they have misbehaved solely in order to break the irksome monotony of the daily routine. In contrast with this it should be noted that the English idea is that "the daily round should make as much demand as possible on the activities both of mind and body, the whole being a coherent scheme of training." Experience has shown that, amongst female delinquents particularly, an atmosphere of repression and suppression promotes emotional disturbances and mental conflicts, which give rise to what psychologists term "substitution delinquencies." These acts to the untrained observer often appear to be the outcome of sheer perverseness, and the recalcitrant inmate is frequently subjected to punishment by being placed in solitary confinement. This mode of treatment in such circumstances probably has the effect of intensifying the criminalistic state of mind, as in the train of such misdeeds, even within an institution, can grow all the usual evils of pernicious-habit formation. It is because of the disregard of this psychological factor, through lack of trained understanding on the part of the staff, that it has been found that penal institutions if improperly organized make criminals rather than reform them.

CONCLUSION.

In conclusion, I desire to express appreciation of the zealous manner in which the officers in charge of the various institutions have carried out their duties, and also of the readiness with which the Head Office and local staffs have co-operated in the work of the Department.

B. L. DALLARD, Controller-General of Prisons.

PRISONS AND PENAL INSTITUTIONS: EPITOME OF REPORTS OF CONTROLLING OFFICERS.

AUCKLAND PRISON.

At the commencement of the year there were 374 males and 14 females in custody. During the year 2,051 males and 133 females were received, and 2,002 males and 134 females discharged or otherwise disposed of, leaving in prison on the night of the 31st December, 1925, 423 males and 13 females.

During the year, at your discretion, the inmates were given an opportunity to furnish exhibits for the New Zealand Exhibition. As a result a very fine collection, both in the matter of quantity and quality, was despatched to Dunedin. Much praise must be given to the several prisoners concerned, as most of the exhibits were prepared in their leisure hours, and the keen interest displayed resulted in a wide variety being made available.

The garden continues to be an asset to the institution, the quantity being well maintained. As in previous years, it has been found necessary to purchase only potatoes from outside sources.

The bootmaking branch of the prison's industrial activities continues to furnish excellent results. The high standard of output continues, and this no doubt would show an increase if the whole of the prisoners employed in the shop were experienced hands. For the same reason the working profit would show an increase.

The tailoring industry continues to be operated with satisfactory results to the Department. The requirements of our own and other Government Departments continue to be met in spite of the fact that a number of those employed at this trade are inexperienced.

Repairs to mail-bags for the Post and Telegraph Department have been carried on under the supervision of the officer in charge of the tailors' shop, and the repairs have been so expeditiously effected that the Department has recently been able to reduce the charges for the work.

Laundry and repair work continues to be carried on by the inmates of the Female Division. I must again report that the standard of behaviour and the expeditious handling of the work is a tribute to the capable control of the female staff.

Whatever stone is required continues to be produced from the prison stone-yard. Very few prisoners are now employed at this class of labour, and these are mostly of the class who are too untrustworthy to be employed elsewhere.

Quarrying, which is the principal industry at this prison, continues to thrive, and the revenue for the current financial year should equal that of 1924-25.

Concerts continue to be held periodically, the programmes which are arranged by social workers being noteworthy for their excellence. No little appreciation is shown by the inmates for these efforts on their behalf. As in previous years, thanks are due to Messrs. Fuller and J. C. Williamson (Limited), for their kindness in providing professional artists to assist at the various entertainments.

The several organizations responsible for the provision of excellent Christmas gifts in the shape of additional comforts are again deserving of much commendation for this continued spirit of self-sacrifice. The gifts were, as usual, greatly appreciated by the prisoners.

I am indebted to the Prisoners' Aid Society, the St. Vincent de Paul Society, Messrs. J. Stewart and S. Falls, and many others who are always ready to grant assistance to prisoners upon release.

The conduct of the staff of this prison, as a whole, has been very good. During the year many changes in the staff have taken place, and the new men, being often young and inexperienced, have required a great deal of guidance and supervision from the senior officers.

Schoolmaster's Report on Work in Prison School.

On assuming control of the prison school in September, 1925, I found it necessary to make close investigation into the individual progress of each pupil in the various subjects which form the basis of the primary-school curriculum. Individual differences are peculiarly noticeable in the types of men with whom I have to deal, and but little actual class teaching is called for, personal tuition with detailed explanation being a great deal more effective. In appreciating the situation I found the services of the Assistant Schoolmaster invaluable, especially in the handling of routine work and in informing me of the capabilities, standards of attainment, and peculiar needs of the men. During the period of my initiation I was impressed by the keenness and enthusiasm of the men, by the evident effort the mastery of arithmetical rules called for, and by the fact that there was little in the narrow application of the syllabus to appeal to the types of adult mind represented in the school. Therefore when I had gained a fairly complete idea of the individual needs of the men and could, without wasting the time of a class, accomplish more satisfactory work by coaching individuals, I attempted to rouse interest in subjects or phases of subjects which to my way of thinking would relieve the school-work of its tediousness and at the same time give the men an interest outside their circumscribed surroundings by interpreting rather broadly such of the prescribed subjects as would make an appeal to the human element: fewer figures, less formality, and more of the social studies—in particular history, geography, and literature. It has been my endeavour, therefore, to devote a certain portion of the school week to brief talks on a variety of topics, ranging from a series of lectures on the development of civilization to a few minutes' talk on such a subject as the historical significance of the "Fifth of November." Included in this range of topics are such widely diverse ideas as the rise of democratic Government in Britain, the rise of the German Empire, winds and their causes, latitude and longitude, the poetry of John Masefield, aspects of the Great War, how the war affected the map of Europe, and various phases of British history. The men have been keenly interested, listening with great attention and frequently asking intelligent questions. I emphasized this part of the work in the hot summer months when physical fatigue reacted on the receptivity of the men's minds and rendered the close concentration necessary in working problems in arithmetic, &c., almost impossible. In this connection I made it a practice to allow those men who so desired to carry on with their ordinary school-work.

The majority of the men have made sound progress with their studies, some doing particularly well, while others have not had the necessary stimulus or mental equipment to progress at anything but a slow rate.

As far as practicable, instruction is personal, the difficulties of individual men being dealt with as they require explanation.

It is my intention to continue this form of instruction, varying the work by occasionally grouping classes for blackboard-work where that can profitably be done. More work along the broader lines I have indicated and especially experiments in discussion aroused by work in elementary economics and history and civics are to form a feature of the programme of studies in the near future.

The special class for the Chinese inmates is performing great work.

The English speaking and New Zealand educated instructor has a difficult task in, for example, pronunciation and enunciation alone, but his efforts, keenly backed up by the application and industry of his pupils, have resulted in astounding progress being made.

HAUTU PRISON (LAND-DEVELOPMENT CAMP), TOKAANU.

The daily average number of prisoners in custody during the year was 27.99.

The health of the men has been good, there being no cases of sickness throughout the year.

The general conduct of the prisoners has been very satisfactory, one man only having been punished for a breach of the regulations. The industry of the prisoners has been good, and the majority take a keen interest in the farm-work.

The prison vegetable-garden continues to be a success. More than sufficient vegetables for local requirements have been grown, the surplus being sent to other institutions.

The following is a summary of the work carried out during the year: 300 acres cleared and stumped and burned off ready for ploughing, 229 acres ploughed, disked, tine-harrowed, 215 acres of which was sown down in temporary pasture and turnips, 12 acres in oats, 1 acre in swedes, and 1 acre in potatoes. Forest-trees, consisting of 12,000 *Pinus radiata* and 1,000 black-wattle were planted in various parts of the farm for the purpose of shelter-belts, and 7,200 were supplied to other institutions, also 6,000 *Pinus radiata* were raised in the prison garden and lined out for planting in the coming autumn. Four miles of fencing were erected, consisting of three posts to the chain, and four, five, and six wires.

NAPIER PRISON.

The daily average in custody during the year was—males 16.42, and females 0.31.

The prisoners have been employed principally in quarrying and in the erection of a retaining-wall around an extensive slip on the side of the main entrance road.

The conduct and industry of prisoners has been satisfactory. A prisoner held on remand escaped from custody, but was subsequently recaptured and dealt with at the Supreme Court for the offence. In addition to above there were three prisoners dealt with for minor prison offences.

The health of the prisoners generally has been good. There has been no cases of serious illness, and none were sent to the District Hospital for treatment.

The conduct of the officers, with one exception, has been very good, and they carried out their duties in an efficient manner.

NEW PLYMOUTH PRISON.

At the end of the previous year there were 45 males in custody, 175 were received, 23 were transferred to other prisons, 134 were handed to the police and discharged, leaving in custody at end of year 63.

There is very little scope for expansion of work at this prison, and, as in former years, the chief work has been the quarrying of metal and gravel. The output has been disposed of to the New Plymouth Borough Council. In the working of the quarry there are many difficulties to overcome, such as the extraordinary amount of stripping that has to be done before saleable material is reached, the pumping of water to keep the lower level dry enough to work in, and the restricted storage space available during periods when the Council are not removing the material as it is quarried. The quarry provides labour well suited to the class of prisoner located in this prison.

The general conduct of the prisoners has been good. There was one escape during the year. The escapee was recaptured by members of the prison staff immediately he came out of hiding. He had been a trusted man working in the garden party for some months before his escape.

The conduct of the staff has, with one exception, been very good.

There has been very little serious sickness during the year.

The spiritual welfare of the men has been assiduously cared for by the ministers of the different denominations, and one can safely assert that the outlook of several prisoners has in this respect been greatly improved. Probably in no other prison is there greater need for religious teaching than exists amongst this particular class of prisoners. A successful confirmation class was arranged for Anglicans, the Bishop of the diocese visited, and a very impressive confirmation service was held, at which eight prisoners were confirmed.

It is with deep regret that I have to record the death of one of our most esteemed ministers the Rev. O. Blundell. He showed a keen interest in the spiritual welfare of the men, and his services conducted on the fourth Sunday of each month were greatly appreciated, and were a source of comfort and blessing to the men.

During the year several entertainments were provided for the prisoners by the musical societies and church choirs of this town. These entertainments were of a high order of merit, and were much appreciated by the prisoners. Many of the men here are of highly strung nervous dispositions, and these entertainments have a very fine influence on their conduct. With men labouring under the weakness of character, from which this particular class of men suffer, confinement for long hours in their cells is probably not beneficial to them, and the respite gained by attendance at these concerts, even for a comparatively few evenings of the year, has been the cause of a lot of good.

