

1927.

NEW ZEALAND.

PRISONS DEPARTMENT

(REPORT ON) FOR THE YEAR 1926-27.

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, 18th August, 1927.

I HAVE the honour to submit to Your Excellency the report of the Prisons Department for the year 1926-27.

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 THE PRISONS DEPARTMENT.

SIR,—

I have the honour to present the annual report of the Prisons Department covering the financial year ended 31st March, 1927, together with the Inspector's report and extracts from the reports of controlling officers of the different institutions, and the criminal statistics for the calendar year ended 31st December, 1926.

PRISON POPULATION: COMPARATIVE FIGURES.—STATISTICS.

The tables of criminal statistics which are published as an appendix to this report show that there were 4,600 committals to the various prisons and institutions under the control of the Department during the year ended 31st December, 1926, as compared with 4,713 in 1925. It should be noted, however, that the receptions for the previous year were abnormally high on account of the number of seamen who were committed to prison during the maritime strike. For purposes of proper comparison an adjustment should be made on account of the seamen prisoners, and this shows that there has been a net increase in the number of committals by 471 over last year.

Reviewing the classes of offences committed, it is no doubt symptomatic of the prevailing economic and social conditions that the number of debtors sent to prison in 1926 should show an increase of 36 per cent. over the previous year. There has also been a fairly heavy increase in the number of distinct persons committed for vagrancy—311 in 1926, as against 215 in 1925. The total number of persons committed to prison for offences against property was 836 in 1926, as compared with 721 in 1925.

It is noteworthy that during a period of industrial depression and unemployment the number of offences against property tends to increase, particularly thefts by young persons. A study of the offenders classified according to age-groups in comparison with last year shows that there has been but a slight variation in the number of offenders in the various age-groups over twenty years of age, but there has been a somewhat pronounced increase in the number of offenders sentenced under the age of twenty years—viz., 144 in 1925, and 219 in 1926.

There was a decrease in the number of receptions of distinct persons born overseas, principally on account of the figures last year including the sailors already referred to; but there has been a decided increase in the number of New-Zealand-born, particularly those committed for theft and vagrancy, the numbers being 686 in 1926, as compared with 507 in 1925. On the other hand, it is satisfactory to note that, although there has been an increase of 21, or 16 per cent., in the total number of female offenders, there has been a decline in the number of young-women offenders. Women offenders of the vagrant type, convicted chiefly for drunkenness or vagrancy, are responsible

for the pronounced increase in the number of females over the age of thirty received into the prisons in 1926. The number of New-Zealand-born women committed for drunkenness has increased from 13 in 1925 to 24 in 1926.

Although the actual number of committals to prison during the year was 4,600, the number of distinct prisoners involved was 2,755, or 135 less than for the previous year. Of this number 1,676 had been previously convicted, including 464 offenders who had four or more previous convictions recorded against them. This question of recidivism is one that had been given careful consideration by the world's leading criminologists. There appears to be a general consensus of opinion in regard to the uselessness of short sentences as a means of dealing with young offenders and others who exhibit a definite inclination towards a career of crime. For the young offender particularly, short terms are objectionable, as the term is too brief in which to arrange for any practical scheme of training or to develop any sense of responsibility, yet it is sufficiently long for the offender to be contaminated by the pernicious influences of hardened offenders. The position in this respect improved slightly last year. In 1925 there were 60 distinct persons under the age of twenty who were sentenced to terms of imprisonment not exceeding three months, and it is to be noted that, in this same age-group, in 54 cases previous convictions had been recorded, whereas in 1926 there were 44 offenders under the age of twenty years who were sentenced to terms of imprisonment not exceeding three months.

The daily average number of prisoners in custody during the past year was 1,366.25, an increase of 42 over the gross daily average for 1925. This increase in the daily average is not wholly due to the increased number of committals. In a large measure it is due to the longer terms of sentences that have been meted out to offenders—particularly young delinquents—during the past year, and to the fact that the Courts in many instances have ordered a substantial term of Borstal detention, when hitherto probation or a short term of imprisonment with hard labour would have been prescribed. Last year there were 1,685 prisoners sentenced to terms of less than three months, as compared with 2,116 for the previous twelve months. There were 140 direct committals to Borstal institutions last year, as compared with 32 for the previous year. A comparison of the terms of sentences imposed last year on offenders under twenty-five years of age with the previous year shows that the Courts in New Zealand are steadily adopting the view held by the leading administrative and judicial authorities abroad, that short sentences of imprisonment are futile for reformatory purposes. Longer terms of course, result in fewer prisoners being discharged during the year, and, although the actual number of receptions was less than in the previous year, owing to the smaller number of releases during the year, the daily average was higher, and the number of prisoners in custody at the end of the year was greater than at the beginning.

This position may be summarized as follows:—

	Prisoners received.	Discharged from Custody.	In Custody at End of Year.
1925	5,684	5,605	1,333
1926	5,326	5,224	1,435

The daily average number of prisoners in the Department's custody has shown a steady increase for a number of years. Recent reports show that this is in common with the experience in Scotland and America, but in England the reports show that there is a tendency to a slow decline in the prison population. This has been ascribed to the extended use of the probation system, and the operation of the Mental Deficiency Act; also in a large measure to the increased efficiency of agencies for the assistance of prisoners on their discharge from custody. The comparative figures are as follows:—

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	1925-26 ..	1,366	10,509

It is gratifying to record that during the past year the sentence of capital punishment—the extreme penalty of the law—was not passed upon any prisoner. Four prisoners died from natural causes during the year. Three of these died whilst under treatment in public hospitals. There were no cases of suicide in the prisons during 1926. One prisoner met his death through an accident which occurred in the Auckland Prison quarry. Another prisoner employed on roadwork near the Waikune Prison was accidentally killed by a fall of earth and stones.

Four prisoners absconded and were not recaptured during 1926. Eight male prisoners were declared habitual criminals, as against 17 in 1925. Thirteen prisoners were transferred to mental hospitals during the year: 5 of these were serving sentences of imprisonment; the remaining 8 were considered to be mentally deficient at the time of their appearance before the Courts and were accordingly recommended for transfer to a mental hospital for observation.

During the year 1926 there were only 3 prisoners suffering from contagious diseases who were required to be detained under the provisions of the Prisoners Detention Act, 1915.

BORSTAL INSTITUTIONS.

Under the Prevention of Crime Act, 1924, a Borstal institution is defined as “a place in which young offenders whilst detained may be given such occupational training and other instruction, and be subject to such disciplinary and moral influences, as will conduce to their reformation and the prevention of crime.”

During the year 119 lads and 21 girls were committed direct to the Borstal institutions by the Courts, and 67 youths and 1 young woman were transferred from industrial schools and other institutions to the Borstal for reformatory purposes.

The Act provides that in cases of offenders between the ages of fifteen and twenty-one, and in special circumstances up to the age of twenty-three, where it is expedient that the offender should be subject to detention under instruction and discipline, the Courts may in lieu of passing a sentence of imprisonment, make an order for detention in a Borstal institution. The term of detention is restricted to not less than two years nor more than five years where the sentence is imposed by the Supreme Court, and not less than one year nor more than three years in cases dealt with before the Magistrate's Court.

The Minister of Justice, if satisfied that a prisoner whose age does not exceed twenty-five years might with advantage be detained in a Borstal institution, may direct the transfer of such person to a Borstal institution. The Minister is also empowered to direct the transfer to a Borstal institution of women and girls detained in a reformatory home.

The Minister of Education, if satisfied that an inmate of an industrial school may with advantage be detained in a Borstal institution, may direct the transfer of such inmate thereto.

The terms of detention ordered by the Court are as to maximum only. The actual period served is contingent upon the response of the inmates individually to the socializing influences of the institution. Each case is subject to review by the Parole Board, and an inmate is detained no longer than is considered necessary to develop his sense of self-respect and responsibility. In fact, it is recognized that there is a period of saturation beyond which detention of certain inmates is actually harmful. The question as to whether all persons committed for like terms should be required to serve an equal period of training was considered in England last year by a special committee, which was of opinion that an equal set period was not necessary in all cases, but that "the progress made by the lads should be reviewed at intervals in order that those who become fit for freedom at an earlier date may not be longer detained. . . . We consider that there should be a regular system whereby lads and girls who become fit to undertake the responsibility of free life more rapidly than their fellows should be licensed earlier."

Borstal training is a combination of mental, moral, physical, and industrial training of a strenuous kind. The aim is a balanced round of work, education, and recreation, the primary purpose being to develop a sense of self-respect and self-reliance, and the habit of co-operation so essential to fit them for a life of freedom and responsibility, and at the same time equip them with habits of industry and the vocational skill which will enable them to conduct themselves as self-respecting useful members of society. In each of the institutions the underlying principles are identical, subject to the necessary modification to adapt the system of training to the needs of the different sexes. It is realized that something more than the mere provision of improved conditions, routine, regimen, and better facilities for companionship and recreation is necessary. An appeal must be made to the better nature of each inmate to quicken the loftier emotions. The scheme of training which has been adopted in each of the three Borstals is as follows:—

(a) *Mental Training.*—Educational classes are conducted daily, the inmates being grouped according to their standard of intellectual development. The underlying idea in the higher grades is to develop, per medium of history, civics, and economics, a social sense and a sense of responsibility, showing where the individual fits in the social scheme, and the interdependence of man upon man. Debates, readings, and dramatic work are practised as a means of developing the powers of expression and concentration, and to break down self-consciousness.

(b) *Moral Training.*—The aim is, by the personal influence and leadership of the staff, to develop character and self-respect, and by a system of gradation involving the reposing of greater trust in the inmates, to develop a sense of responsibility, self-control, and a sense of honour. On the moral side the Department also has the co-operation of the various Christian ministers, representatives of the Salvation Army, and other religious workers, who regularly visit the institutions and take a personal interest in the spiritual welfare of the inmates.

(c) *Physical Training.*—Physical drill and organized games are part of the regular curriculum. In addition to the physiological benefits arising out of systematic exercises, the underlying idea of the organized games is to inculcate the team spirit and develop unselfishness. At the girls' institution basketball and tennis are played, while at Invercargill and Waikeria a fine showing is made at football and cricket.

(d) *Industrial and Vocational Training.*—Lads: New Zealand being essentially a primary-producing country, farm training is the main feature; and in this connection agricultural science is taught, enabling inmates to have a thorough training in all phases of agriculture, both theory and practice. The farms are run on economical lines, and contribute materially towards the cost of maintenance. In addition, there are classes in carpentering, bricklaying, plumbing, painting, sign-writing, wool-classing, bootmaking, and tailoring. Experience has shown that the development of personality through the acquisition of new skill and activities is an important factor in restoring the delinquent. Girls: The aim is to give each inmate a general domestic training, to enable her to take her place in a home on release. Inmates are also taught sewing and cooking, fancy-work, knitting, first-aid, and sick nursing. There is a well-equipped laundry that takes in outside work from other Departments, and a dairy which supplies the institution's requirements as well as those of other institutions. The object in connection with both of these industries is to enable the inmates to realize that they are useful units of society and should contribute towards the cost of their maintenance. The institution garden is a feature of the establishment, and such work has a distinctly beneficial effect on the health of the inmates.

The Department is much indebted to the splendid voluntary services rendered by the teachers of the special classes. Many of these helpers come a considerable distance and at great personal sacrifice in order to carry on this work of instruction.