The raising of vegetables for the supply to this and the Wanganui Prison has provided labour for some half a dozen prisoners. All surplus vegetables are sold locally and realized £57 10s. 5d.

PAPARUA PRISON.

At the beginning of the year there were 123 prisoners in custody. 494 were received from various sources during the year and 484 were discharged or transferred, leaving a total of 133 in custody at the end of the year. The greatest number at any time was 204 (due to the influx of the seamen prisoners, and the least 98. The average number of prisoners in custody daily was 122.18.

The health of the prisoners has been excellent. The largest number sick on any one day was four, and one prisoner was admitted to the Christchurch Hospital during the year for a minor complaint.

The open nature of the prison enticed away two prisoners during the year. Both succeeded in reaching Christchurch, but were subsequently recaptured and sentenced to additional periods of confinement.

The conduct of the prisoners as a whole has been good. A few punishments have been dealt out for minor breaches of the regulations.

The conduct of the officers has been satisfactory.

Good progress on building construction has been maintained during the year. The East Cell Range is now almost completed and has been occupied for the year. The wooden buildings are not now used for housing prisoners. The administrative block is fast nearing completion, only the interior finishing requiring to be done. This building should be occupied during the coming year. The exercise-yard walls have been built, and progress on this work is continuing.

The principal farm industry is sheep, as formerly, and splendid results have been achieved during the year. Our first attempt at fat lambs produced second prize in the Royal Show, and also second in the Meat-producers Board's competition for lambs killed and dressed in the market in England. It is interesting to note that the first and third prize-winner was from the North Island, so, therefore, Paparua can claim to have produced the champion freezing-lambs for the South Island.

The usual crops of wheat, oats, tares, peas, and barley were sown, with medium results. A special feature of the cropping this year has been the potatoes. Great care has been taken with this crop to ensure as far as possible sufficient result to supply North Island prisons with potatoes after allowing for our own needs.

The garden is now commencing to give a better result and is a credit to the warder-instructor in charge. Surpluses are sent to the market for auction.

PAPARUA PRISON SCHOOL.

The aim of the school has been to work up to the standard of Proficiency Certificate in the primary schools, and during the year ten reached this standard. The previous attainments of those entering the class for the year were much before those of former years—the majority not being beyond Standard III. Though some were poorly equipped educationally to meet the needs of everyday life, progress was fairly rapid in arithmetic, geography, and English. Two in the class who made the most progress were a Maori and a Chinese. The Maori advanced from Standard III to Standard VI, and the Chinese from Standard I to Standard IV.

A pleasing feature of the work was that the interest was well maintained, and the men looked forward to the school-work as a pleasant change in their prison life. The steady progress made by the class bears evidence that the instruction has been beneficial.

RANGIPO PRISON (LAND-DEVELOPMENT CAMP), TOKAANU.

This prison was established on the 1st June, 1925, when five prisoners were transferred from Waikune Prison. During the first few months they were employed excavating the site for the main buildings and building same.

On the 1st September the number of prisoners was increased to eleven, from then on the muster has been gradually increased as accommodation became available.

The general conduct of the prisoners has been very satisfactory, there being no breach of prison regulations.

There were no escapes or attempts to escape throughout the year.

The health of the prisoners has been good, there being a total absence of sickness.

The industry of the prisoners has been exceptionally good, and I have pleasure to record that the majority of them have taken a keen interest in the farm-work.

The following is a summary of the work carried out during the six months that this camp has been established: 100 acres cleared and stumped, and burned off ready for ploughing; 55 acres ploughed, disked, and tine-harrowed, 25 acres of which was sown in temporary pasture and turnips, and 30 acres in oats. In addition, 11 acres have been prepared for sowing down in temporary pasture in the coming autumn.

Forest-trees, consisting of 7,200 *Pinus radiata* were planted in various parts of the farm for the purpose of shelter-belts.

There was 60 chains of fencing erected for the purpose of enclosing holding-paddocks, consisting of three posts to the chain and five wires.

The following buildings have been completed during the period: Temporary residence for the Officer in Charge; two cell ranges, with accommodation for twelve prisoners in each; administration block, comprising office, store, and two rooms for officers; kitchen block, comprising kitchen, ration-store, cook's room and cleaners' room, separate hut, butcher's shop, latrines, seed-shed, bath-house, feed-house, and temporary carpenter's shop.

A plot of ground has been set aside for a vegetable-garden and is being prepared for next season. This will be a valuable asset, as at present our vegetables are obtained from other institutions.

WAIKUNE PRISON CAMP, ERUA.

There were 82 prisoners in custody at this prison on the 1st January, 1925, and 86 were received during the year just ended. The discharges were—26 on expiration of sentence, 25 released on the recommendation of the Prisons Board, 23 were transferred to other prisons, while two prisoners escaped, leaving a total of 92 men in custody at the end of the year.

The health of the prisoners has, on the whole, been satisfactory. Two cases calling for urgent medical attention occurred during the year. In the case of one prisoner who was injured by a fall of stone during quarrying operations it was found necessary to transfer him to Auckland Public Hospital for treatment for a fractured leg. The second case was of a more serious nature, and the prisoner died a few days after admission to Auckland Public Hospital from an injury received prior to receiving his term of imprisonment.

The conduct of the men has been quite satisfactory. The few cases dealt with have been for minor breaches of discipline.

In regard to the employment of prisoners, our main industries are roadworks and sawmilling.

In connection with roadworks I desire to state that on the stretch of main highway under the Department's control a considerable amount of metalling has been done. The Raurimu Spiral (1 m. 29 ch.), formerly a bugbear to motorists on account of the impassable nature of the road for the greater part of the year, has been metalled, and this route is now considered the main route between Auckland and Wellington. The remaining portion of the road between Makaretu and Maunganui-a-te-ao Stream also received attention and was kept in good order throughout the year. Since the Department has taken over the maintenance of the Waimarino-Tokaanu Road a gang has been continually employed effecting necessary repair. The traffic on this road greatly increased during the present year, which proves that the Department's efforts on this road are known to motorists, who in former years regarded the Waimarino-Tokaanu Road as one of the worst stretches of road in the North Island.

The formation of the Bruce Road is now completed to within 20 chains of Whakapapa Huts. A distance of two miles and a half of this road was also metalled from a scoria-pit located in the park area. A substantial bridge was erected over the Whakapapa Stream, which now permits motor traffic to the mountain-huts.

Sawmill Manager's Report.

The output of timber for the period 1st January to 31st December was 953,908 superficial feet of sawn timber.

During the month of March the mill was practically idle owing to all men being engaged in laying new tram-line and bushmen preparing new site for the hauler-stand. During the month of September and October heavy rain and snow was experienced almost continuously, causing considerable inconvenience and greatly hampering operations. About the 7th November, 1924, the hauler was installed and has proved a great benefit over bullock teams. The planer was installed at the beginning of December, and I have no hesitation in saying that the additional revenue derived from this source will prove the wisdom of this extra expenditure.

As experienced labour is very scarce and having to train men to take the places of those whose time has expired, it will be quite obvious that that in itself is a very great handicap. However, taking them on the whole I find the majority good workers. The reasons for the accumulation of timber are these: as the various Departments supplied from this mill require a large percentage of heart in comparison to C.O.B. and O.B., these latter lines naturally mount up, and I suggest, if practicable, that the Department endeavour to clear the output of the mill to private enterprise—the dressing to be done here.

WANGANUI PRISON.

At the commencement of the year there were 29 males in custody and no females, and there were received during the year from all sources 126 males and 2 females, as compared with 144 males and 7 females for the year 1924. There were discharged 126 males and 2 females, which left 29 males in custody at the end of the year. The health of the inmates has been exceptionally good considering they are nearly all old men. The state of their health in prison is no doubt due to the regular habits, good wholesome food, and the cleanliness of their surroundings.

The Medical Officer visits every Saturday, and a medical parade is made, when each inmate is asked if he has any request or complaint.

The men have been employed in keeping the grounds in order, washing clothing, cleaning, &c., and occasionally during the year parties were employed by the Wanganui City Council in the reserve near the institution. From this source the sum of £405 10s. was obtained, and the Council supplied all tools, &c.

The whole of the alterations of the institution is now complete, and we have a most up-to-date bathroom, a dining-room, and dormitory, together with a most plentiful supply of hot water all over the institution. There are also hot-water radiators fitted in the dining-room and dormitory, which is a great boon in winter months.

The staff have carried out their duties in a very satisfactory manner.

WELLINGTON PRISONS.

There were in custody at the commencement of the year 99 male prisoners. During the year 889 males were received and 895 were discharged, leaving in custody at the end of the year 93 males.

Excluding 110 overseas seamen sentenced in September for refusing to proceed to sea, there was a considerable reduction in the numbers received during the year as compared with 1924.

The health of prisoners generally has been good, but this year a greater number were sent to the public hospital for treatment. As in previous years, I have to report that excessive drinking before committal to prison is responsible for many persons having to be put under medical supervision when received in the prison.

The conduct and industry of prisoners has been good, and no offences of a serious nature were committed. The minor offences were dealt with by the Visiting Justices or Superintendent. The total number of offences dealt with was 97, against 37 individual offenders.

The demolition of the old prison building at the Terrace is being continued, and good progress has been made in excavating the site to the permanent level required for the school buildings and grounds.

At Seatoun a party is still employed in the gravel-quarry, from which a supply of shingle is obtained for the manufacture of concrete blocks, &c., for the new prison building at Mount Crawford. The grading of the ground from which the shingle has been removed is being proceeded with, and a quantity of marram-grass has also been planted in the part levelled off.

At Wellington Prison No. 2 work on the new building is being carried on, and a wing is now almost completed and soon will be ready for occupation.

Divine service by Ministers of the several denominations was held on Sundays during the year, and the Christmas cheer provided by the Presbyterian Social Association was greatly appreciated, as was also the entertainments provided by the Salvation Army Band and St. Vincent de Paul Society.

WI TAKO PRISON, TRENTHAM.

There were in custody at the commencement of the year 35 hard labour, 34 reformatory detention, and 1 habitual criminal—a total of 70 men. During the year 99 men were received on transfer; 41 hard labour and 5 reformatory detention prisoners were discharged at the expiration of sentence. One man absconded and was not recaptured in New Zealand. This escapee is now in an Australian prison. Twenty hard labour and 11 reformatory detention prisoners were released on the recommendation of the Prisons Board, and 23 transferred to other prisons, leaving 68 in custody on the 31st December, 1925.

The general conduct of the men has been very satisfactory.

Several improvements have been made to the brickworks. A large clay-shed has been built to store clay in in wet weather to enable the machine to be kept going. The new trucking-system to convey the green bricks to the drying-sheds and kiln is now in working-order. A large number of double-pressed bricks are being manufactured very satisfactorily. These bricks are pressed by two new presses that were received early in the year. The number of bricks made during the year was 1,926,608. The number sold was 1,465,149, and the number in stock at the 31st December, 1925, was 858,005.

A working model of the brickworks and also other exhibits from Wi Tako Prison have attracted a considerable amount of attention at the Dunedin Exhibition.

The proposed extra addition to the prison should have early attention as there is not sufficient cell accommodation, nor is there any proper place to hold Divine service.

Twenty acres of land have been fenced and mostly cleared and laid down in vegetables. There is also a large area in mangolds and swedes, and all are looking well.

The Defence property under lease has had the ranges cleared of gorse and rushes, and other parts of this property has had similar attention.

The conduct of the officers on the whole has been good.

We are indebted to the following gentlemen : Rev. Mr. Holmes, Rev. Mr. Kendrick, Rev. Father Kelly, and the Salvation Army officers for conducting Divine services for the various denominations throughout the year. We are further indebted to the Rev. Mr. Holmes for arranging Christmas cheer and a concert held on the 19th December for the benefit of the inmates of this institution.

Thanks are also due to the Salvation Army, the Honorary Justices' Association, and several gentlemen for their generous gifts at Christmas-time.

PRISON FOR WOMEN, ADDINGTON REFORMATORY.

At the beginning of the year there were 15 inmates in the institution ; 55 were admitted during the year, making a total of 70. 37 were discharged on the expiration of sentence, 2 released on probation, 4 released on the recommendation of the Prisons Board, 10 on remand, 2 transferred to other institutions, leaving 17 inmates at the 31st December, 1925.

The inmates work consists of sewing, mending, domestic work, milking, feeding poultry, and attending to the flower and vegetable gardens.

The majority of the inmates are elderly, and therefore are not capable of doing much useful work. In fact, on admission they need a great deal of care and attention, especially the short-sentenced inmates, so no special occupation could be undertaken.

Books, magazines, papers, and gramophone-records are well supplied to the institution by the many friends that take an interest in the work, concerts have been given every week, and the general life in the institution has been much brighter this year. The social work amongst the ex-prisoners is still being carried out, but there were very few this year who required help.

Religious services are held regularly by clergymen of the different denominations.

BORSTAL INSTITUTIONS.

Invercargill Borstal Institution for Males.

At the beginning of the year there were 187 inmates in custody. During the year 187 males and 1 female were received, and 213 males and 1 female discharged or otherwise disposed of, leaving 161 males in custody on night of the 31st December, 1925. Of the number in custody at the end of the year 153 were Borstal inmates under the Prevention of Crime Act, and 8 were inmates of the Invercargill Prison. The health of the inmates was remarkably good, very little sickness of any nature being recorded. There were 5 admissions to the public hospital, none of the cases being of a serious nature.

The conduct of the inmates has been very satisfactory, very few punishments for breaches of discipline being found necessary.

There were no escapes from custody during the year.

Concerts were held frequently in the schoolroom, and were much appreciated by the inmates.

The Institution Band continues to make good progress, and application by inmates for admission to it are in excess of the vacancies.

Great benefit is still being derived by the gymnastic and drill instruction class conducted by the Physical Drill Instructor.

Thanks are due to the local Rotary Club for their continued interest in the welfare of the lads. Members of the club visited the institution frequently and mixed with the association class in the evenings, also attended the evening bricklayers' and carpenters' classes, and expressed themselves as pleased with the instruction imparted.

The association class continues to justify its existence, and admission to the class is eagerly sought for on account of the extra privileges allowed. The social evenings were continued throughout the year, and cricket and football in season were indulged in on Saturday afternoons and holidays on the institution recreation-ground.

The swimming-pool, which was opened towards the end of the year, has proved to be a very popular addition to the benefits received by the inmates, and should be the means whereby a number will be taught to swim.

The spiritual welfare of the inmates was attended to by ministers of various denominations regularly throughout the year, and by the Salvation Army.

The ladies' committee of the local Prisons Aid Society kindly supplied a large quantity of cakes to the inmates, sufficient for Christmas and New Year, and the local Rotary Club donated a quantity of cigarettes.

A number of wooden floor-gratings were made for the explosive magazine on which to stack the cases of explosives in order to allow for ventilation under the cases. A disused building was removed from the site of the old magazine to the new magazine for use as a detonator-shed.

The suction dredge has worked continuously during the year, a large quantity of gravel being obtained for use on the roads. A considerable area of the farm has been filled in and levelled off with suitable material pumped over the bank by the dredge. Twenty-five acres were sown down in grass, and it is now showing up well.

The dairying industry is being maintained. Cows are being milked by hand twice daily, the cream separated and sold to local dairy factories. Revenue received to the end of December amounted to £2,260.

The sheep and lambs are doing exceedingly well, there being an abundance of feed for them. Lambs born on the farm averaged 120 per cent. Wool was sold to the value of £220.

The difficulty experienced in former years of obtaining an adequate supply of water has now been overcome. A well was sunk, and a spring tapped, a plentiful supply of water being obtained. A 6,000-gallon tank was erected on a stand 22 ft. high, and an electric motor installed for the purpose of pumping the water from the well to the tank. Branch lines were laid to the ranch-house, sheep-dip, stable, pigsties, and to ten self-filling cattle-troughs (fitted with ball cocks) in the paddocks. An adequate supply of water is now assured.

Institution School: Report of Senior Schoolmaster.

The discipline continued to be excellent, the two disciplinary officers showing skill in their attention.

The general interest appears to be well sustained, the variety introduced into the work helping to stimulate the minds of the young men who have finished a day's hard work. The course is built on the public-school standards, although more advanced books are used in most of the classes. English literature is read in the four higher forms, and the arithmetic has been made slightly more advanced than the standard names warrant, and this in order to stimulate the interest. Elementary algebra and French are taken by the upper two forms. Geometrical drawing has been recently taught to Standards IV and III. Geography and history lessons are given throughout, reference to recent events being the basis of instruction.

At the end of 1925 a series of tests were given by the teacher in charge to each of the three divisions, the general idea in view being to procure data on—general intelligence; logical sequence; co-ordination; concentration. Follow the results of these tests, which were carefully selected for the different divisions:—

Numbers.	Standards.		Average Age.	Per Cent.	Below Normal.
38	S. VI and S. V	.. ..	19 years 9 months	91·6	1
46	S. IV and III	.. ..	18 years 4 months	66·8	4
25	S. II and down	.. ..	18 years 2 months	53·8	10

109 tested.

The classification was considered satisfactory.

Towards the end of the March term, 1926, it was thought expedient to test the classes, so many changes having been made and 37 new pupils having entered.

Each master conducted his own examination, the papers being agreed upon. Class-work was touched on in addition to the general ideas of the 1925 test. The results follow:—

Numbers.	Standards.		Average Age.	Per Cent.	New Arrivals.
30	S. VI	.. ..	19 years 5 months	90	8
27	S. V	.. ..	19 years	85·2	6
18	S. IV	.. ..	18 years 5 months	81·6	4
31	S. III	.. ..	18 years 3 months	72·2	10
13	S. II	}	18 years 1 month	58·6	9
7	S. I				
10	Preparation				

136 tested.

The examination was taken at intervals, and all the pupils underwent some testing.

From Standard II down the pupils comprise 14 Maoris, and there are 5 who have never before attended a school.

The style of examining was very popular with the scholars, as it was without the drudgery of the formal examination, and the questions given were chosen so that a norm of about 55 per cent. was to be expected.

A general brightening-up was noticed in all the classes.

Waikeria Borstal Institution for Males (Te Awamutu).

There were 108 inmates in custody on the 1st January, 1925, and 5 R.D. on the expiration of sentence, 14 H.L., and 19 R.D., on the recommendation of the Prisons Board, while 2 inmates were transferred to a mental hospital, and 49 were transferred to other prison institutions, leaving a total of 108 remaining in custody at the 31st December, 1925. The daily average number of inmates in confinement during the year was 96·76.

One inmate escaped during the year, but was recaptured twenty-four hours later.

In spite of the bad season experienced so far the returns from the dairies, our chief industry, are very promising. This is no doubt mostly due to the scheme of herd-testing, and culling from the herd

of the poorer class of dairy cows, instituted by the late Superintendent. The policy of making the dairies as far as possible self-contained has been continued, and gives the inmates engaged a working knowledge not only of the milking, but of cropping for and looking after the dairy herds generally.

In the garden good supplies have been maintained for the use of our own institution and that of Waikune as well. All surplus supplies are disposed of by market, but owing to the distance we are situated from the chief market centres the results obtained do not appear to warrant developing the output to greater dimensions.

Apart from the general routine work on the farm, development of the property was continued by the erection of 275 chains of fencing in the subdivision of paddocks, the fencing-in of the road to No. 2 dairy, and the laying-down of 830 chains of new drains. About 300 acres of virgin country was ploughed and worked up, and is now ready for sowing in temporary pasture. In addition, the main road from the bridge bordering on the Mental Hospitals Department's property to the main building was widened 6 ft., and shingled throughout with gravel obtained from the Mangatutu Stream. From our own nursery 23,000 trees were planted out for future shelter-belts, various corners around the river-banks and other waste portions of land being utilized for this purpose.

Around the main building about 2½ acres have been laid down in lawns, with borders of flowers and ornamental trees, while the motor-sheds at the back of the building have been removed to a more convenient position.

The employment of labour by the Tokanui Mental Hospital on their farm property has been continued. The inmates selected for this are confined at No. 1 Camp and are comprised of only first offenders.

Classes in physical drill instruction were also instituted during the year, and the improvement in the physique and bearing of the inmates has been remarkable. The keenness displayed by the inmates in these classes is reflected in the efficient manner in which their drill manoeuvres are carried out.

The conduct of the inmates has been very satisfactory. In the working of the farm it naturally occurs that some inmates are employed under very limited supervision, and I am pleased to state that very little ground of complaint has arisen through any breach of trust placed in the inmates so employed. I am more and more convinced that there can be no hard-and-fast rules laid down to cover the plan of employment in "trusted" positions, but that each inmate must be guided individually according to temperament. The will-power of the average inmate is not strongly developed, and I have found that a timely change of occupation or of position of employment helps him to abstain from any breach that might result if allowed to remain too long in the one position.