An integral part of the Borstal scheme is a system of after-care. Experience has shown that the teaching, training, and socializing influences of an institution are of little avail unless supplemented by

a system of personal aid on release. In connection with the lads this need is being met by assistance from the various Prisoners Aid Societies, and by an extended organization and establishment of Probation Committees. Already considerable assistance has been given in finding employment and in aiding lads, who have been released, to re-establish themselves in society.

There are Visiting Committees attached to each of the institutions, and these are doing splendid work in assisting the executive officers at the institutions in enlarging the programme of work. At Waikeria and Invercargill these Visiting Committees have raised the requisite funds to have installed wireless sets as part of the institutional equipment.

The need of after-care is even more necessary with girls than with lads, and during the year, chiefly due to the instrumentality of Her Excellency the Lady Alice Fergusson, who has taken a keen interest in the welfare of the girls at Point Halswell, a Women's Borstal Association was formed on the lines of the English Borstal Association. The ladies comprising the membership of this association not only find positions for the girls when released, but through associate members in the country towns they maintain contact with them and exercise a friendly supervision over them during their probationary period and until they are thoroughly re-established in society. The members of the Borstal Association also visit the institution, provide regular entertainments, arrange lectures, and by tactful and sympathetic influence, advice, and friendly talks to the girls, they endeavour to stimulate the emotion of the ideal and promote a healthy outlook on life. The Department is greatly indebted to this committee.

The results of the system have been distinctly gratifying. The English authorities regard the Borstal scheme as the most rational method devised in recent years for dealing with youthful delinquents who require institutional treatment, but local results are even better than those achieved in England.

A case record of each inmate has been carefully kept, and during the five years and a half ended the 31st December last, of the 1,504 lads who passed through the Invercargill Borstal Institution, only 116, or 7·7 per cent., have been subsequently reconvicted. Of the 94 cases committed under the Prevention of Crime Act since the establishment was properly constituted a Borstal institution in 1925, in only two cases have there been reconvictions.

At Waikeria, during the five years and a half ended the 31st December last, of the 1,050 men who passed through the reformatory only 67, or 6·38 per cent., have been reconvicted. Since the institution was gazetted a Borstal in 1925, 100 inmates have passed through the institution and of these only 2 have been reconvicted.

The Point Halswell Borstal Institution has hardly been sufficiently long established to enable reliable conclusions to be drawn from the results, but since it has been declared a Borstal institution there have been 63 committals: 20 have been released and up to the date of publishing this report only 2 have been reconvicted.

Dealing with the results of this branch of the work in England, Sir Evelyn Ruggles-Brise, the founder of the Borstal scheme, stated, *inter alia*, as follows:—

“ These figures are full of hope for the future when it is considered with what material we are dealing. It is nearly, if not quite, certain that if, as was till lately the case, these girls had on the occasion of each repeated offence been made subject to a mere repetition of short sentences of imprisonment in the local prisons they would, without exception, have drifted hopelessly and inevitably into the ranks of ‘ professional ’ recidivism. To pick up and save even one from such a fate is a great and praiseworthy act, bringing as much honour to the worker who achieves it as advantage to the community, which is at least freed from this one contaminating and hurtful influence; but to save even more than half—and, as time goes on, it is hoped even more than that—is a work not only of substantial material benefit to the State, and in that way patriotic in the best sense of the word, but a splendid example of human charity and effort, which is determined that these young erring creatures shall not glide down the easy current of shame and dishonour without at least an attempt to rescue and save.”

EXPENDITURE AND REVENUE.

In this section an analysis is made of expenditure and revenue for the year ended the 31st March. Two noteworthy facts are shown. Although the average daily number of prisoners in custody rose from 1,340 in 1925–26 to 1,397 for the year ended the 31st March last, the gross expenditure from the Prison vote amounted to approximately £4,000 less than in 1925–26, and, of course, considerably less per head than that of the previous year. This can principally be attributed to the cessation of sawmilling and brickmaking during the year. The actual credits to the vote for 1926–27 are smaller, due partly to the fact that during the previous year considerable credits were received on account of 1924–25, but mainly on account of cessation of brickmaking and sawmilling, and reductions in rates charged to other Departments for prison products and services. An alteration in the railway tariff resulted in the establishment of several quarries by County Councils that had hitherto been customers of the Department. This temporarily affected the disposal of the Mount Eden quarry output. Additional equipment to meet the changed demand is in process of installation, and a recovery of this industry will be assured. An increase in roadmaking credits in the Waimarino district would have been made but for the fact that a considerable reduction in price for metalling supplied to the Public Works Department and the Tongariro National Park Board was agreed upon during the year.

For the present year (1927–28) steps have been taken to reduce expenditure and maintain revenue by co-operative and individual effort of officers with other Departments of State. The Prisons Department stands in an uncommon position in this respect. While utilization of prison labour towards the reduction of prison-maintenance cost is carried out rigorously, the utilization of this labour for other

Departments can enable the net cost to the Public Account to be materially reduced. Thus an extension of the laundry equipment at Point Halswell last year, besides finding employment for inmates, enabled much more work to be taken over from the Internal Affairs and Defence Departments, which previously had sent out the work to private firms. Similar reductions in the cost to the State is being commenced with the laundry-work now starting at Addington, which is anticipated to mean an annual saving of £1,000. Preliminary steps are also under way with the Defence Department to adopt a similar economy measure in respect of the Trentham Ordnance laundering and cleaning, &c. In the same way a business is being built up with other Departments in the manufacture of boots, boot-repairs, clothing, lead-headed nails, floor-polish, &c. In all these cases the saving to the State can be briefly stated to be the extent to which additional employment is found for the prison inmates. In this connection, the Department always bears in mind the opposition which is regularly levelled both at the Government in general and the Department in particular through participation in competitive industries. Three principal factors are always borne in mind: (1) The provision of useful employment for the prisoner; (2) tuition in a new trade, or employment at his own trade to avoid impairing his efficiency on release; and (3) revenue results. Experience has amply proved the advantages from a reformatory standpoint, of utilitarian labour as compared with the older forms of non-utilitarian labour, which tended to debase and dehumanize. Fruitful and creative work aids in the development of self-respect and manhood. Work imposed primarily with punitive motives, and of a degrading nature, tends to destroy the better impulses and to deaden hope. The advantages to the taxpayer of employing prisoners in a way calculated to make them self-supporting, as well as the benefits of productive labour as a method of occupational therapy, are now freely recognized, and the utilization of prison labour for State use is admitted to be fair and proper. Every effort is being made to extend activities in this direction.

Summary of Expenditure and Receipts for the Years ended 31st March, 1925, 1926, and 1927.
(Detailed analysis of 1926-27 is made in Appendix, Table B.)

Year.	Daily Average Number of Inmates.	Gross Expenditure.		Credits.		Net Expenditure.	
		Total.	Per Head.	Total.	Per Head.	Total.	Per Head.
		£	£	£	£	£	£
1924-25	1,227·81	144,484	117·67	68,118	55·56	76,366	62·11
1925-26	1,340·13	152,794	114·00	79,099	59·02	73,695	54·98
1926-27	1,397·25	148,766	106·47	70,915	50·76	77,851	55·73

The net decrease of approximately £4,000 in gross expenditure comprises institutional maintenance reduction of £2,900, of which £1,700 is on rations, due to falling prices and greater utilization of prison-grown products. This decrease is, however, compensated by increased expenditure of £3,000 on prisoners' industry earnings and payments to dependants under the Crimes Amendment Act, and by an increase of £460 in salaries. Decreased expenditure on industries amounted to £4,600, comprising £2,300 on brickmaking (industry ceased), £800 on the farms, £600 on quarries, and £1,300 on tailoring. The mail-bag repairs and bootmaking industries show increased expenditure in line with greater activity in both cases.

EXPENDITURE ON PRISONERS' RATIONS.

The following figures relate to foodstuff rations, but do not include tobacco. Tobacco in itself showed a reduction of over 50 per cent. to the vote compared with the previous year, partly due to the stocks purchased in 1924-25 being approximately equal to sixteen months' requirements.

The cost of foodstuff rations was reduced by approximately £200 notwithstanding that an average daily increase of fifty-seven prisoners were held in custody. The actual cost per head for the year amounted to £13·88, the lowest since 1915, which was on a much lower price basis. The actual saving effected in 1926-27 over 1925-26, while £200 in fact, is equivalent to £1,000 when the increased number of prisoners is considered. Falling wholesale prices in 1926-27 and utilization of prison-grown products between them have contributed. With further institutions carrying out their own bread-making in the current year, it is anticipated that further reductions can be effected.

A typical instance of the methods adopted to effect economies is as follows: A crop of barley was grown at Paparua for pig-feed. A heavy yield of high-quality resulted, so, instead of using this for fodder purposes, the crop was disposed of up to 6s. 10d. per bushel, and barley suitable to meet the Department's requirements was repurchased at 2s. 10d. per bushel.

Expenditure on Prisoners' Rations (not including Tobacco), and Average Cost per Head compared with Previous Years.

Year.	Daily Average Number of Prisoners.	Amount.	Actual Annual Cost per Head.	Annual Cost per Head converted to 1914 Price Basis.
		£	£	£
1914	979·81	11,555	11·79	11·79
1919-20	965·07	17,294	17·93	..
1924-25	1,227·50	18,332	14·93	10·58
1925-26	1,340·13	19,547	14·58	10·19
1926-27	1,397·25	19,389	13·88	10·60

Revenue credited to Vote, and Average per Head compared with Previous Years.

Year.	Daily Average Number of Prisoners.	Total Credits.	Average Credit per Head.
1914	979.81	£ 9,162	£ 9.35
1919-20	965.07	31,177	32.31
1924-25	1,227.50	68,118	55.56
1925-26	1,340.13	79,099	59.02
1926-27	1,397.25	70,915	50.77

In reviewing the revenue returns it is necessary to bear in mind that the actual revenue credited to the vote by no means represents the total value of the results of prison undertakings. The value of works of a capital nature is not credited to the vote, consequently the greatly extended activities during the past year on farm-development work, though improving and consolidating the capital assets of the Department, is not reflected in the foregoing statement.

The detailed statement of revenue credited to the vote is not given this year, but is substituted by the following table and two improved tables (B 1 and B 2) in the Appendix, showing the total sales and services rendered by the Department to outside demands (principally other Departments and local authorities) and of the internal production for institutional purposes. A true comparison with previous years is not possible, as similar data is not available for the earlier years.

The statements do not, of course, give an indication of total value of prisoners' labour. With some exceptions, the smallness of revenue in individual institutions is due to the fact that the work is primarily development and on capital works. Thus, while the Hautu and Rangipo Prison Camps have an aggregate number of prisoners nearly equal to Waikune Prison Camp, the actual revenue on the latter is £17,692, against £1,476 in the former. At Waikune nearly all the work is immediately revenue-producing, while at Hautu and Rangipo the work is almost entirely confined to development of the large area of the land on which they are situated.

The tables also give an interesting review of the variety and extent of the saleable services and products of the Department, to a total of £97,000, of which £72,700 represents outside sales and services, and £24,453 institutional.

Total Value of Prison-made Produce, Prison-grown Produce, and Services for Year ended 31st March, 1927

Institution.	£	Industry.	£
Addington	125	Blocks and tiles	478
Auckland	32,511	Boots and boot-repairs	5,723
Hautu	1,447	Bread	4,327
Invercargill	10,323	Bricks	2,668
Napier	430	Cartage and transport	2,150
New Plymouth	1,607	Contracts (roadworks, labour, &c.)	16,870
Paparua	9,001	Farm-produce	27,001
Point Halswell	1,196	Floor-polish	106
Rangipo	29	Firewood	51
Waikeria	12,799	Lead-headed nails	44
Waikune	17,692	Laundry and repairs	668
Wanganui	17	Mail-bag repairs	2,161
Wellington	4,629	Quarry products	20,969
Wi Tako	5,348	Rents of buildings	438
		Sewing and knitting	157
		Timber	4,033
		Tailoring	5,587
		Tinware	114
		Miscellaneous	3,609
	<u>£97,154</u>		<u>£97,154</u>

Prison-labour Costing.

Table B 3 in the Appendix, sets out the value of prison labour engaged on all activities. The value shown is based on the Department's method of costing this item as explained in last year's report at length. Some interesting facts are revealed. While prison labour on farms was £4,509, the value of farm products raised amounted to £27,000, whereas in the previous year the figures were respectively £5,877 and £20,089, which reflects what is actually taking place.

Satisfactory though these results are, it is to be borne in mind that there is much development work in connection with the farms which does not show an immediate return. It is abundantly clear, however, that apart from the human considerations, such as the healthful occupation afforded, and the sublimating influences of creative work in the open air, from the economic point of view the bringing into productivity of waste land and the more intensive cultivation of the developed lands increases the sum total of the Dominion's production, and is thus a community benefit.

MISCELLANEOUS IMPROVEMENTS IN ORGANIZATION.

During the year considerable progress has been made in effecting improvements in matters pertaining to the general administration of the Department. Some of the main points in this connection may be mentioned :—

- (a) Extension and development of the Borstal system.
- (b) Extension of arrangements for after-care of released prisoners.
- (c) Extension of educational facilities and arrangements for lectures, &c.
- (d) The relinquishing of certain unprofitable and competitive industries, and the extension of farm-development work.
- (e) The extension of production for institutional purposes, with the object of making the Department, as far as possible, self-sustaining. (NOTE.—(1) Last year practically the whole of the Department's requirements in potatoes (approximately 200 tons) were grown by the Department, while a similar quantity was disposed in the open market. (2) Baker's ovens have been erected at most of the institutions to enable the Department to bake practically the whole of its bread requirements.)

Many improvements have also been made in the equipment and facilities at the several institutions to enable the working of the Department to be carried out more effectively and in keeping with current ideas in penology. Some of the chief of these are as follows :—

- (a) Flooring of cells and improved ventilation at the Mount Eden Prison.
- (b) Improved bathing facilities at Mount Eden, Wi Tako, and Invercargill.
- (c) Improved accommodation at several of the institutions.
- (d) Improved food-utensils. The standard bowls, plates, and pannikins on issue have been either enâmelware or tinware. Replacements are being effected in aluminiumware.
- (e) Erection of repairs shop at Mount Eden to enable quarry-repairs to be effected economically and expeditiously.
- (f) Extension of facilities for pig husbandry at Wi Tako, Waikeria, Paparua, and Invercargill.
- (g) Extension of dairy industry at Waikeria and Invercargill.
- (h) Erection and equipment of new laundry and drying-room at Point Halswell to enable the institution to undertake Government laundering-work.

The financial and stores account has revealed the need for considerable improvement and in many cases complete overhaul. The installation of a standard system of accounting has progressed satisfactorily, and bringing in improvements steadily and not *en bloc* has been found advisable, to allow for officers' adaptability. In the principal institutions the clerical officers are equal to all that is required by the Department, the Treasury, and Audit Office, but some clerks are not qualified to undertake work requiring knowledge of advanced book-keeping and accountancy. The progress of the accounting system has in some instances been delayed to meet this consideration, and has been set out so as to provide for easy following by all institutions.

The following sets out the main alterations which have affected all institutions. There have, of course, been many matters of individual institution's concern which are not referred to.

Account Methods and Stores Organization.

Standardized Forms of Annual and other Returns.—Many improvements have been effected by the institution of standard forms for monthly, quarterly, and annual returns.

Estimates of and Control of Public Works Expenditure.—Prior to 1926-27 the annual estimating of Public Works expenditure on erection and maintenance of prison buildings and works, was unsatisfactory. Estimates were drawn up without methodical consideration of all requirements of each institution. Issues of funds for individual works were often arranged without consultation with the Prison headquarters, with the result that available funds were over-allocated to some institutions and under-allocated to others. At the 1st April each year each controlling officer is now required to submit detailed requirements for the ensuing twelve months, indicating the precise nature and approximate cost of each work, and the need and state of same—*i.e.*, whether contemplated, already under correspondence, authorized, in progress, or whether already incurred. The Department is now probably for the first time able to render an annual estimate with supporting definite data as to each work for which funds are to be asked of Parliament. Although these funds are under the nominal control of the Public Works Department, they are virtually placed at the disposal of the Prisons Department, and a closer supervision of issue of available funds is now being carried out, so that they are applied with more heed to the relative requirements of each institution.

Tradesman Officers Time-sheets.—Until early last year the existing method of claiming salaries from the Public Works Department for tradesmen officers engaged on erection of prison buildings was neither satisfactory nor accurate. From the 1st April, 1926, each tradesman warden has been required to submit a detailed time-sheet of his daily duties, differentiating between construction, maintenance, and disciplinary duties, so that the actual time engaged on the first-mentioned could be accurately valued. Prior to this, more or less arbitrary times were assessed, and a deduction of 25 per cent. made, giving in effect merely a basis for approximate claims against the Public Works Department.

Value of Officers' Services in Industries.—This important charge against prison industries had previously been relied on from annual returns, which were merely estimates, and hence inaccurate. From the 1st April, 1926, an accurate monthly return was commenced from each institution, which forms the basis of annual published accounts and monthly industry cost accounts.

Rates for Prison Labour supplied to other Departments.—No definite rate had been laid down for these charges against other Departments and local bodies until the 1st July, 1926, when this matter was placed on a uniform basis and provision made to cover supervision which had not previously been charged.

Motor-vehicle Costing and Maintenance.—A fleet of approximately thirty vehicles is maintained by the Department, and the adequate costing of their services is an important feature of the departmental accounts. During the year rules were brought into force providing for a proper apportionment of the charges and a more effective control of vehicles. The appointment was made of a qualified motor mechanic at Waikunc, where twelve vehicles are working, and arrangements effected to ensure that each vehicle is brought into the workshop in rotation for general overhaul.

Collection of Debtor Accounts.—The method of rendering and collection of claims for services and supplies was improved and standardized during 1926–27. Each institution now renders and records its own accounts, and is responsible for the collection of those that are non-Government. All Government accounts are transferred to Head Office charge to arrange credit. A quarterly statement of all debtor accounts is submitted to Head Office for balance, and when agreed with the total accounts in Head Office books is certified to and returned for local audit reference. By this internal check, audit examination is made simpler and more complete than hitherto. The system also provides for quarterly review of all overdue unpaid accounts.

Internal and Inter-institutional Transfer of Stores and Services.—Consequent on the expansion of inter-institutional supplied commodities, which now total approximately £30,000 per annum, a system of adjusting accounts as between institutions has been devised to enable a proper record to be maintained. Briefly, the system is that for every transfer the issuing institution renders a debit note in duplicate to the receiving institution, which certifies as to receipt and entry in stores ledger, and schedules one copy to Head Office, where it is compared with the issuing institutions returns. The schedule is certified at Head Office and returned to the receiving institution for local and audit reference, thus completing a system whereby the Audit Inspectors have a reference to all stores received, whether purchased or transferred.

Deposit Accounts at Prisons.—By a standardized form of monthly return of deposits held at each prison and a quarterly examination at Head Office of these returns, considerable improvements have been effected. Cash balances have been reduced and all temporary surpluses have been made available to the Treasury.

Custody and Record of Public Works Stores.—Until the 1st July no definite departmental responsibility had existed for the custody and record of stores purchased from Public Works Fund for the erection and maintenance of prison buildings, one or two institutions only having in a practical manner kept this record. By agreement with the Public Works Department this Department has assumed responsibility, and a system has been installed for the proper maintenance of these stores records.

PAYMENTS TO DEPENDANTS.

The question of crediting prisoners with wages for the maintenance of dependants in necessitous circumstances has a definite relation to the profitable utilization of prison labour. This matter has received careful attention during the past year, but recommendation for an extension of privileges has been deferred on account of the urgent necessity for economy, and the limited amount of funds available. The general question of making payments to dependants has been the subject of exhaustive inquiry in other countries. New Zealand is one of the few places where grants are paid to dependants. It appears to be accepted as a principle that the cost of a prisoner's keep should be the first charge on the efforts of his labour, and that any surplus should be applied to the maintenance of his dependants and towards a fund to aid in his rehabilitation on release.

It is superfluous to enlarge on the need of dependants. Their plight is often most distressing. Not only do they suffer acute humiliation, but also, in many cases, physically they are actually worse off than the prisoner himself, who under modern methods of treatment is warmly clad and regularly fed. The consciousness of the neglected condition of their dependants occasions deep concern to some prisoners, and in this respect in no small degree adds to the mental discomfort arising out of imprisonment. Although it is intended that a prisoner should be punished for his wrongdoing, this anxiety arising out of the economic plight of his dependants is a phase of punishment that could well be eliminated. Many of these prisoners do their utmost to qualify for the maximum grants to their dependants. To this extent the system is good, for a system that stimulates consideration for others is an aid to moral development, while the maintaining of the economic bond between a prisoner and his dependants is an important factor so far as future rehabilitation is concerned.

Although in the majority of cases the crediting of wages acts as an incentive to greater industrial effort on the part of prisoners, there are many with dependants in necessitous circumstances who slacken immediately they learn that their dependants are benefiting through their efforts. This is particularly the case where doubts are entertained as to fidelity. In many cases, especially the wife-deserter class, the sense of responsibility to dependants appears to be atrophied. Such prisoners are usually indolent and indifferent workers, and are unable to earn sufficient to pay the cost of their maintenance in prison. Various methods of punishment have proved abortive, and when under punishment such prisoners are not at labour. Deprivation of food is effective in only a few cases, and such methods tend to devitalize and render the prisoner less fit for work than before. This class of prisoner is most difficult to handle effectively, and the Department seldom gets a surplus over their cost of keep.

Another difficulty is the profitable utilization of short-term prisoners. The Department is under a moral obligation to restore all prisoners to the place of committal, and a short term does not justify the cost involved in transporting such prisoners to places where they can be profitably employed. In the city prisons, where short-term men are detained, an expansion of industrial activities would result in an entry into the competitive fields, which would give rise to the old controversy involving free labour *versus* prison labour, and unfair competition from the product of prison labour. Every effort is made to concentrate energies on works that will be productive, but at the same time occasion the least disturbance to the interests of private enterprise.

When the large proportion of unproductive and inefficient labour at the Department's disposal is considered it is obvious that it is hardly possible to make the prisons self-supporting. Last year they were self-sustaining to the extent of approximately 50 per cent. of the total expenditure incurred. Until they are wholly self-supporting additional charges for grants to dependants will obviously constitute a further charge on the Consolidated Fund, which, of course, will throw an added burden on the taxpayers generally.