The health of the inmates has, fortunately, been very good throughout the year.

Institution School: Report of Schoolmaster.

During the year, except when holidays intervened, three classes per week each of one and a half hours' duration were given.

The attendance has steadily risen. The average attendance for the month of March was nine men, while that of last December was forty, with fifty-three men actually on the school roll now.

In order to relieve the monotony generally prevalent in these classes, a series of lectures in history, geography, and elementary physical science was commenced last year, and will be continued throughout the current year. We are hoping that the necessary apparatus for experiments in the science course will be forthcoming.

In a school of this class it is very difficult to measure success, as we cannot use the ordinary standards of measurement, but, I think, taking all things into consideration, that considerable progress has been made. The men are cheerful and going ahead very steadily. When one remembers that more than half the men attending are either in Standard III or under one must realize that the progress of these retarded men must of necessity be slow, but they are keen, and I really believe that the majority of them would rather come to school than remain in their cells, which is very satisfactory.

As will be seen from the foregoing, the work is steadily advancing, but much still remains to be done. We are hoping to start a debating class during the winter months, and with a reading and recreation room in view another field of work is opening up for us.

Point Halswell Borstal Institution for Females.

At the beginning of the year there were two inmates in the Borstal and thirty-seven in the Reformatory. At the close there were forty-two in the Borstal and twelve in the Reformatory.

The inmates have been engaged during the year upon the usual institutional work, also employed in garden, dairy, and the care of pigs and poultry.

During the year a Visiting Committee was formed, which meets every first Thursday in the month. The Chairman of the Visiting Committee deals with refractory inmates, and the members meet and talk with the girls individually.

First-aid classes have been conducted by Dr. Platts-Mills. Out of thirty-eight girls who sat for their examination twenty-seven passed. This, I consider, was very good, and goes to prove that the girls were genuinely interested.

NINTH INTERNATIONAL PRISONS CONGRESS: REPORT BY MR. E. PAGE, S.M.

The Honourable the Minister of Justice, Wellington.

SIR,—

Wellington, 25th November, 1925.

INTERNATIONAL PRISON CONGRESS,

I have the honour to advise you that, acting on your instructions, I attended and represented New Zealand at the Ninth International Prisons Congress held in London in August last, and I now forward you my report and comments thereon.

1. REPORT.

History of the Congress.

The first International Prisons Congress was held in London in 1872. As a result of that Congress a Permanent International Prisons Commission was shortly afterwards established. The Commission consists of representatives of those countries that agree to become members of it and to subscribe to its funds. It has a permanent Secretariat with headquarters at Groningen, in Holland.

The Commission holds periodical sittings.

Once in each five years it convenes an International Congress to which all the civilized Governments of the world are invited to send representatives.

Private individuals may also on payment of a fee of £1 become members of the Congress and speak and vote at its deliberations.

Since the first Congress was held in London in 1872 subsequent ones have been held at Stockholm, Rome, St. Petersburg, Paris, Brussels, Budapest, and Washington, and (this year) at London. The London Congress of this year was attended by some three hundred members, from fifty-three countries of the world. Of these members, ninety-three were present as official delegates of their respective countries and the remainder as private members.

Procedure of Congress.

A preliminary meeting of the Commission was held in the Home Office, Whitehall, on the 1st August, 1925, and thereafter the Congress sat at the Imperial Institute, South Kensington, from the 3rd to 10th August inclusive.

On account of the number of questions to be dealt with and the limited time available the Congress divided itself into three committees, representing the three sections (legislation, administration, and prevention) into which the questions on the order paper had been divided.

The committees sat simultaneously, and the conclusions arrived at by them were later submitted to the whole Congress for approval or otherwise.

During the course of the work of the Congress addresses on the various problems involved were delivered by the Home Secretary, by the Earl of Oxford and Asquith, by the Lord Chief Justice of England, by the Lord Chancellor of England, and by Lord Haldane.

Visits of Inspection.

Arrangements were made by the British Government for the conveyance, during the course of the Congress, of the delegates to various penal institutions in the vicinity of London, and at the conclusion of the Congress the delegates were taken away on a tour of inspection to view the typical English and Scottish prisons and penal institutions. The tour commenced at Bournemouth on the 10th August and finished at Aberdeen on the 18th.

Questions dealt with and Resolutions thereon.

The question submitted for discussion had been drawn up by the Commission and circularized to delegates and members some months prior to the sitting of the Congress.

In the appendix hereto will be found details of the questions, together with the conclusions arrived at by the Congress.

2. COMMENTS.

General.—At their first meetings over fifty years ago the Commission and the Congress dealt almost exclusively with questions of prisons regime.

Gradually, with each succeeding Congress, other questions relating to crime began more and more to occupy attention, and, as will be seen, this year's Congress, though still referred to as a "Prisons" Congress, dealt with a wide range of subjects relating to preventive and criminal legislation, the prosecution and punishment of offenders, the suppression of prosecutions, the extension of probation, indeterminate sentences, habitual offenders, the medical examination of accused persons, the control of prisoners released on license, the protection and control of young people and mental defectives, and protection against international criminals, as well as matters relating to the management of prisons and penal institutions.

It has endeavoured to suggest means not only of ameliorating the lot of the prisoner, but of reducing the number of prisoners; not only of improving prisons, but of emptying them.

The resolutions were mostly general in character, affirming some general principle which, where applicable and suitable, might, in the opinion of the Congress, be adapted into the legislation of the different countries interested.

The New Zealand Prisons System.

Our New Zealand prisons differ in two respects from those of most other countries. In the first place, our prisoners are, speaking generally, employed on the land (agricultural and pastoral farming, fencing, draining, breaking in new country, sawmilling, tree-planting, road-formation, &c.). In most other countries prisoners are employed, in general, in factory-work. Some factory-work is done in our prisons, but not a great deal.

With capable management there is no reason why farming operations should not, with the varied quality of labour available from prisoners, be carried out as profitably for the State as factory-work and it is not inappropriate that prisoners should be employed and be enabled to learn and perhaps become efficient in farm-work, our national industry.

Sawmilling operations, an undertaking in which the financial success depends largely upon the ability to utilize the labour to advantage and in the skill and judgment displayed on the original breaking-down of the timber on the bench, is a class of work to which prison labour may not be so suited. Its results should, I think, be watched and the prospects studied before the operations are extended.

As a more or less inevitable result of their employment on farm-work prisoners are given far more freedom than is the case in ordinary prison life. Our prisoners, either singly or in parties, are constantly working out of sight or hearing of any guards and warders, sometimes miles away from them. The men are held substantially by being placed on their honour not to attempt to escape, instead of by being surrounded by walls or watched by an armed guard. This bold experiment, which may be said to have been originated in 1901 by the Honourable James McGowan, who instituted the first tree-planting camp, and which has been developed and extended by successive Ministers, has more than justified itself. It results in an improvement of the physical condition and the mental outlook of the prisoner. He works in the open air, his sense of responsibility is kept alive, and the system increases the chance of his becoming on his release a useful wage-earner. There are, of course, in our gaols some criminals whose character is such as to render it unsafe to allow them to work in the farm camps. Such men are kept in a more closely guarded penal institution.

The second important feature in the New Zealand prison system is in the constitution and powers of our Prisons Board. This Board, which is a carefully selected expert body, largely controls the destiny of prisoners. It operates for the whole Dominion, and by recent amendments of the Act it has jurisdiction to deal with the case not only of habitual criminals and prisoners undergoing reformatory detention, but also of ordinary prisoners sentenced to terms of hard labour. In many countries no similar Board or Committee exists. In others the Advisory Board or Committee is usually a local one in respect of each prison, and consists of a body of voluntary social workers whom the administration consults. Such bodies are liable to suffer from the disadvantage that they are not experts in prison-work, and, being separate bodies for each institution, uniformity in their outlook, their methods, and their recommendations is not likely to obtain.

It is interesting in this connection to note that the Lord Chancellor of England, in his address while dealing with the question, said that the authority which was to grant release should be carefully defined. He inclined to the view that the best authority would be a small body of experienced persons appointed for the whole country and giving their whole time to the work, for only from such a body could uniformity and skilled administration be expected.

The operations of the New Zealand Prisons Board coupled with the prison regime represent a real attempt to minimize the human wastage inevitable in any prisons system, to sort out the useful from the useless, to train and make efficient in the struggle of life those who are fit to be given their liberty, and to segregate and hold in safe keeping those whom it is unsafe to set at large. In our small country, where the number of prisoners is small, we are handicapped by being unable to provide the varied classes of specialized institutions and the staff of specialists possible in a country where the number of prisoners is great. But, subject to this observation, from what I could see and learn of the prisons in America, England, and Scotland, and could learn of the prisons in other countries, I think that our New Zealand institutions compare with them, on the whole, not unfavourably.

Classification of Prisoners.

Some further extension is, I think, desirable, if it is practicable, in the classification of our prisoners. Habitual criminals and long-sentence prisoners are at times working side by side with first offenders and prisoners undergoing reformatory detention.

Institution for Female Habitual Offenders.

Provision should be made for an institution where female habitual offenders of the type before referred to could be detained for lengthy periods or under indeterminate sentences. The Prisons Board, in drawing attention to this question, considered that the most suitable type of place would be a small farm or market-garden where the women could be employed in light work in the open air.

Habitual Criminals.

"My mind," said the Home Secretary in his address to the Congress, "is definitely moving in the direction, while making prison difficult to enter, of making it, in the case of confirmed criminals, still more difficult to leave. It is not right to let such men loose on society or to place the householder at their mercy."

The total number of criminals declared to be habitual criminals in New Zealand since the passing of the Act—I quote from the report of the 31st July, 1924—is 371, of these 313 have been released; 158, or slightly more than half of those released, have again offended and been recommitted

to prison; 34 were still on probation; and 45 have not again offended. Of the remainder, 24 have absconded and not been traced, and 40 have left the Dominion. There is no knowledge as to how these two classes have fared. A few others have died or been transferred to institutions. Of those, therefore, who have been free and whose movements are known, 158 have been recommitted to prison, and 79 have not as yet again offended. It must be remembered that this 79 includes many who have been recently released (34 of them were still on probation), so that their rehabilitation cannot so soon be said to have been affirmatively established. Some of them may swell the numbers of those who again offend.

These figures seem to me to show that the large majority of habitual criminals are unfit to be at liberty. "With the best system in the world," says a writer, in discussing recidivists of this type, "successes are not likely to amount to more than 10 to 15 per cent."