It is to be borne in mind that in this country the care of those in indigent circumstances is the responsibility of the local authorities, through various Charitable Aid Boards, whose funds are subsidized by the Government for this purpose. Whilst the Department is thoroughly in accord with the institution of a scheme for the proper care and maintenance of dependants of prisoners, the incidence of the burden is questioned. In view of the subsidy payments it is considered that the responsibility should be shared with the local authorities. These bodies are usually more closely in touch with the local conditions and the actual circumstances of the dependants, and in this respect are in a better position to gauge the degree of necessity of the cases. The amounts paid out in grants for the maintenance of dependants last year was £8,553, while £6,827 was paid out by way of earnings to prisoners discharged, or sent to dependants at the prisoners' request. The following view has been expressed by an oversea authority in connection with the general principle of paying wages to dependants: "While public sentiment admits of the employment of prisoners on remunerative work outside the prison walls where a wage can be earned, a system of wages for the support of a prisoner's family is possible; but where it is only possible to employ prisoners on ordinary prison tasks, rendering little or no profit, it is obvious that such system, which implies that the taxpayer should maintain the families of those who have broken the law, would not be tolerated."

CLASSIFICATION.

Classification of prisoners is a necessary preliminary to any attempt, in a system of reformative treatment, at the individualization of punishment. It is essential to segregate the various classes of offenders, so that appropriate treatment may be accorded to each offender.

In New Zealand the classification is based principally upon the age of the offender and the extent of his criminal experience, and to a certain degree on the nature of the offence. Recent studies of the criminal have shown that there is a positive correlation between the mental and, to some extent, the physical make up of the criminal and the kind of crime he commits. The difficulty in connection with any system of classification is that the more intensively it is carried out, the greater is the expense involved in providing suitable establishments. The last Prisons Congress expressed the opinion that classification cannot be effectively done by the separation of classes within an institution. It will thus be seen that the ideal of the separate institution for each class of offender would be an expensive matter, quite apart from the cost of transport to and from such institutions. The observation in the last annual report of the English Prison Commissioners is apropos in this connection: "The obstacle to the classification of prisoners is the expense of the journeys. The cheapest method is for all offenders, of whatever kind, to serve their sentences nearest to the Court which sentenced them; and in the present circumstances financial considerations may prevent the general introduction of any other system for some time to come." Local financial considerations at the present time constitute the main hindrance to development in this direction in New Zealand, but within the limits of the facilities available considerable progress has been made.

The Borstal system, which has been defined elsewhere in this report, affords appropriate provision for dealing with youthful offenders, and thus obviates the danger of contamination with more hardened criminals. Classification within the Borstals is carried out as far as practicable on the basis of a study of the mentality of each offender. At each Borstal there is what is known as a special or retardates class for dealing with subnormal and feeble-minded inmates.

With regard to the older prisoners, men sentenced to periods of reformative detention and simple imprisonment involving hard labour undergo a period of observation in city prisons, and those considered suitable and who show that they merit a measure of trust being reposed in them are transferred to the farm camps, where the open-air life, the healthy and well-ordered conditions, are important factors in bringing about a submergence of the tendencies towards anti-social conduct. The more confirmed criminals and those who are considered unsafe to society are kept at the stronger city prisons, and are engaged on intra-mural occupations where there is little danger of escape.

The Wanganui Prison has been specially equipped to make it suitable for older prisoners who are either infirm or are bordering on a state of senility. The view is held by many authorities on criminology that special consideration should be shown to what are called senile delinquents, and that mental changes caused by age deserve particular attention. It has been suggested that the age of senility should be set down at seventy-two, and that special procedure should be provided for the aged offenders who have no previous criminal record. The Department recognizes that ordinary prison treatment is not appropriate for such cases, and experience has shown that where nursing care is essential there are not the proper facilities for dealing with such cases in a prison. In the equipment of the Wanganui Prison special consideration has been shown to the class of persons held in detention, and, though it is a house of detention, the association rooms are more like an old men's home than an ordinary prison.

Prisoners classed as sexual perverts are transferred to the New Plymouth Prison. This course is desirable on account of the peculiar propensities of such prisoners and the difficulty of dealing with this class at farms where they would not continually be under strict surveillance. A study of the position in the light of experience at this institution gives rise to certain doubts as to the wisdom of segregating all of a kind in one institution. The result is to create a mental atmosphere that is

depressing, and which tends to retard sublimation, for the association and surroundings are little conducive to loftier standards of outlook and objective.

The question of the segregation, particularly the separate treatment of subnormal and borderline cases is one upon which opinion is yet considerably divided. In this connection much has been written in recent years on criminal psychology of a purely speculative nature. A study of the position shows that in England and in America the problem is still in the experimental stages. It is undesirable that the Dominion should lag behind other countries in the matter of prison reform, but in this respect New Zealand is peculiarly and adversely situated geographically. The population is small and scattered, which necessarily makes experimental work particularly expensive. It will be wise to tread warily and cautiously, taking advantage of the experience of other lands before embarking upon a policy that must involve considerable outlay, but which may not be productive of the desired results. The following extract from the last report of the Medical Officer of the Lincoln Prison in England provides an interesting commentary on this important question :—

“ The Border-line Mental Department has been of small dimensions and has presented insuperable difficulties of classification. If the number were greater it would be possible, but division into categories must of necessity involve a demand for more assistance. Under existing conditions there are almost as many classes as there are prisoners in this department. An old senile and a young mental defective do not go well together. At first all were placed under an officer and employed in company at such work as their capacity would warrant. This gave rise to some dissension. One inclined to ‘ monkey tricks ’ would tease another, and in addition the highest-grade mental defective would be on his dignity and disposed to resent segregation with those of a lower category or seniles. In fact, they got on one another’s nerves, and, being more or less deficient in moral and mental control, the effect was an indulgence in amusing puerilities and therefore undesirable. One had to cope with a good deal of irritability and lack of reasonable discipline. It has to be remembered that this department usually includes one or two men of intelligence but of unstable mentality, and blessed with too easily provoked and ungovernable tempers. By degrees I came definitely to the conclusion that actual segregation for work and exercise was producing the reverse of one’s object.

“ It is interesting to record the opinion of the Medical Superintendent of a mental hospital with nearly a thousand patients and known to me. He is quite emphatic that the segregation, even of certified lunatics, is not the best method of treatment, often retarding recovery and in some cases aggravating the trouble. This has long been my own view, but as I am not a specialist I have waited for a lead. It is a psychological platitude that one should seize upon any element of management or treatment making for self-respect, self-reliance, and the rekindling of any slumbering embers of ambition. To make border-line mental cases conscious that they are a class apart, with low potentials of mental and moral efficiency, does not help in these respects even in senile cases. And it has received practical demonstration at Lincoln. Petty aversions, unreasoning animosities, personal grievances, were all to be found, and these appeared to be clearly due to the reactions of the individuals one upon another. I consequently failed to see any use in continuing the policy of segregation, and adopted the principle of treating the border-lines much in the same way as ordinary prisoners so far as occupation is concerned. The good effect was immediately apparent—good in every way. Their self-esteem was flattered, discipline improved, and irritability came near to vanishing point.”

Consideration of the question of the mentality of offenders, their degree of responsibility, and the most suitable means of dealing with them brings up the question of the need for mental examination of offenders before commitment by the Courts. The suggestion that a psychiatrist should be appointed to advise the Courts has been made from time to time. That there is a definite need for more information respecting the mentality of offenders where there is a suggestion of feeble-mindedness or impaired responsibility is apparent. The difficulty has been met in numerous cases by calling in the services of an alienist. Experience has shown that specialists are diffident about expressing opinions without having had an opportunity of reasonably lengthy observation on the personality and behaviour of an offender. The appointment of psychiatrists to be available at all the Courts from Whangarei to the Bluff is a large order, and one which at present is not within the realms of practical politics.

The special committee set up in England last year by Sir William Joynson-Hicks in dealing with this matter stated, *inter alia*,—

“ We are satisfied that a better system of examination and observation is required for offenders on remand. How is this to be done? For the younger persons it would be impossible to provide the expert staff at most of the places of detention. Even in London the average numbers are too small to make it anything but an extravagant proposition.”

In New Zealand this difficulty is even more accentuated, but in order to overcome it as far as practicable with the limited facilities available there has been a close co-operation with the specialist officers of the Mental Hospitals Department, and whenever there is a doubt as to the mentality of a prisoner the Courts readily grant a remand for purposes of observation. Although there are isolated cases where the matter of an offender’s responsibility should have influenced the decision of the Court, in the majority of cases the Courts do make due allowance for enfeebled inhibitory powers due to impaired mentality. It is seldom that a sentence of a punitive nature is imposed in such cases, and where a term of detention is ordered it is usually imposed in the interests of the offender and for the protection of society.

VISITORS TO PRISONS.

I desire to record the Department's deep sense of appreciation of the efforts of that self-sacrificing body of workers, including ministers of religion, social workers, rotarians, and others who regularly visit institutions and endeavour to bring solace and cheer to the men detained therein. Prolonged isolation and solitude makes for the repression of the social instinct, and engenders a feeling of resentment against society generally. The kindly and judicious visits from people of discretion and understanding tend to dispel this attitude of mind and make the prisoners realize that although they have offended against society and consequently must pay the penalty of their wrongdoing, society is not remorseless or justice wholly retributive. The voluntary worker in this regard can approach the prisoner from a much better angle than can the official, and many a man leaves prison with a determination never to return, largely because his better nature has been touched through the disinterested kindness and charity of some prison visitor. On the other hand, many prisoners are purely sycophants. Their eye is always to the main chance, and their attitude of mind is just such as is best calculated to lead to their release from custody. Consequently visits from people, however well-meaning, who do not understand the mentality of prisoners, lead only to deception and serve no useful purpose.

Much useful work, both in regard to reformation within the prisons and in connection with the after care of prisoners on release, is being done by Official Visitors and the various Prisoners Aid Societies. The question of extending a helping hand when a prisoner again emerges on the threshold of society is probably the greatest factor in preventing a subsequent lapse. At the present time, with unemployment so prevalent, the difficulty surrounding the discharged prisoner in re-habilitating himself is most acute.

Regular visits to the several institutions have been made by Honorary Visiting Justices. These gentlemen co-operate with the Department in maintaining good order and discipline, but in addition they take a keen interest in the proper care and welfare of the prisoners, making frequent inspections of all equipment, clothing, and rationing arrangements. They also provide 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.

The Honorary Justices' Association have contributed liberally in necessitous cases to the aid of dependants of prisoners, and have given assistance by way of orders for fares and lodging to deserving impecunious men who have been released from prison. The Department is deeply indebted to these gentlemen for the splendid work they are doing.

THE TREND OF CRIME.

The prisons statistics deal only with offenders who have been sentenced to be detained in prison or a reformatory institution, and contain no particulars of those placed on probation, fined, or otherwise dealt with. In order to make a complete review of the trend of crime it is necessary to refer to the Court statistics which are summarized in the following table :—

Comparative Table of Offences, showing the Total Number of Convictions in the Magistrates' Courts and Persons sentenced in the Supreme Courts for the Five Years 1922-26.

—	1922.	1923.	1924.	1925.	1926.
Offences against the person	784	918	744	908	914
Offences against property	3,854	3,672	4,000	4,135	4,822
Offences against good order	17,150	19,087	21,342	25,499	27,244
Forgery and offences against currency	50	72	70	75	91
Other offences	13,276	13,980	13,993	13,911	13,703
Totals	35,114	37,729	40,149	44,528	46,774

The principal increases are in the classes "Offences against property" (theft) and "Offences against good order."

This steady increase in crime calls for consideration of the underlying causes, and of the possible means of remedying this undesirable development. The underlying causes of crime are chiefly biological and sociological, although many authorities assert that not nearly the extent of crime is attributable to impaired mentality as is generally supposed. Tests have shown that the average standard of intelligence in certain prisons does not show any appreciable variation with that of other groups of the community. It is entirely wrong to suppose that the entire prison population is comprised of the "great unwashed." There is quite a sprinkling of educated men, including men of professional attainments. The aberrational reaction in the circumstances which have led to their confinement is not so much due to mental instability, as ordinarily understood, as to selfishness and lack of consideration for the rights of others. This condition is attributed in most of these cases, as also in the case of many young offenders, to a neglect in early training in the qualities of self-control and development of a proper ethical standard of outlook.

It is necessary to make a distinction so far as the habitual criminal or recidivist is concerned. He is an offender either from deliberate choice or because of some constitutional defect. In fact, in

many cases, he is the product of our past system of applying short terms of imprisonment to young offenders, for in many cases young prisoners have been apprenticed in crime through early criminal associations in our prisons.

In considering the remedy for the present state of affairs, although it is the popular thing to enlarge on the psychological aspect of crime, a study of the position shows that there is an urgent demand for greater consideration from the sociological standpoint. A study of the case-histories of many of the offenders shows that the main causes of delinquency are neglectful parents, lack of proper parental control, irreligiosity, bad companions, and bad social conditions. In most cases the delinquent is deficient in the social instinct, self-control, and sense of responsibility, and in fact, almost entirely lacks those higher qualities that hold society together and make for decent standards of conduct. If the increase in juvenile crime is to be met effectively it must be dealt with long before the prison stage. It is a challenge to parents to a deeper sense of their responsibilities, and of the need for training their children in self-control.

STAFF MATTERS.

During the year Mr. T. Vincent, Superintendent of the Mount Eden Prison, and Mr. J. Scanlon, Superintendent of the Wellington Terrace Prison, retired on superannuation. Both of these officers rendered long and loyal service to the Department.

The death during the year of Mr. W. J. Parkes, Gaoler at Timaru, is recorded with regret.

Several changes have taken place in the disciplinary staff. The total number of disciplinary and instructional officers at the 31st March last was 235, as compared with 219 at the end of the previous year.

In conclusion, I desire to place on record my appreciation of the zealous manner in which the officers of the various institutions have carried out their duties. They have striven to give effect to the policy of the Department in regard to the treatment of offenders. The local controlling officers and the Head Office staff have co-operated loyally in an endeavour to improve and maintain the effective and economical administration of the Department.

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

INSPECTOR OF PRISONS TO THE CONTROLLER-GENERAL OF PRISONS.

I have the honour to submit my report for the year 1926-27 regarding the inspection of the various prisons and institutions under the control of the Department.

Visits of inspection were made during the year to all prisons, prison camps, and Borstal institutions, and, when circumstances necessitated it, special visits were made to certain institutions. The policy decided upon last year whereby all prison buildings throughout the Dominion are inspected at regular intervals by officials of the Public Works Department obviated the necessity for frequent visits for the same purpose by the Inspector of Prisons. The new system of building-inspection ensures that the existing properties are kept in a proper state of repair, and that new buildings in course of erection are constructed on practical and economical lines under the supervision of experienced officers.

On the occasion of my visits to institutions inmates are given an opportunity to voice their requests or complaints, and as a result a comparatively large number of interviews were granted during the year to the longer-sentenced men. Complaints by prisoners against officers alleging undue severity of treatment are extremely rare, and during the past year such accusations were made at one institution only. The matter was inquired into by Visiting Justices of the Peace and the officers against whom the allegations were made were exonerated from blame. The improvement in the dietary scale—particularly the variation which permits of the issue of a small ration of meat with breakfast—is appreciated by the men employed on hard manual labour. A small section of the habitual criminals and long-sentenced prisoners consider that the dietary scale should provide a greater variety of items, but the majority of the men admit that the food in quality is good and in quantity reasonable. It is somewhat remarkable that prisoners who persist in returning to prison are the class who find the prison dietary scale insufficient and lacking in variety. In nearly all the principal prisons and institutions the bread ration is now made on the premises by inmates under supervision. The quality of the institution-made bread has been favourably commented upon by the medical officers and visiting officials.

The subordinate prison officers are familiar with the regulations, and, as a body, they endeavour to carry out their duties in a conscientious manner. To attain an absolute state of uniformity in methods of carrying out duties it would be necessary to have all probationer warders trained under suitable experienced instructors in one institution, from which they could be drafted as required. A difficulty is being experienced in obtaining suitable Borstal officers from the candidates offering for the service. The Superintendents of these institutions give assistance to any officer who exhibits a desire to fit himself for his duties, but a class of instruction and study on the lines you have already suggested would be of considerable advantage to the officers who are genuinely interested in this important branch of the service.

D. A. MACKINTOSH,
Inspector of Prisons.

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

AUCKLAND PRISON.

(Superintendent, Mr. J. Dickison.)

At the commencement of the year there were 423 males and 13 females in custody. During the year 1,683 males and 126 females were received, and 1,727 males and 115 females discharged or otherwise disposed of, leaving in the prison on the night of the 31st December, 379 males and 24 females.

Twelve habitual criminals (males), 16 male prisoners undergoing reformatory detention, as well as 26 serving hard labour (male) were released on the recommendation of the Prisons Board.

The prison school continued to be controlled by Mr. H. G. Johnston, M.A., and his very capable tutorship produced excellent results. Five prisoners sat for their Certificates of Proficiency and four were successful, the high percentage of passes being a tribute to the Schoolmaster's keen and sympathetic interest in the advancement of those under his tuition. Details of the work carried out throughout the year have already been submitted to you in Mr. Johnston's annual report.

Industries, &c.—Garden: This continued to be an asset to the institution, the quantity and quality of the output being excellent. As in previous years, the only purchase made in the outside markets has been that of potatoes.

Bootmaking: This branch of the prison's industrial activities continues to furnish good results under the capable control of Principal Warder Lauder. Considering that a considerable percentage of the hands employed are learners the output is very satisfactory.

Tailoring: This industry continues to be operated with results satisfactory to the Department. Here again a number of the prisoners employed are inexperienced, but in spite of this the output is an excellent one, and the demands of other Government Departments as well as our own, are readily met. The officer in charge, Mr. Kinghorn, is to be complimented on the result of the year's working.

Repairs to Mail-bags: This industry is also operated in the tailors' shop under the control of Mr. Kinghorn, and repairs have been so expeditiously effected that a further reduction has been recently made in the rates chargeable to the Post and Telegraph Department, for whom the work is executed. The Department's action in installing additional machinery has been more than justified, as the whole of the repairs required by the Post and Telegraph Department can now be effected quite readily.

Laundry and Repair Work: This work continues to be carried on by the inmates of the female Division, and the small cost to the Department, as disclosed by the conversion vouchers rendered, is a tribute to the capable control of the Matron and Assistant Matron.

Quarry: This, the major prison industry, continues to thrive under the management of Mr. J. W. Meehan, and the detailed reports submitted to you periodically will no doubt have enabled you to form an opinion of the satisfactory standard of progress made. The return for the current financial year should compare favourably with that of 1925.

Concerts continue to be held periodically, the programme being arranged by Messrs. Stewart and Falls, assisted by other social workers interested in the welfare of the inmates. Thanks must also be expressed to Messrs. John Fuller and Son, Ltd., for their goodness in permitting professional artists to assist at the various entertainments, which are highly appreciated by the inmates as a welcome break in the monotony of prison life.

The several organizations responsible for the provision of additional comforts for the inmates at Christmas are deserving of commendation for the continued display of a spirit of self-sacrifice.

The thanks of the Department are due to the Prisoners' Aid Society, the Salvation Army, the St. Vincent de Paul Society, Messrs. J. Stewart and S. Falls, and many others, who are ever ready to grant assistance to prisoners on release.

The conduct of the staff of this prison, as a whole, has been excellent, and since taking over control of the institution I have been impressed by the loyalty of the officers, senior and junior, in the matter of executing the duties allotted to them. The prisoners are tactfully handled, with the result that a high standard of discipline is maintained, and at the same time the various industrial activities are carried out expeditiously, and consequently with profit to the Department.

Schoolmaster's Report on Work in Prison School.

I beg to submit my report on the work of the Mount Eden Prison school for the year ending 31st December, 1926.

The average roll number was about 28, and the average attendance 24. The men were classified according to their qualifications in English and Arithmetic, the majority being placed in Standards III, IV, and V. Pupils of Standards I and II were usually retardates, sub-normals, or Maoris who had not received any State-school instruction. On the whole, a good spirit of work was maintained throughout the year, and excellent progress was shown by those men who were animated by a desire to make headway. This was most marked with the pupils of the upper classes, who were better fitted to make their own way under supervision. In the lower classes tutorial methods were employed with success in many cases, although it was obvious that little in the way of definite gain could be observed. Limited mental capacity proved too much even for individual tuition. Many of the lower-classified men made improvement in their writing and in their spelling, but made slow progress in elementary arithmetic. Four of the men in Standard VI elected to sit for Proficiency Certificates in December, and all were successful in gaining passes.

During the year I endeavoured to carry out my ideas along the lines of broader interests. I attempted to arouse interest in many problems and subjects which are more fitted for adult minds

and mature intelligence than the contents of the primary-school syllabus. Topics from world and Empire geography, English and European history, selections from such literature as would appeal, poems, extracts from plays, social and economic problems—these and many other diverse subjects formed the matter for lectures, discussions, and questions. I consider these had a beneficial if rather intangible effect on the men, particularly those of ordinary intelligence. The talks were very well received, listened to with attention, and, I gather, were thoroughly appreciated.

Examinations were held at the end of the year, the results on the average, being good, and forming the basis of classification for the year 1927.

The services of the Assistant Schoolmaster, whose patient efforts with the men of the lower classes are responsible for the excellent results achieved, are invaluable.

My thanks are due to the various prison officials for their unfailing courtesy, and especially to the disciplinary officer who has charge of the schoolroom.

HAUTU PRISON (LAND-DEVELOPMENT CAMP), TOKAANU.

(Officer in Charge, Mr. T. BANKS.)

There were in custody at the commencement of the year 22 males. During the year 30 were received, 14 were discharged, and 5 were transferred to other institutions, leaving a total of 33 in custody at the 31st December, being a daily average number of 24·87 prisoners in custody for the year.

The health of the prisoners has been good, there only being three minor cases of sickness during the period.

The general conduct and industry of the prisoners have been very satisfactory, only one man being punished for breach of regulations.

The prison vegetable-garden continues to be a success, more than sufficient vegetables for the local requirement have been grown, the surplus being sent to Waikune and Rangipo Prisons for rations, and also for feeding live-stock.