The conditions under which an habitual criminal is released might be made to include one requiring that he obtain a definite and satisfactory offer of employment from a proposed employer, and obtain also a surety or undertaking from some responsible person to look after and superintend the prisoner for a reasonable period from the date of his release.

Indeterminate Sentences.

New Zealand is one of the few countries in the world in which an indeterminate sentence, without limit to its duration, can be imposed. This is done by a declaration that an offender is an habitual criminal or an habitual offender. We have also a class of sentence which in a measure is an indeterminate sentence, but with a maximum limit—namely, a sentence of reformatory detention. Many countries have no provision at all for indeterminate sentences. In England and in most of the States of America the indeterminate sentence is subject to statutory maximum and minimum limits. But the value and importance of the indeterminate sentence is being widely recognized. It enables the judicial and Prison authorities to keep in custody those criminals who are unfit to be at large. It imparts to the criminal an incentive to apply himself to habits of industry and zeal, of loyalty and co-operation. By that road alone he can regain his freedom. His future is to that extent in his own hands, and, if the effort is in him, the indeterminate sentence is the one most calculated to stimulate such effort.

I think that the principle of the indeterminate sentence should be extended so as to allow Judges in certain cases to award indeterminate sentences even where the offender has no previous conviction. A recommendation to this effect in the case of sexual offenders appears under "Sexual Offenders."

Sexual Offenders.

Sexual offences are increasing in this country. The numbers committed to prison for the last four years are—48 in 1920, 67 in 1921, 73 in 1922, and 81 in 1923: 18 per cent. of all our male prisoners are sexual offenders. Experience seems to show that there is a type of sexual offender who, no matter how severe his punishment may be, is liable to again offend. Such a man is a menace to the community and should not be given his liberty. I think that the Crimes Act should be amended so as to enable a Judge, on conviction of such a man, if he is of the opinion that the offender is likely to repeat such an offence, to pass an indeterminate sentence without fixing any maximum limit.

Criminal Lunatics.

I think that provision should be made for the custody in one institution of criminal lunatics. These are at present kept in the various mental hospitals. It is, I think, not in the interest of ordinary patients in mental hospitals that criminal lunatics should be housed with them.

Mental Defectives.

Many cases occur every year in which it is desirable that an alleged mental defective, sometimes one who is on remand in custody, concerning whom an application for a reception order has been made, should be placed under skilled medical observation for a reasonable period. The relatively short examination which it is possible for the Magistrate and the two medical advisers to make is sometimes insufficient to enable an accurate and confident opinion to be formed. At present our statute, while enabling a Magistrate to adjourn the matter, appears to limit the period of such adjournment to a maximum of seven days. This period is often quite inadequate. I think that definite power should be given, in cases where the Magistrate and one or both of the medical advisers think such a course desirable, to adjourn the matter and place the patient under observation for a period not exceeding, say, two months. There are adequate safeguards in the Act to prevent the power being abused.

Borstal Institutions.

(1.) The view was expressed by the Lord Chancellor that in order that the Borstal institutions might have a fair chance of success a sentence of one year was of little value, and that a sentence for the full term (in England) of three years, reducible by the offenders own exertions, afforded the best prospect of the conversion of a budding criminal into a useful member of society.

(2.) In some of the Borstal institutions in America the working-day is divided into two parts, one-half being devoted to work and the other half to education. It is considered that an inmate who has worked for, say, eight hours during the day is not in the best condition to benefit by studies or education which may be given to him in the evening. The principle might be applicable in New Zealand to some of the younger inmates whose education has been neglected. I mention the matter here as one on which the Department might obtain the view of those qualified to express a definite opinion thereon.

After-care Organizations.

The New Zealand Prisons Board has drawn attention to the need of after-care organizations into whose superintendence prisoners, on their discharge or release on license, would be placed. Prisoners on being released from gaol are liable to experience difficulty in obtaining employment, and unless they are given some encouragement and assistance they may be impelled by circumstances to give up the struggle and revert to criminal or dishonest acts.

In England and in some European countries all prisoners released on license are placed in the care of such societies, and not of Probation Officers. Such societies are, as a rule, voluntary, but are subsidized by Government and are subject to Government control.

In Switzerland and in certain other European countries discharged-prisoner camps are maintained by the Prison authorities. In these a prisoner, if he is unable to obtain work elsewhere, may live and work. He is given his keep and a small amount by way of wages.

Congress Resolutions.

Dealing now with the individual motions passed by the Congress which seem to call for comment and are not already covered by the foregoing remarks :—

Resolution A.—The granting to the prosecuting authority of a discretion whether or not to proceed.

I am opposed to the granting of such a power. It is, I think, unnecessary in practice and wrong in principle. The prosecuting authority at present has to decide, in his discretion, whether the facts which can be proved are sufficient to justify a charge being laid—that is, whether there is a reasonable chance of establishing the charge. To say that he should have also the power of suppressing a prosecution, though the facts show that an offence has been committed, is to introduce an element of danger to the pure and impartial administration of the criminal law. If an offence has been committed it should be left, I think, to the judicial tribunal to decide, in open Court, whether any punishment or what punishment is to be imposed.

Resolution F.—Scientific study of criminals.

(1.) The Prisons Board in New Zealand has on more than one occasion called attention to this question. In its report of the 31st July, 1924, the Board, in referring to **sexual cases**, says : “Provision should be made for the Board to be advised by a skilled psychiatrist with special training in modern psychology, or by some general medical practitioner qualified to examine the offenders scientifically and to recommend treatment in suitable cases.” In the report also of the Prisons Department of the 31st July, 1924, reference is made to this matter. “There is,” it is there stated, “ample scope for the services of trained psychologists and psychiatrists in connection with the mental hospitals, the prisons, and the Department entrusted with the care of feeble-minded and deficient children.”

I do not think that, as suggested in the resolution of the Congress, a staff of specialists to examine and study all prisoners psychologically is necessary nor practicable. There are, however, special cases in which the services of a skilled psychiatrist seem to be required. His services would be available to the Prisons Board, to Judges, in cases where, prior to sentence, they desire special inquiry to be made into the mentality of a prisoner, and to the Prisons Department in examining and treating prisoners of doubtful or subnormal mentality.

(2.) The resolution recommends that accused persons as well as convicted prisoners should be physically and mentally examined by specially qualified medical practitioners.

In our system of criminal law I do not think that such an examination is desirable in the case of accused persons who have not yet stood their trial, unless their mentality may be in question.

Resolution H.—Wages for prisoners.

(1.) The systems in force in the various countries of the world relating to the payment of wages to prisoners vary considerably, from those wherein a prisoner can earn the full wages that he would be able to earn if he were a free man to those wherein he earns nothing. In those countries wherein he can earn a substantial amount he is debited with a reasonable sum for the cost of his keep, and some portion of the money is applied for the maintenance of his dependants (if any), and in some cases for payment of his civil liabilities.

The majority of countries appear to pay to prisoners by way of wages only a nominal amount.

In New Zealand a prisoner may earn for his own use a sum of 4s. per week. If he has dependants he may also earn for the use of his dependants a sum up to 22s. per week for them. My opinion is that under present conditions the amounts should not be increased.

(2.) The resolution recommends that on discharge the money earned by a prisoner should not be handed to him to deal with as he chooses.

In our country I think that the amount might with advantage be paid to the Probation Officer, to be expended for the benefit of the prisoner or his dependants.

Resolution J.—International criminals.

Our police already have power to communicate direct with the Police authorities of Australia and Fiji. This appears at present to be adequate.

Resolution K.—Film-censorship.

There is a widely held view that the display in the cinemas of unsuitable films is responsible for many crimes and offences amongst juveniles.

I think that the censorship in New Zealand of films to the showing of which young people are to be admitted should be made more strict.

Wellington, 25th November, 1925.

I have, &c.,
E. PAGE.

APPENDIX.

QUESTIONS SUBMITTED AND RESOLUTIONS CARRIED.

1. *Legislative.*

Question A.—Should the authority charged with the duty of public prosecution have a free discretion whether proceedings should be taken or not in any case? If so, should such discretion be subject to restraint within certain limits and to control? Should not the Court also have a discretion whether or not to record a conviction although the facts are practically proved?

Resolution A.—Having regard to the general tendency of the evolution of penal law, a wide application of the principle of opportunity is recommended in all cases where the general interest would be better served by suppressing proceedings.

For offences against police regulations and offences committed by minors the principle of deciding whether proceedings should be suppressed or not for reasons of opportunity ought to be very broadly applied. The exercise of such discretion should be subject to a control. At the same time, having regard to the diversity of judicial organization in the different countries, it is not possible in an international congress to specify the kind of control which should be exercised, notably by the judicial authorities or by allowing the public to prosecute.

Question B.—What measures could be taken, instead of imprisonment, with regard to offenders who have committed a petty offence, or an offence which does not constitute a danger to public security?

Resolution B.—Every endeavour should be made to substitute in suitable cases other awards in place of imprisonment. In particular—

(1.) The system of probation should be extended to the utmost extent.

(2.) The power of the Court to impose fines should be extended, and the machinery for payment of fines should be developed so as to eliminate as far as possible imprisonment in default of payment.

Question C.—Would it be possible, and within what limits, to apply the principle of the indeterminate sentence in the struggle against recidivism not only as far as grave offences are concerned, but also for any other case?

Resolution C.—The indeterminate sentence is the necessary consequence of the individualization of punishment and one of the most efficacious means of social defence. The laws of each country should determine whether and for what cases there should be a maximum duration for the indeterminate sentence. There should in every case be guarantees and rules for conditional release, with executive adaptations suitable to national conditions.

Question D.—What may be done to forward the judicious application of the principle of individualization of punishment by the judge who assigns the penalty to be inflicted on the offender?

Resolution D.—Before imposing any sentence or penalty it should be an essential condition in the criminal procedure of all countries that the Judge should inform himself of all the material circumstances affecting the character, antecedents, conduct, and mode of life of the offender, and also any other matters which may be necessary for the purpose of properly determining the appropriate sentence or penalty. And in practice—

(1.) Penal law should give the Judge a choice of penalties and similar measures for prevention and security, and should not strictly limit his power. It should only lay down general directions, and so leave the Judge free to apply the principle of individualization.

(2.) The Courts should be specialized as far as possible, and, in particular, the juvenile Courts should be separate from those for adults.

(3.) Judicial studies should be supplemented by criminological ones. All who wish to be Magistrates should be compelled to attend lectures on psychology, sociology, forensic psychiatry, and penology.

(4.) The Judges should devote themselves solely and permanently to criminal law, and there should be sufficient opportunity for advancement in this branch.

(5.) Courses of lectures should be established to complete their knowledge of criminology. They should have a full knowledge of prisons and similar institutions, and should visit them frequently.

(6.) The Judge before determining the penalty should have a full knowledge of the physical and psychic conditions and the social life of the accused, and the motives for the crime.

(7.) For this purpose inquiries about all his circumstances should be made before the trial. These inquiries should not be made by the police, but should be those of the Magistrate himself or of persons authorized by him for this purpose, whom he should have at his disposal.

(8.) Penal law should give the judge the power of obtaining information from every one who knows anything about the personality of the defendant and his social environment.

(9.) If these means give no sufficient idea of the physical and psychic condition of the defendant the Judge should be allowed to have him examined by physicians and psychologists.

(10.) The trial ought to be divided into two parts: in the first the examination and decision as to his guilt should take place; in the second one the punishment should be discussed and fixed. From this part the public and the injured party should be excluded.

2. *Administrative.*

Question E.—If a system of some special form of detention be adopted as a means of repression with respect to certain recidivists, by what authority should such detention be pronounced, and in what manner should it be executed?

Resolution E.—(1.) The special detention should be ordered by the judicial authority.

(2.) While the object of the detention is primarily preventive, reformatory influences also should be exercised as far as possible.

(3.) The conditions of such detention should be less rigorous than those of ordinary penal discipline.

(4.) The length of the sentence should be indefinite. There should be a power of conditional discharge vested in a Secretary of State or other competent authority, who should be assisted by an advisory committee at each institution, and who should be obliged to look into the matter periodically.

Question F.—It is desirable that services—e.g., laboratories or clinics—should be installed in prisons for the scientific study of criminals? Would such a system help both to determine the cause of criminality and to suggest the suitable treatment in the case of the individual offender? Would it not be advisable to use the same system for the examination before trial of persons suspected of some mental defect?

Resolution F.—It is necessary that the accused as well as prisoners should be physically and mentally examined by specially qualified medical practitioners, and that the necessary services should be installed for this purpose in the institutions. Such a system would help to determine the biological and sociological causes of criminality and to suggest the suitable treatment for the individual offender.

Question G.—It is advisable to apply a classification of prisoners, having regard to their character, the gravity of the punishment, or the nature of the offence, so as to admit the application of different and appropriate regimes, and in what way should the penal establishments be arranged for this purpose?

Resolution G.—(1.) The prevention of the contamination of the less criminal prisoner by those more experienced in crime is one of the first essentials in prison treatment.

(2.) After the necessary divisions according to age and sex have been made, and the mental status of the prisoner has been taken into account, classification should be according to character and ability to be reformed.

(3.) The shorter-term prisoners should be treated apart from those with longer sentences, in order that a regime or course of training appropriate to the latter but not possible with the former may be applied.

(4.) The various classifications of prisoners should be located separately and, where possible, in different buildings, either in the same establishment under the one administrative head or, in certain cases, in special establishments.

(5.) It is difficult to apply the necessary individual treatment of prisoners where the number in any one establishment exceeds 500.

Question H.—What is the best way of organizing the institution of the “pecule” in the case of adult prisoners and its utilization during and after detention? How should the control, the management, and the use of sums allowed to young offenders, be it as wages or as a gratuity or otherwise, be organized while they are undergoing some sentence?

Resolution H.—(1.) Though the State is under no obligation to pay for work compulsorily performed by prisoners, it is desirable that it should encourage them to work well by offering a recompense.

(2.) Where this recompense takes the form of pecuniary payment it should not be liable to seizure, nor, as a rule, should the prisoner be allowed to dispose of it in making outside payments, except perhaps in the case of serious illness in his family where no gratuitous aid is procurable, or in the case of poverty in his family. The inviolability of this recompense does not extend to money brought in by the prisoner or acquired by him during his sentence from outside sources.

(3.) It is desirable that the gratuity (whether augmented by rewards for good work or not) should be utilized, *inter alia*, for the purpose of repaying the liabilities of the prisoner both to the State and to his victims after fair and reasonable provision has been made for prisoner's wife and family.

(4.) The prisoner on his discharge should not be allowed to deal with his gratuity as he chooses. It should be regarded as in the hands of trustees who will expend it for him as seems best in his real interest.

(5.) Minors should be able to earn an amount sufficient to constitute a small capital for them on attaining their majority. The precaution against squandering this should be applied even more strictly than in the case of adults.

3. Preventive.

Question I.—What would be the most effective way to organize the control by the State by associations or private persons over criminals conditionally convicted or conditionally discharged (on parole or on license)?

Resolution I.—The control of persons sentenced or released under conditions should not be exercised by the police. The organization might consist either in private societies financially supported and supervised by the State, or in official or semi-official organizations, or persons paid by the State and placed at the disposal of the Courts (without any connection with the police). For all persons released conditionally supervision should be obligatory. Submission to supervision should be voluntary only when the sentence has been completed. International agreements should be fostered between the central societies of the different countries to provide for released persons who go to a country other than that in which they were sentenced.

Question J.—Can more effective arrangements be made between different States in the struggle to protect themselves against international criminals?

Resolution J.—The struggle against the criminal would be facilitated if different States could agree to allow direct intercommunication between the judicial and police authorities of different countries with a view to the speedier arrest of offenders of certain specified classes, or the exchange of information with respect to dangerous criminals. Each State should appoint a central police authority authorized to communicate directly and without needless complications with the corresponding authorities in other States. As to the law of extradition, the time has not yet come to attempt the conclusion of a Universal Extradition Treaty, but it is more desirable at present to draw up a draft treaty which might serve as a model for special treaties between individual contracting States. The Congress begs the International Commission to accelerate the work of the Sub-Commission which has such a draft treaty under consideration.

Question K.—What is the best method to preserve the community, especially youth, from the corruptive influence of pictures and, in particular, from film-productions which incite to crime or immorality?

Resolution K.—(A.) (1.) An effective film-censorship should be set up in every country with the primary object of protecting the youth. It is necessary to take special measures and to inspect cinemas to ensure the carrying-out of the decisions of the censorship.

(2.) The censorship should not be confined to questions of obscenity, but should deal with all matters connected with the cinema calculated to injure or deprave the young.

(3.) Special exhibitions with special films should be provided for young persons.

(4.) The State should subsidize organizations for the production of films which are of real value for young people and the general public.

(5.) The question of the film is of international import and should be dealt with and regulated by international agreement. Each country should do all that is possible to prevent the exportation of films condemned by its own censorship.

(B.) As regards pictures other than films, the case would be substantially met by the strict enforcement of the provisions of the international convention relating to obscene publications of September, 1923.

Question L.—What are the measures to be taken with regard to abnormal adults (persons who are feeble-minded, mentally deficient) showing dangerous tendencies? Are these measures applicable to young persons of the same category?

Resolution L.—(1.) It is desirable that abnormal adults showing dangerous tendencies should be sent by the judicial authorities to non-penal institutions or colonies, in which they should be treated and detained until conditionally discharged by the competent authority, who should be assisted by an advisory committee at each institution.

(2.) Young persons of the same category should be similarly dealt with, but in separate institutions if prophylactic measures have failed.

(3.) Conditional discharge, effective probation, and close supervision of abnormal persons who have been liberated from institutions are an absolutely necessary measure.

(4.) From the point of view of public welfare it is essential to develop institutions for mental hygiene and prophylaxy, which would allow us to discover each case of abnormality and mental defect.

Question M.—In what cases, and according to what rule, is it advisable to have recourse to the “boarding-out” system for children summoned before a Judge or who have incurred punishment for delinquency?

Resolution M.—(1.) Children brought before the Courts and convicted of offences should be, where possible, boarded out in selected families in all cases where their parents are incapable of providing for their moral education. In boarding out the aim of reforming the children for life should always be kept in view.

(2.) This method should only be employed where a complete preliminary examination of the child from the physical, mental, and moral point of view has been made and has not shown it to be desirable that he should be placed in a special school or a reformatory school.

(3.) It is desirable in the choice and supervision of foster-parents to make use of the services of either local authorities or of recognized private societies. Moreover, the rights and obligations of the foster-parents should be regulated by a written agreement.

(4.) The foster-family should provide for the child a complete education and a training to earn his own living. It is right that the family should be paid for the trouble and expense, but as soon as the child is able to earn his living he should receive fair wages for his work.

(5.) It is necessary that the foster-family as well as the intermediate societies should be under public control.

(6.) It would be useful to establish special courses of lectures and conferences dealing with the fundamental principles of the education of delinquent children, and in choosing foster-parents to give preference to those persons who have attended, with profit, such lectures and conferences.

Table A.
PRISON ACCOMMODATION AND PRISONERS.
TABLE SHOWING ACCOMMODATION, NUMBER OF PRISONERS, ETC., AT THE SEVERAL PRISONS OF THE DOMINION DURING THE YEAR 1925.

Name of Prison.	Number of Persons for whom there is Accommodation.				Number of Persons at Beginning of Year.			Number received during Year.			Number discharged or transferred.			Number in Prison at End of Year.		
	In Separate Cells for One Prisoner.				In Wards or Cells for more than One Prisoner.			Total.								
	M.	F.	M.	F.	M.	F.	M.	F.	T.	M.	F.	T.	M.	F.	T.	T.
Addington (Women's Reformatory) ..	..	30	..	..	..	32	..	..	15	..	..	55	..	..	53	T.
Auckland ..	277	11	104	3	381	14	372	14	386	..	133	2,183	423	17	2,133	17
Hautu (Tokaanu) ..	4	..	35	..	39	..	27	..	27	2,050	..	33	..	13	38	436
Invercargill ..	145	..	31	..	176	..	185	..	185	136	..	137	22	..	314	22
Invercargill (Borstal Institution) ..	..	..	..	..	..	..	2	..	2	156	..	156	8	..	5	8
Napier ..	12	..	27	8	39	8	17	1	18	205	..	207	153	..	5	153
New Plymouth ..	56	3	9	..	65	3	44	..	44	175	..	175	15	1	..	16
Paparu (Templeton) ..	140	..	6	..	146	..	123	..	123	494	..	494	63	..	..	63
Pt. Halswell (Women's Reformatory)	..	42	..	..	..	44	..	39	39	..	..	61	133	..	88	133
Point Halswell (Borstal Institution)	..	..	..	2	..	..	..	2	2	..	..	55	..	12	15	12
Rangipo ..	26	..	..	..	26	..	..	..	..	21	..	21	..	42	..	42
Waikeria (Reformatory) ..	118	..	10	..	128	..	108	..	108	100	..	100	21	..	..	21
Waikura (Erua) ..	24	..	68	..	92	..	82	..	86	86	..	86	108	..	100	108
Wanganui ..	..	1	41	6	41	7	29	..	29	126	..	128	92	..	76	92
Wellington ..	60	..	49	..	109	..	99	..	99	889	2	889	29	..	128	29
Wai Tako (Trentham) ..	54	..	13	..	67	..	70	..	70	99	..	99	93	..	895	93
Minor prisons ..	89	15	58	17	147	32	23	..	23	679	16	695	68	..	101	68
Police lock-ups* ..	..	..	..	..	..	..	2	..	2	107	3	110	20	..	698	20
Totals ..	1,005	102	451	38	1,456	140	1,183	71	1,254	5,356	328	5,684	1,248	85	5,605	1,333

* Deemed to be prisons under the provisions of section 17 of the Statute Law Amendment Act, 1917.