The following is a summary of the work carried out during the year: 350 acres stumped of tutu and manuka, and cleared of fern and burned ready for ploughing; 206 acres were ploughed, 50 of which were sown down in temporary pasture and 150 acres sown down in temporary pasture and turnips, 4 acres in potatoes, and 2 acres in barley. Forest-trees, consisting of 5,000 *Pinus radiata*, were raised in the prison garden: 500 were planted in various parts of the farm for the purpose of shelter-belts, and the balance were supplied to other institutions; also 5,000 were raised in the prison-garden for lining-out in the coming autumn. Nine groynes were erected in the Waiotaka Stream, which necessitated the handling of 4,500 bundles of fascines and approximately 180 tons of metal. Three miles of fencing were erected, consisting of two miles of boundary-fence of four posts to the chain and seven wires, and one mile of subdivision fencing, consisting of three posts to the chain and four wires.

NAPIER PRISON.

(Gaoler, Mr. S. H. SPIERS.)

On the 1st January, 1926, there were in custody 15 males and 1 female, a total of 16. 208 males and 9 females were received during the year, making a total of 217 receptions.

Prisoners have been employed principally in the quarry, completing retaining-wall round slip mentioned in last year's annual report. The wall is now completed, and is a great improvement to that part of the roadway. There has also been erected in the quarry a new blacksmiths' shop, shelter for prisoners, and store, the buildings being erected from old buildings that were removed from another part of the quarry, so that the cost to the Department was nominal.

The health of the prisoners has been good, and no cases were sent to the District Hospital for treatment.

The conduct and industry of the prisoners have been satisfactory. Four males and one woman were reported for prison offences and dealt with by the Visiting Justice.

The roof of the main prison building and part of the walls have been painted; also the brick walls dividing the yards, which I recommended as necessary for the preservation of the bricks, which were soft-burnt. The work has now been practically completed, and the whole of the prison is in a good state of repair.

NEW PLYMOUTH PRISON.

(Superintendent, Mr. W. DINEEN.)

The number of prisoners in confinement at the beginning of the year was 63 males. The number received during the year was 110 males and 3 females.

The main industry has been, as in former years, the quarrying of gravel and metal, the output of which has been sold to the New Plymouth Borough Council at fixed rates per cubic yard. The gross revenue from this source was £1,011 Os. 6d. Owing to the advent of tar-sealed footpaths, the demand for fine screened gravel shows a diminishing tendency, but the demand for hand-broken metal is greater than we can supply. The installation of a pumping-machine has enabled the quarry to be worked to the lowest level at which saleable material can be procured, and it has become necessary to strip a fresh portion of the reserve to enable the quarrying to be continued. The situation of the work lends itself to the very close observation necessary for the care of the particular class of prisoners who are sent to this prison. Matters are so arranged that prisoners in the quarry work are at no time out of sight of an officer. Several men who from one reason or another can be

more or less trusted morally as well as from a safe-custody point of view have been kept at work in the prison-garden. The cash revenue for the sale of vegetables (sold by auction) has been £120 2s. 5d. In addition to this, vegetables to the value of £90 7s. 9d. have been supplied to prison institutions.

The general conduct of the men has been good, but, as in all bodies of men, there are some who cannot keep within the bounds of ordinary behaviour. There are a number of the prisoners who, while not mentally defective in the terms of the Mental Defectives Act, are still hardly responsible for their actions, and at certain periods they lose control of themselves and commit breaches of the regulations. To sentence such men to a term of bread and water would hardly be humane, yet to let them go unpunished has a detrimental effect on others, consequently it is difficult at times to do the best for all concerned and have due regard for the sense of the Prison Regulations.

There was one attempted escape during the year. The would-be escapee succeeded in getting away a few chains from the quarry and was within sight of the officers until he hid in the bushes, from which he was immediately recaptured. This was his second attempt to escape.

The spiritual welfare of the prisoners has been assiduously cared for by religious denominations, and Divine services held on each Sunday.

In accordance with your permission, a special tea was provided for the men on Christmas and New Year evenings. The good things supplied were plentiful and varied, and one is safe in saying that the efforts made by the good friends of the prisoners were very highly appreciated by the men, not only for their physical value, but also as an indication to them that there were still many people in the world ready to forgive their past faults, and in the future to help them to regain their place in respectable society.

The Prisoners' Aid Society has continued to give help to those discharged prisoners requiring financial aid, and, in addition to the money paid out, a considerable quantity of clothing has been given to the more needy of the men on their release.

The conduct of the staff has been exemplary.

PAPARUA PRISON.

(Superintendent, Mr. W. T. LEGGETT.)

On the first day of the year under review there were 133 male prisoners in custody. During the year 498 males were received and 485 discharged, leaving a total of 146 males in custody at the end of the year. The greatest number in custody at any one time was 167, and the least 112, with a daily average of 130.27 males.

Generally the health of the prisoners has been good, sickness in most cases being restricted to colds and ailments not of a serious nature. Eight males were sent to the Public Hospital for treatment during the year, two being cases where operative treatment was necessary for the removal of needles swallowed (accidentally or otherwise). There was no case in hospital at the end of the year.

The conduct of the prisoners generally has been very good, there being no escapes or attempted escapes. Disciplinary punishment for breaches of the regulations was required for only thirty-one individuals. With few exceptions, the prisoners worked well, and all able-bodied were as far as possible employed at farming pursuits, old men and the otherwise unfit being employed at gardening. A certain number of prisoners were also employed on building operations, thereby completing the erection of the administrative block, which has now been taken into occupation and provides offices, stores, staff-rooms, and assembly-hall for use for Divine service, educational classes, lectures, and entertainments, thus entirely discarding the old wooden buildings.

The manufacture of concrete blocks for prison buildings has now almost ceased, and the manufacture of concrete products has been restricted to paving and gutter blocks for sale, and fencing-posts for the farm use. Concrete building-blocks are difficult to dispose of in competition with burnt bricks, this being due to the superior building-qualities of the brick and the long-distance cartage from this prison to the city.

Surplus labour over farming and other requirements has been utilized in screening and washing sand and shingle for sale to local bodies and others.

The spiritual welfare of the men has been well looked after by clergymen of the various denominations, who have given individual visits and regularly held service on Sundays, also an evening mission service was held monthly. Concerts have been rendered monthly by Mrs. Holmes and party. These have been excellently arranged by the organizers and much appreciated by the men. Likewise monthly illustrated lectures by prominent citizens, covering art, travel, &c., have been given.

The school classes, principally covering the full primary course, have been held twice weekly, giving good opportunity for mental improvement in those prisoners attending. This work is being covered by a special report from Mr. W. O. Gilmour, Schoolmaster.

The farm has been worked to advantage during the year, the potato crop yielding up to 17 tons per acre, and in most other instances satisfactory results were realized. The facilities for pig-raising have been extended by the provision of twelve additional farrowing-pens, and provided the prices remain firm this industry should give good results during the coming year, with this season's crop of barley to provide the bulk of the necessary fodder. The early fat lambs disposed of returned satisfactory prices, and the results from the sheep generally have been good.

The garden has more than provided vegetable requirements for prison use, and the surplus has found ready sale in the markets at ruling prices.

I am pleased to report that the officers as a body have performed their duties satisfactorily, in most instances have taken a keen interest in their work, and have shown tact and judgment in their dealings with the prisoners.

Paparua Prison School: Report of Schoolmaster.

I beg to report on the work of the prison school for the year ending the 31st December, 1927.

The average attendance for the year was 17. With those men who have been in the classes throughout the year good progress has been made. The curriculum consisted of geography, English composition, writing, spelling, arithmetic, commercial correspondence, and book-keeping. The mentality of a few of the prisoners is very low, and little progress was made with these. It was considered sufficient if their reading, writing, and arithmetic were improved. Others progressed from Standard III to Standard VI, and at the end of the year were quite qualified for Proficiency Certificates. Regularly throughout the year debates were held, and these were made a means of improving oral expression and logical thinking. The interest maintained in the work is evidence that the men's time is being usefully employed.

RANGIPO PRISON (LAND-DEVELOPMENT CAMP), TOKAANU.

(Officer in Charge, Mr. A. BANKS.)

There were in custody at the commencement of the year 21 male prisoners. During the year 25 were received, 27 were discharged or transferred, and 1 man escaped, leaving in custody at the end of the year 18 male prisoners.

Our main industry is the breaking-in of virgin country for cultivation. During the year 400 acres have been cleared of tutu, manuka, and fern, and burnt off in preparation for ploughing. About 450 acres were ploughed, disked, and tine-harrowed, of which 370 acres were sown in temporary pasture and 50 acres in oats.

Three miles of boundary and subdividing fences of eight wires, with four posts to the chain, have been erected.

A vegetable-garden was made, and sufficient vegetables for the institution's requirements have been grown.

On the whole the conduct and industry of the prisoners have been very satisfactory.

WAIKUNE PRISON (ROAD CONTRACTING CAMP), ERUA.

(Officer in Charge, Mr. H. W. GLYNN.)

At the beginning of the year there were 92 prisoners in custody. During the year 84 prisoners were received and 92 prisoners were discharged or otherwise disposed of, leaving 84 prisoners in custody at the end of the year. The daily average number in custody was 80.98.

The general health of the prisoners has been quite satisfactory. There were two admissions to the Taumarunui Public Hospital during the year, one suffering from peritonitis, and the other with an injury to his leg. Another prisoner, who was injured during quarrying operations at Makatote, was successfully treated at the Public Hospital and later transferred to the Auckland Prison infirmary. The most regrettable event of the year was the unfortunate accident at Makatote roadside quarry on the 22nd November last, which resulted in the death of one prisoner.

The conduct of the prisoners has been satisfactory. The number of offences dealt with during the year show a slight increase on the figures for the previous year, but this is attributed to the fact that the number of prisoners in custody at Waikune Prison show a corresponding increase over the preceding year.

The spiritual welfare of the prisoners has been well attended to by the local ministers of the various denominations. At frequent times throughout the year Divine service was held at camp by the clergymen of the various denominations. The members of the Raetihi branch of the Salvation Army also visited Waikune, and besides holding Divine service they rendered a most enjoyable musical programme, which was greatly appreciated by the inmates of this institution. Special thanks are also due to the Rev. Mr. Nicholas for the kindly interest he has taken in the inmates at Waikune.

During the year improvements were carried out with a view to making the camp more convenient. A new residence was erected for the officer in charge and a new range of quarters built for the use of the single officers.

The great majority of the prisoners have been employed continuously on road-construction. Three bridges have been erected on the National Park—Makatote section of the Main South Road. Two miles of roadway were formed, and approximately four miles metalled. There is now a good metalled road from Raurimu to Ohakune.

WANGANUI PRISON.

(Gaoler, Mr. E. CHING.)

There were in custody at the commencement of the year, 29 males and no females, and there were received during the year 162 males and 8 females, being an increase of 36 males and 6 females. At the end of the year there were in custody 32 males and no females.

During the year employment had to be found in our own grounds for any surplus labour, and good work has been done. The garden and grounds have been well kept. There were approximately 12 to 15 men who were able to do very little, if any, work owing to their age and other infirmities. Generally speaking, the health of the inmates has been splendid, only minor ailments requiring attention such as colds, influenza, &c. The Medical Officer visits at least once per week, and every inmate in the institution has to be seen by him, whether they desire to see him or not. The Medical Officer afterwards makes a complete inspection of the premises.

During the year a new and up-to-date cooking-range and hot-water service for kitchen use has been installed in the kitchen. It does its work excellently, and the food is cooked in a proper manner and method to suit the class that is located here.

The buildings and all the appliances in use are in first-class order and should be sufficient for many years to come.

Our thanks are due to the clergymen of the various religious denominations for their kindness in holding Church services at the institution. The Salvation Army have on different occasions brought their brass band and played in the grounds to the inmates, which has been much appreciated.