Table A—continued.
PRISON ACCOMMODATION AND PRISONERS—continued.
TABLE SHOWING ACCOMMODATION, NUMBER OF PRISONERS, ETC.—continued.

Name of Prison.	Greatest Number in Prison at One Time.			Least Number in Prison at One Time.			Daily Average Number of Prisoners.			(a.) Greatest Number ill at any One Time.			(b.) Admissions to Hospital during Year.			(c.) Number of Distinct Prisoners ill on One or More Occasions, with Number of Occasions, Total Number of Separate Illnesses, Total Number of Days, and Daily Average on Sick-list.									
	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.	Once.	Twice.	Three Times.	Four Times.	Five Times.	Six Times and Over.	Number of Separate Illnesses.	Total Number of Days ill.	Daily Average on Sick-list.				
Addington (Women's Reformatory)	..	19	19	..	11	11	..	15-23	..	3	3	3	..	5	2	1	..	..	12	67	0-18		
Auckland ..	667	16	683	338	15	353	406-21	18-59	38	1	39	24	1	169	46	18	6	4	443	5,883	16-11				
Hautu (Tokanu)	39	..	39	22	..	22	27-99	..	1	..	1	..	..	4	..	..	..	..	4	11	0-03
Invercargill ..	198	..	198	8	..	8	114-12	..	7	..	7	2	..	..	..	6	1	..	103	1,030	2-85	
Invercargill (Borstal Institution)	153	..	153	2	..	2	54-06	..	9	..	9	3	..	51	15	6	..	..	1	3	0-00		
Napier ..	25	1	26	8	..	8	17-00	0-01	1	..	1	..	..	1	..	..	..	..	13	234	0-64
New Plymouth ..	99	..	99	44	..	44	61-63	..	4	..	4	3	..	13	2	2	..	..	29	98	0-27		
Paparua (Templeton)	204	..	204	98	..	98	122-18	..	4	..	4	1	..	19	2	2	..	..	3	37	0-10		
Pt. Halswell (Women's Reformatory)	..	20	20	..	3	3	..	24-78	..	2	2	..	1	..	1	..	..	..	1	17	0-05	
Point Halswell (Borstal Institution)	..	42	42	..	2	2	..	15-80	..	2	2	1		
Rangipo ..	21	..	21	13	..	13	15-00	..	..	..	..	..	..	9	4	1	..	..	25	41	0-11
Waikeria (Reformatory) ..	108	..	108	41	..	41	69-54	..	3	..	3	..	..	..	..	..	1	..	65	265	0-73
Waikeria (Borstal Institution)	67	..	67	..	..	..	27-22	..	6	..	6	..	..	20	4	8	2	1	1	17	0-05
Waikane (Erua) ..	100	..	100	77	..	77	92-30	..	1	..	1	..	..	1	..	..	..	..	30	836	2-33
Wanganui ..	40	..	40	21	..	21	31-17	..	8	..	8	20	..	24	3	..	..	..	42	332	0-91	
Wellington ..	213	..	213	91	..	91	118-38	..	7	..	7	1	..	15	6	3	..	1	6	55	0-15				
Wi Tako (Trentham)	99	..	99	55	..	55	67-49	6			
Minor prisons	24-70	0-85			
Totals ..	..	..	..	..	..	..	1,248-99	75-26	..	..	..	54	2	56	339	83	39	6	778	8,926	24-51

Table A1.

TABLE SHOWING PARTICULARS, FOR EACH PRISON, OF PRISONERS AT BEGINNING AND END OF YEAR, AND RECEIVED AND DISCHARGED DURING YEAR 1925.

	Addington		Auckland		Hautu (Tokanui)		Invercargill		Invercargill Borsal Institution		Napier		New Plymouth		Papamoa (Tenukolo)		Point Halswell		Point Halswell Borsal Institution		Haukipo		Waikanae (Frua)		Wanganui		Wellington		Wi Taku (Trentham)		Minor Prisons		Police Look-ups*		Totals		Grand Totals									
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.						
(a.) In prison at beginning of year:—																																														
Undergoing—																																														
Simple imprisonment ..	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8	1	8				
Under three months' hard labour ..	5	44	4	44	5	44	4	44	5	44	4	44	5	44	4	44	5	44	4	44	5	44	4	44	5	44	4	44	5	44	4	44	5	44	4	44	5	44	4	44	5	44	4	44		
Three months' hard labour and under one year ..	2	56	5	56	2	56	5	56	2	56	5	56	2	56	5	56	2	56	5	56	2	56	5	56	2	56	5	56	2	56	5	56	2	56	5	56	2	56	5	56	2	56	5	56		
One year's hard labour and upwards ..	2	154	1	154	2	154	1	154	2	154	1	154	2	154	1	154	2	154	1	154	2	154	1	154	2	154	1	154	2	154	1	154	2	154	1	154	2	154	1	154	2	154	1	154		
Detention as habitual criminals ..	34	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34	2	34		
Reformatory detention ..	4	56	3	56	4	56	3	56	4	56	3	56	4	56	3	56	4	56	3	56	4	56	3	56	4	56	3	56	4	56	3	56	4	56	3	56	4	56	3	56	4	56	3	56		
Sentenced to death ..																																														
Total criminals in prison ..	14	352	13	352	14	352	13	352	14	352	13	352	14	352	13	352	14	352	13	352	14	352	13	352	14	352	13	352	14	352	13	352	14	352	13	352	14	352	13	352	14	352	13	352		
For trial or on remand ..	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19	1	19		
<i>In transitu</i> ..																																														
Total in prison for criminal offences ..	15	371	14	371	15	371	14	371	15	371	14	371	15	371	14	371	15	371	14	371	15	371	14	371	15	371	14	371	15	371	14	371	15	371	14	371	15	371	14	371	15	371	14	371		
Debtors ..		1		1		1		1		1		1		1		1		1		1		1		1		1		1		1		1		1		1		1		1		1		1		
Lunatics ..																																														
Total persons in prison ..	15	372	14	372	15	372	14	372	15	372	14	372	15	372	14	372	15	372	14	372	15	372	14	372	15	372	14	372	15	372	14	372	15	372	14	372	15	372	14	372	15	372	14	372		
(b.) Received during the year:—																																														
Sentenced to—																																														
Simple imprisonment ..	2	22		22	3	22		22	3	22		22	3	22		22	3	22		22	3	22		22	3	22		22	3	22		22	3	22		22	3	22		22	3	22		22		
Under three months' hard labour ..	20	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298	83	1,298	35	1,298
Three months' hard labour and under one year ..	6	191	10	191	7	191	10	191	7	191	10	191	7	191	10	191	7	191	10	191	7	191	10	191	7	191	10	191	7	191	10	191	7	191	10	191	7	191	10	191	7	191	10	191	7	191
One year's hard labour and upwards ..	1	50		50	5	50		50	5	50		50	5	50		50	5	50		50	5	50		50	5	50		50	5	50		50	5	50		50	5	50		50	5	50		50		
Hard labour, also flogged ..																																														
Hard labour and reformatory detention ..	6	6		6	5	6		6	5	6		6	5	6		6	5	6		6	5	6		6	5	6		6	5	6		6	5	6		6	5	6		6	5	6		6		
Reformatory detention only ..	1	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57	5	57		
Detention in Borsal Institution ..																																														
Simple imprisonment and sent to an industrial school ..																																														
Hard labour and sent to an industrial school ..																																														
Hard labour and declared habitual criminal ..	13																																													
Habitual criminal without further sentence shown ..																																														
Death ..																																														
Under conviction for sentence ..	2	14		14	3	14		14	3	14		14	3	14		14	3	14		14	3	14		14	3	14		14	3	14		14	3	14		14	3	14		14	3	14		14		
Total new prisoners received ..	32	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651	55	1,651	98	1,651		
On remand or for trial ..	11	269	25	269	32	269	25	269	32	269	25	269	32	269	25	269	32	269	25	269	32	269	25	269	32	269	25	269	32	269	25	269	32	269	25	269	32	269	25	269	32	269	25	269		
Total ..	43	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920	87	1,920	123	1,920		
Debtors ..		40		40	2	40		40	2	40		40	2	40		40	2	40		40	2	40		40	2	40		40	2	40		40	2	40		40	2	40		40	2	40		40		
Lunatics ..																																														
Total new persons received ..	43	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960	89	1,960	123	1,960		
On transfer or <i>in transitu</i> ..	12	90	10	90	47	90	10	90	47	90	10	90	47	90	10	90	47	90	10	90	47	90	10	90	47	90	10	90	47	90	10	90	47	90	10	90	47	90	10	90	47	90	10	90		
Grand totals ..	55	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050	136	2,050	133	2,050		

* Deemed to be prisoners under the provisions of section 17 of the Statute Law Amendment Act, 1917.

Table C.

TABLE SHOWING THE OFFENCES AND DEGREE OF EDUCATION OF DISTINCT CONVICTED PRISONERS RECEIVED DURING THE YEAR 1925.

Offences.	Superior Education.		Able to read and write.		Able to read only.		Unable to read.		Totals.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Offences against the person—										
Convicted on indictment	1	..	65	1	..	..	2	..	68	1
Convicted summarily .. ..	..	..	104	..	..	..	..	..	104	..
Offences against property—										
Theft and deceit	6	..	580	36	..	..	1	1	587	37
Mischief.. ..	..	..	93	4	..	..	..	..	93	4
Miscellaneous offences—										
Vagrancy*	1	..	174	37	..	..	2	1	177	38
Drunkenness	1	..	478	26	1	..	3	..	483	26
Others	1	..	1,240	22	2	..	6	1	1,249	23
Totals	10	..	2,734	126	3	..	14	3	2,761	129
Maoris included above .. ..	..	..	122	7	..	..	..	..	122	7

* Including importuning, consorting with rogues, &c.