Our thanks are also due to the Cosmopolitan Club for very fine gifts of books for the Prison library.

The conduct of the staff has been satisfactory.

WELLINGTON PRISON.

(Superintendent, Mr. J. DOWN.)

There were in custody at the commencement of the year 93 males. During the year 903 males were received and 871 were discharged, leaving in custody on the 31st December, 125 males. Of those discharged, 519 were on expiration or remission of hard-labour sentences, 2 reformatory detention, 1 simple imprisonment, 27 of bail or probation; whilst 10 hard-labour, and 16 reformatory-detention prisoners, and 1 habitual criminal were released on the recommendation of the Prisons Board. Fifteen debtors and 3 acquitted by the Supreme Court were also released, and 277 were transferred to other prisons or to the police.

The health of the prisoners generally has been very good. Eighteen were received for medical treatment. By order of the Medical Officer 11 in all were sent to the Public Hospital for treatment, as against 20 last year.

The conduct and industry of the prisoners have been exceptionally good. There was a small number of breaches of the regulations, but these were only of a minor nature. The total number of offences dealt with was 79.

The social side of the prison life has not been forgotten. Concerts were given by various concert parties on several occasions. The Presbyterian Social Service Club provided Christmas cheer. The Justices' Association also provided a small gift for each prisoner on New Year's Day. The men thoroughly appreciated the generosity thus shown them.

Divine service has been conducted by several denominations, as follows: Presbyterian Ministers' Association, Salvation Army, St. Vincent de Paul Society, and the Church of England.

To Major Greenfield, of the Salvation Army, and Mr. Mills, of the Prisoners' Aid Society, and others we are indebted for their generosity and assistance to the prisoners in procuring work and supplying clothing on their discharge from prison.

The demolition of the Terrace Prison is still being carried on, and it should not be very long before the whole of the buildings are taken down. More than half of the number of prisoners are now housed at Wellington No. 2.

The main buildings at Wellington No. 2 Prison are well in hand. The west wing is finished. All the woodwork in the interior of the wing has been oiled, so that the cost of maintenance will in future be less.

A vegetable-garden has been started at No. 2 Prison, and a good supply of vegetables and potatoes is now in hand. Brush fences have been put up round the garden to protect the vegetables from the wind.

The principal work carried out at the Terrace Prison has been the excavating and levelling of the site for the Education Board.

There are several industries at which prisoners are employed, the first being the making of floor-polish, for which we have a large sale and which is a paying proposition. The making of lead-headed nails has been continued. The nails are mostly supplied to the public Works Department. This industry is also proving very satisfactory.

The conduct of officers on the whole has been good.

WI TAKO PRISON, TRENTHAM.

(Superintendent, Mr. D. Blain.)

There were in custody at the commencement of the year 26 hard-labour, and 41 reformatory-detention prisoners, and 1 habitual criminal—total, 68 male prisoners. During the year 79 prisoners were received, and 17 hard-labour and 7 reformatory-detention prisoners were discharged at expiration of sentence. Seven hard-labour and 22 reformatory-detention prisoners were released on the recommendation of the Prisons Board, and 27 were transferred to other prisons, leaving 67 in custody on the 31st December, 1926.

The general conduct of the prisoners has been very satisfactory. The health of the prisoners, on the whole, has been very good, the daily average on the sick-list being 1.35.

The manufacture of bricks was discontinued on the 23rd of June last, the only work being carried out since then in this connection has been the loading and despatching of bricks as orders come to hand. The number of bricks manufactured during the year was 930,065, the number disposed of 1,164,093, and the number remaining in stock at the end of the year was 858,005.

Since the closing of the brickworks all the labour has been diverted to the development of the farm and garden. A contour drain encircling the flat portion of the farm was opened up, and several smaller

drains leading from swamp areas to the contour drain were also opened up. These drains had a remarkable effect in drying the land.

Thirteen acres were drained and cultivated ready for sowing this year's crops, and brush shelter-fences were also erected round and across this garden. The land was then drained. During the year a large quantity of vegetables was sent into Wellington to be sold by auction. Further quantities were supplied to the military camp, and other institutions.

The Defence Reserve under lease has been attended to in accordance with the agreement with the Defence Department, and a gang of men is now continually employed filling in trenches, clearing the land, and keeping the ranges in order.

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

We are indebted to the Rev. Mr. Holmes, the Rev. Mr. Kendrick, the Rev. Father Kelly, and the Salvation Army Officers for conducting Divine service 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 18th December for the benefit of the inmates, and to the Honorary Justices' Association and other gentlemen for gifts. Our thanks are also due to the Y.M.C.A. officials for arranging several picture entertainments for the inmates during the year. These entertainments were very much appreciated by the inmates.

PRISON FOR WOMEN, ADDINGTON REFORMATORY PRISON.

(Superintendent, Miss E. HUNT.)

At the beginning of the year there were 17 inmates in residence. During the year 75 were admitted. Forty-five were discharged on the expiration of their sentence, 3 released on bail, 6 released on the recommendation of the Prisons Board, 1 fine paid, 5 acquitted after remand, 8 transferred to other institutions or handed to the police, leaving 24 inmates in custody at the end of the year.

The inmates' work consists of domestic work, making prison clothes, knitting stockings, milking, feeding poultry, and attending to the vegetable and flower gardens. Now that I have a larger number of inmates I should like to start laundry-work, as the type of woman we have in custody is suitable for that class of work. The general conduct and industry of the inmates has improved, and their health has been very good.

The concerts have been kept up all the year round, and we have had installed a 4-valve radio set, which has given great pleasure to the inmates whilst in their cells in the evenings.

The religious services are held regularly by the Rev. P. Revell, Father McEwan, the Salvation Army, and Sisters of the Mission.

BORSTAL INSTITUTIONS.

Invercargill Borstal Institution for Lads.

(Superintendent, Mr. C. G. L. Pollock.)

At the beginning of the year there were 161 inmates in custody, 153 of whom were Borstal inmates under the Prevention of Crime (Borstal Institutions Establishment) Act, 1924, and 8 inmates of the Invercargill Reformatory for men.

During the year 119 inmates were received into the Borstal Institution and 73 discharged or otherwise disposed of, leaving 199 in custody at the end of the year; 87 men were received into the Reformatory Section and 84 discharged, leaving 11 in custody at the end of the year.

Fifty-eight Borstal inmates were released on the recommendation of the Parole Board and 13 discharged on the expiration of sentence. The total daily average number in custody was 180.75 in the Borstal and 7.22 in the Reformatory Section. Early in August there was an outbreak of influenza in a mild form: there were no serious cases, the patients being able to resume work after being confined to their rooms for short periods.

In September one inmate had to be removed to the Kew Hospital suffering from scarlet fever. He remained there for the usual period of isolation, when he was returned to the Borstal without having suffered any ill effects. Owing to the prompt measures taken by the Medical Officer, there were no other cases. During the year there were 15 cases admitted to the Public Hospital. There were no deaths, and after treatment the patients were returned to the institution.

Since the middle of the year the accommodation has been severely taxed, some of the largest rooms having each to serve several occupants. A separate apartment for each inmate is too important a condition to remain in abeyance. Immediate steps should be taken to provide forty single cubicles to cope with present requirements.

In the course of the year various steps have been taken to develop the character of the institution, as aiming to be a training-home rather than a penitentiary. Means have been sought to keep the minds of the youths as far as possible healthily employed, to call into play their own capabilities for exercising mutual good influences, to bring them under helpful social and personal influences from without, and, in general, to promote among them a hopeful responsive spirit.

With a view to these purposes the recreative side of life in the Borstal has been extended in several ways. The Saturday-evening concerts hitherto held fortnightly, are now held weekly. In addition, special entertainments have been provided from time to time by the brass bands and other musical talent of the city. One gets the impression that these entertainers, who so freely give their services, feel amply repaid by the hearty response of the boys, who are not slow to show how much they appreciate the excellent programmes provided for their special benefit.

The Borstal Band, under Mr. Wills, continues to do well, though the loss of some of its best players adds to the difficulties which the presence of so many beginners entails upon the Bandmaster.

Modern invention has brought within reach an agency especially adapted to Borstal. Wireless affords a wide choice of entertainment at hours suitable to our purpose. The Visiting Committee generously undertook to provide, free of cost to the Department, a wireless outfit for the institution: we hope soon to be in possession of it. In the meantime, a loaned set has demonstrated that radio offers a very acceptable amenity.

The vital importance of religious influences among these youths is recognized, and services have been maintained regularly throughout the year. For this good work we are greatly indebted to the ministers of the various denominations and to the City Missionary. Mr. McLean, assisted on occasions by visiting clergy, has also conducted services at the Ranch every Sunday afternoon.

In September last the dining arrangements were entirely altered; the old system of serving meals in the cubicles was done away with. A commodious dining-room has been prepared, its furniture having been made on the premises by the boys themselves under the direction of an officer instructor. The bringing of the lads together to partake of their meals in a sociable way, cannot but have a humanizing, refining influence upon them. It is gratifying to be able to record that their conduct under these conditions has been all that could be desired.

Open-air games and physical culture are invaluable here, as they are in any public school. The gymnastic and drill classes under Mr. Page have maintained their efficiency, and whenever called upon have presented a performance creditable alike to themselves and to their instructor.

Manual, technical, and vocational forms of education hold the largest promise for Borstal pupils, and the demand for a more adequate equipment in this field is imperative. The carpenters' and bricklayers' classes have continued their work to good purpose, and during the year a signwriters and painters' class was established under one of our instructors.

One more new departure claims notice. The association class, it may be premised, upholds its good reputation, and the ambition to attain the privileges of the wearers of the grey suits is a strong incentive among the rest. The ambition will be accentuated by the success of the camping outing enjoyed by members of the class at Christmas and New Year. On the lines of a Y.M.C.A. Summer Camp, forty lads of the association class went under canvas for ten days of the holiday period at an attractive spot with beach and bush near at hand. These lads unanimously rose to the confidence reposed in them and entered into the spirit of the occasion. A visitor chancing upon them—for example, at the sports which they themselves organized and carried through, or at their sing-song round the evening camp-fires—would hardly suspect that these young fellows, jolly as any other picknicking company, came from the Borstal, unless, indeed, the uniform attire suggested something of the kind. If, as I understand, this camp is the first of its kind in New Zealand, I feel sure it will not be the last. It acted as a moral tonic on the boys, enabling them to realize more clearly the purposes and the hopes animating all the efforts on their behalf: it conveyed better than any words a quiet appeal to their better nature. To the officers in charge new possibilities were opened up. We gained an insight not otherwise afforded into the individual character of those with whom we had to deal, and got into better touch with them.

Viewing as a whole the experiences of the year, one recognizes that the system as we have it represents a transition stage in which the older retributive treatment of young lawbreakers is being gradually replaced by reformative methods and aims. As in the case of a residential secondary public school, the government and the tone must be based as little as possible on coercive measures, as much as possible on the interested co-operation of the boys in their own training. But to transform into skilled workers and good citizens youths drifting towards the ranks of wasters and criminals is a delicate and continued process which must find (or miss) its completion beyond the Borstal precincts. The "fair chance" which, under the new system, we proffer to youths eager to redeem their past slips includes a chance to take their equal place with honest workers in decent society. This may involve a call on the larger charity, but public support and sympathy have been most encouraging.