Table D.

TABLE SHOWING THE ACTUAL NUMBER OF DISTINCT CONVICTED PRISONERS RECEIVED INTO GAOL DURING THE YEAR 1925, CLASSIFIED ACCORDING TO PRINCIPAL OFFENCES, BIRTHPLACE, AND AGE.

	Offences against the Person.				Offences against Property.				Miscellaneous.				Totals.			
	Convicted on Indictment.		Summarily convicted.		Theft and Deceit.		Mischief.		Vagrancy.*		Drunkenness.†		Other Offences.			
Birthplaces—	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
England and Wales	15	..	28	..	102	4	17	..	40	5	90	2	583	2	875	13
Scotland	2	..	5	..	23	3	1	..	14	3	56	4	104	..	205	10
Ireland	3	..	4	..	30	..	4	..	15	1	59	4	70	4	185	9
New Zealand	44	1	52	..	369	29	56	4	85	24	211	13	373	15	1,190	86
Australia .. ..	..	..	8	..	45	1	9	..	12	2	39	1	36	1	149	5
Other British possessions .. ..	..	..	3	..	8	..	2	..	4	..	5	1	17	..	39	1
China .. ..	..	..	..	..	1	..	4	..	..	..	..	..	14	..	19	..
Other countries	4	..	4	..	8	..	..	..	7	1	21	..	48	..	92	1
At sea .. ..	..	..	..	..	..	..	..	..	..	1	..	1	..	..	..	3
Not stated .. ..	..	..	..	..	1	..	..	..	..	1	2	..	4	..	7	1
Totals	68	1	104	..	587	37	93	4	177	38	483	26	1,249	23	2,761	129
Ages—																
10 and under 12 years .. ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
12 " 15 " .. ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
15 " 20 "	8	..	1	..	61	11	5	1	3	9	1	..	42	2	121	23
20 " 25 "	17	..	18	..	125	7	24	1	8	1	13	..	252	1	457	10
25 " 30 "	7	..	25	..	117	6	8	..	11	2	33	4	238	2	439	14
30 " 40 "	14	..	32	..	137	3	15	..	24	6	107	5	326	6	655	20
40 " 50 "	18	..	19	..	98	6	20	1	56	13	165	8	243	8	619	36
50 and under 60 years	2	1	5	..	39	4	16	1	42	7	110	6	120	1	334	20
60 and over	2	..	4	..	8	..	4	..	33	..	52	3	28	3	131	6
Not stated .. ..	..	..	..	..	2	..	1	..	..	..	..	..	..	..	5	..
Totals	68	1	104	..	587	37	93	4	177	38	483	26	1,249	23	2,761	129
Maoris included above	11	..	13	..	45	3	11	2	7	1	6	..	29	1	122	7

* Including importuning, consorting with rogues, &c. † It must be remembered that drunkenness is punished more by fine than by imprisonment, so that the figures in the gaol tables do not represent the full number of persons punished for that offence.

Table E.

PRISONS.—NEW-ZEALAND-BORN PRISONERS RECEIVED, 1925.

TABLE SHOWING THE NUMBER OF DISTINCT NEW-ZEALAND-BORN CONVICTED PRISONERS OF EACH SEX (INCLUDING MAORIS) RECEIVED DURING THE YEAR 1925, CLASSIFIED ACCORDING TO AGES AND OFFENCES.

Offences.	Under 10.		10 and under 12.		12 and under 15.		15 and under 20.		20 and under 25.		25 and under 30.		30 and under 40.		40 and upwards.		Not stated.		Totals.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Offences against the person—																				
Convicted on indictment	6	..	8	..	9	..	8	..	13	1	..	..	44	1
Convicted summarily	2	..	13	..	8	..	18	..	11	..	..	..	52	..
Offences against property—																				
Theft and deceit	52	11	94	6	79	5	77	2	66	5	1	..	369	29
Mischief	5	1	18	1	4	..	7	..	21	2	1	..	56	4
Vagrancy*	3	9	4	..	7	1	18	2	53	12	..	..	85	24
Drunkenness	11	..	16	3	45	3	138	7	1	..	211	13
Other offences	8	2	61	1	61	1	108	4	135	7	..	..	373	15
Totals, 1925	76	23	184	8	184	10	281	11	437	34	3	..	1,190	86
Totals, 1924	92	7	209	6	185	7	312	16	365	50	1	..	1,164	96
Totals, 1923	1	106	9	209	7	199	8	324	30	345	34	1	..	1,184	89
Totals, 1922	137	9	241	18	166	5	281	23	283	29	..	..	1,108	84
Totals, 1921	84	6	160	5	138	4	260	29	273	27	2	1	917	72

* Including importuning, consorting with rogues, &c.

Table E1.

PRISONS.—MAORI PRISONERS RECEIVED, 1925.

TABLE SHOWING THE NUMBER, AGES, AND OFFENCES OF DISTINCT CONVICTED MAORIS (MALE AND FEMALE) RECEIVED INTO THE VARIOUS GAOLS DURING THE YEAR 1925.

Offences.	Under 10.		10 and under 12.		12 and under 15.		15 and under 20.		20 and under 25.		25 and under 30.		30 and under 40.		40 and upwards.		Not stated.		Totals.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Offences against the person—																				
Convicted on indictment	2	..	4	..	5	..	..	..	..	..	..	..	11	..
Summarily convicted	5	..	4	..	4	..	..	..	..	..	13	..
Theft and deceit	10	..	12	1	8	2	9	..	6	..	..	..	45	3
Mischief	1	..	4	1	..	..	..	..	5	1	1	..	11	2
Vagrancy	1	..	2	..	..	..	2	1	2	..	..	..	7	1
Drunkenness	1	..	1	..	1	..	3	..	..	..	6	..
Other offences	6	..	7	..	11	1	5	..	..	..	29	1
Totals	14	..	34	2	25	2	27	2	21	1	1	..	122	7

Table H.

RETURN OF OFFENCES AND PUNISHMENTS FOR THE YEAR ENDED 31ST DECEMBER, 1925.

Prison.	Offences.			Total Offences.	Number of Prisoners punished.	Total Number of Prisoners in Custody during the Year.
	Against Officers.	Disobedience of Orders, and Idleness.	Other Breaches of Regulations.			
Addington	2	3	2	7	2	70
Auckland	34	65	123	222	200	2,569
Hautu	1	1	2	4	1	60
Invercargill (Reformatory) ..	8	6	17	31	21	322
Napier	2	1	..	3	3	225
New Plymouth	1	11	7	19	14	219
Paparu	6	6	36	48	41	617
Point Halswell (Reformatory) ..	1	5	20	26	18	100
Waikeria (Reformatory) ..	6	14	20	40	23	98
Waikune	9	13	3	25	18	168
Wanganui	4	1	14	19	11	157
Wellington	25	29	44	98	37	988
Wi Tako	14	22	27	63	45	169
<i>Borstal Institutions—</i>						
Invercargill	2	1	7	10	7	158
Point Halswell	12	11	68	91	41	57
Waikeria	1	3	5	9	7	110
Totals	128	192	395	715	489	6,087

Table I.

VISITS OF THE VISITING JUSTICES TO THE LARGER INSTITUTIONS DURING THE YEAR 1925.

Prisons and Visiting Justices.	January.	February.	March.	April.	May.	June.	July.	August.	September.	October.	November.	December.	Total.
<i>Addington—</i>													
H. Widdowson, S.M. ...	..	..	..	1	..	..	..	..	..	..	..	..	1
W. Wilson, S.M. ..	..	..	..	..	..	..	2	..	..	..	..	..	2
<i>Auckland—</i>													
J. W. Poynton, S.M. ...	3	3	6	1	1	..	2	2	1	4	1	4	28
J. H. Bradney ..	..	..	..	..	..	..	..	..	..	..	1	..	1
F. K. Hunt, S.M. ..	1	..	..	4	5	4	..	..	..	3	3	1	21
W. R. McKean, S.M. ..	..	..	..	..	..	1	3	4	5	..	..	..	13
<i>Hautu—</i>													
F. V. Acheson ..	..	..	..	..	..	1	..	..	..	..	..	..	1
<i>Invercargill—</i>													
G. Cruickshank, S.M. ..	2	..	..	..	1	1	2	1	2	2	2	1	14
R. Officer ..	..	1	1	2	..	2	..	..	..	..	..	1	7
W. A. Ott ..	..	..	..	..	1	..	3	..	..	..	..	..	4
<i>Napier—</i>													
J. P. Thomson ..	1	..	..	2	..	..	1	..	1	1	1	1	8
J. C. Stevens ..	..	..	1	1	2	..	..	..	..	..	..	..	4
<i>New Plymouth—</i>													
F. C. J. Bellringer ..	..	..	..	..	1	1	1	..	1	..	1	..	5
A. M. Mowlem ..	1	2	1	..	1	..	..	..	..	..	..	..	5
<i>Paparu—</i>													
J. A. A. Ceasar ..	1	2	1	..	1	1	1	..	..	..	..	..	7
W. J. Jenkin ..	1	1	..	..	2	..	..	2	1	1	1	2	11
W. Wilson, S.M. ..	..	..	..	..	..	1	2	1	..	..	..	..	4
<i>Point Halswell—</i>													
I. Salek, V.J. ..	1	..	1	1	1	1	..	1	1	2	2	2	13
<i>Waikeria—</i>													
S. H. Dunkley ..	1	..	..	..	1	..	..	..	..	..	..	..	2
<i>Waikune—</i>													
J. Cullen ..	..	..	..	..	..	..	..	..	1	1	..	..	2
<i>Wanganui—</i>													
J. S. Barton, S.M. ..	..	..	1	..	..	..	..	..	..	..	..	..	1
J. Driver, V.S. ..	..	..	..	..	..	..	..	2	1	..	1	1	5
<i>Wellington—</i>													
W. G. Riddell, S.M.	1	1
I. Salek, V.J. ..	3	3	3	2	2	1	4	2	2	2	24
D. C. Bates, V.J.	3	3	2	4	5	17
<i>Wi Tako—</i>													
I. Salek, V.J. ..	3	3	1	..	1	1	..	1	10

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