We tender our grateful acknowledgments to those who made Christmas and New Year within our Borstal a festive season. For the bountiful supply of good things that loaded the tables we are indebted to the Patients and Prisoners Aid Society, to the Rotary Club, the ladies of Invercargill, and parents and friends living at a distance.

A remarkable feature of Borstal in England is the amount of voluntary assistance which reinforces the efforts of the regular staff. There are those in this community also whose unpaid services require only to be known in order to be appreciated. To all the excellent help already acknowledged in this report must be added the establishment of two new classes—one in economics under Mr. F. C. Lopdell, M.A., and one in agriculture under Mr. T. Matthews, Agricultural Instructor to the Southland Education Board. These two gentlemen are giving their voluntary services with assiduity which ensures response on the part of their pupils.

The Visiting Committee, which now meets regularly every month, is deserving of our best thanks for giving time and consideration in ungrudging measure to the interests of the youths under our care. I desire personally to express my obligations to the members of the Visiting Committee for the help and encouragement I have consistently received from them.

I have pleasure in acknowledging the assistance given by the members of the staff, who have loyally supported me in all the undertakings.

Institution Farm Report.

Dairy-farming, which is our principal industry, has been further extended. The continued development of the institution farm and leasehold properties, resulting in largely increased crops for winter feed, made it possible to carry a greater number of milk-cows.

An additional number of cowbails were erected and concrete floors put down in the south half of the cow-shed. There is now housing-accommodation for 80 cows in the winter time. Hand milking

is still carried on with satisfactory results, and we milked 40 cows throughout the winter. Some 180 cows calved in the spring, and these were all in excellent condition. The approximate number now being milked is 180. Between 50 gallons and 60 gallons of cooled milk is supplied to the Invercargill Milk-supply Co. daily, and the balance of the milk is separated and the cream sold in turn to the Invercargill Milk-supply Co. and the Southland Dairy Co. The skim-milk is fed to the pigs and calves. Revenue from the sales of milk and cream amounted to £2,568 16s. 11d.

The pigs have done very well, and a number were fattened, killed, and sold to local curers, the prices realized being considered very satisfactory. A number of purebred Tamworths were sold to local breeders, but there is a greater demand for Berkshires, and a considerable number could have been disposed of had they been available.

The electric motor installed last year for providing a water-supply to the farm has proved satisfactory. The tanks have been kept full and there has been ample water for all farm requirements.

Our potato crop on the Otatara leasehold turned out exceptionally well, and we were able to dispose of 20 tons at auction. About 130 cattle and 75 sheep were killed for rations during the year. Meat for rations was purchased for about two months in the early spring. With the feed which is now available it should be possible throughout the current year to kill our own meat by purchasing store cattle in advance.

Some 2,000 *Pinus muricata* trees were planted out on the western side of the reclaimed area, and a belt planted along the north side of the horse-paddock.

The suction dredge has been kept in commission during the year, and approximately 32 acres of low-lying land have been reclaimed, the spoil pumped over the wall being approximately 109,200 cubic yards.

All blacksmith-work for the Public Works Department, institution, and farm was carried out in the institution smithy.

A very considerable amount of road-maintenance work was carried out on the farm area during the year.

We were very successful this year with our exhibits at the Invercargill A. and P. Show, the following prizes being obtained: Pigs—Five firsts; two seconds; one champion; two reserve champion. Cattle—First; first and reserve champion two-year-old bull; second, yearling bull; third, cross-bred heifer.

Institution School: Report of Senior Schoolmaster.

The work generally was chosen and presented with the purpose of creating and sustaining interest in the minds of the inmates, a basis of level being taken, except in reading, from the primary-school syllabus.

The primer classes, all of Maoris, need much more individual attention than can be given them. The keenness of the illiterates is helpful and helps to bring fair results. In the Standards I and II some formal grammar is attempted; arithmetic is carried a little past the standard requirement; the *School Journal*, Parts I and II are read; frequent talks are given on current events, geography and history being used as background. Free-hand drawing on unconventional lines is on the timetable.

Standards III and IV do much reading, the *School Journal*, Part III, literary extracts, and "The Merchant of Venice" having been read. Broad formal grammar has been noticed in sentence-structure, functions, and agreements. In arithmetic vulgar and decimal fractions have been employed as the basis of most of the problem work. Geometrical and scale drawing have been regularly taught.

In Standards V and VI the favourite lesson is English, there being an abundance of good literary extracts available. The *School Journal*, Part III, is read. An endeavour is made to use the more mature minds to aid the others. Some correlation of arithmetic and algebra has been made, the Victorian idea of utility being kept in view. History and geography are taught from current world movements. A course of world-history has been given, the "Historians' History of the World" being the authority quoted. Readings have been taken from classical extracts of paraphrases of Homer. The intelligence test resulted as follows, the standards being grouped: Psychologic, 90.5 per cent.; general knowledge, 86 per cent.; word-meanings, 70.8 per cent.; synonyms, antonyms, 80.5 per cent.; logical reasoning, 94 per cent.; social intercourse, 73 per cent.

WAIKERIA BORSTAL INSTITUTION FOR MALES (TE AWAMUTU).

(Superintendent, Mr. D. DUNLOP.)

There were 108 inmates in custody on the 1st January, 1926, and 79 were received during the year. The discharges were 4 hard-labour, 4 reformative-detention, and 25 Borstal inmates on expiration of sentence; 4 hard-labour, 4 reformative-detention, and 9 Borstal inmates were released on the recommendation of the Parole Board; while 5 inmates were transferred to other institutions, leaving a total of 132 remaining in custody on the 31st December, 1926.

Work on the farm has been chiefly devoted to the clearing and drainage of swamp and low-level lands. As a result we have reclaimed many acres of good pasturage. Swamps which were formerly impassable now permit the grazing of stock all the year round, and yet contain sufficient moisture to provide fresh growth in the driest periods of weather. On the western side of the estate a portion of land which formerly was frequently under water is now entirely free from this drawback as a consequence of the drains constructed. During the winter and early spring we planted out some 11,000 trees for shelter-belts and future timber-supplies. The plants had been grown from seed in our nursery.

The dairy industry has shown an all-round improvement over former seasons, and although there are fewer cows now in the milking-herds, owing to the retransfer of stock to the Mental Hospitals

Department, there has been an increase in cream for the first five months of the present season over a similar period of the previous season of 6,722 lb. The factors contributing to this success are no doubt the top-dressing of the pastures last season, and the continuance of the policy of culling the cows showing the poorer returns by the scheme of herd-testing, which in turn is gradually improving the quality of the herds.

The orchard yielded a bountiful crop of apples last autumn, and the sales realized over £135. Owing to the heavy rainfall experienced in October, November, and December, the prospects for the coming season are not so good, and it seems certain we shall have a much poorer crop this year.

The change of conditions from the Reformatory to meet the Borstal requirements has been gradual, but are now well established. A dining-room has been fitted up with furnishings made for the most part by inmates. Admission to the class is made subject to serving a probationary period on good behaviour, and the privilege may be withdrawn on conviction of any misdemeanour. The privilege is greatly appreciated by the members, and the conditions of gaining and retaining its membership prove a splendid reward for and the maintenance of good conduct. On similar conditions a social class has been established for recreation in the evenings, the playing of indoor games, reading, &c., and is carried on under the supervision of an officer. On Saturday afternoons the members of this class take part in cricket and other outdoor games, and during the summer are given the opportunity of bathing in the Mangatutu Stream. That the games arouse their interests is shown by the zest that is thrown into the sports, and speaks well for the system.

A class in cabinetmaking and woodwork has also been formed for the evening tuition, under an artisan officer, of others showing an aptitude for the work. The class has turned out some very useful articles for the institution, including desks for the school classes. Although staff changes involved changes in instructors, the drill squads have been kept up to a very high standard of efficiency. For the more convenient working of the scheme the inmates have been divided into three squads, one for the better-trained youth, one for new arrivals and those slower at grasping the exercises, and one of shorter duration for inmates employed on the dairies and as teamsters, whose hours of labour are necessarily longer than the others. The influence of these classes is far-reaching, for besides building up the physique of the inmates it imparts a ready realization to themselves of the results obtained by prompt obedience to orders when they can see the effect of their movements carried out in unison, it gives a more active movement to the inmates in the exercise of their other duties, removes the slouching carriage which many are affected with on their admission to the institution, and the marching learnt is noticeable in the ranks of the working-parties proceeding to and returning from labour. This in turn gives the officers in charge a better grip over their parties from a disciplinary point of view.

In the schoolroom night classes were regularly held, and the Schoolmaster has been aided by the voluntary assistance of three capable inmates. In addition to the usual school curriculum, lectures on various topics were frequently given, and to engage the study in matters of general interest and to teach the inmates to express their thoughts more clearly debates were held at intervals throughout the year. In this regard remarkable progress was made.

Negotiations are being made to arrange for series of lectures to be given in the ensuing year by volunteers from the professional ranks in the district.

The spiritual welfare of the inmates has been catered for by four visiting chaplains from Te Awamutu, and we are also indebted to these gentlemen for bringing out from Te Awamutu, often at great personal inconvenience, parties of musicians and concert entertainers.

The Borstal Visiting Committee, comprised of five gentlemen residing in Te Awamutu, has paid frequent visits to the institution, and has shown a keen interest in the working of the institution and the welfare of the inmates. Attention has also been given by the committee to the finding of employment for inmates on their discharge.

In conclusion, I may add we are attempting to assist those thrown on our care by giving them, under disciplinary control, healthy employment (for the most part in the open air), healthy exercise and recreation, with added interests in life. We can at least claim that we are giving a training to each to be a better man on his release, with a greater chance of making good in his future life.

Institution School : Report of Schoolmaster.

During the year we held classes three nights a week, each lesson being of one hour and a half duration, the average attendance being about 47 men.

We arranged a series of lectures for the year, one lecturer taking elementary physical science; another, elementary civics and economics; and myself, practical agricultural science. These lectures were continued throughout the year, each lecture as far as possible being complete in itself; and there is no doubt that the men appreciated our efforts to stimulate their interest.

This year we started monthly debates, choosing teams of five speakers from each side, with the rest of the school acting as audience. These debates were successful from the first, as we had two really good speakers as leaders. Later on I made the two leaders stand down, to give the others more confidence; this, too, answered so well that we were never short of speakers; while the men themselves, as far as possible, chose their own subjects for debate.

On the syllabus of work itself, we tried to concentrate on the immediately useful subjects, having arithmetic up to Standard VI once a week; the English group, reading, letter-writing and spelling, once a week, and lectures the remaining night, with a special letter-writing night on Fridays for primers up to Standard III to assist them in their weekly letters home. This class has proved most beneficial—in fact, in some cases at first we had to draft the letters to be copied by them until they were able to do this for themselves.

The discipline and tone of the school is good. During the whole of last year I did not have occasion to report a single case of disobedience or bad behaviour in the school, this being due in no

small measure to the tactful and efficient manner in which the disciplinary officer handled the class of sometimes over fifty men, enabling me to get the work done with practically no friction.

I find that interesting discussions and talks on current events and topics of local interest appeal to the men, and keep them thinking while discussing them with each other, instead of drifting to more sordid matters, will do them good now apart from anything they may learn, and will I hope eventually broaden their outlook, and lead them to recognize their responsibilities as good citizens.

POINT HALSWELL BORSTAL INSTITUTION FOR YOUNG WOMEN.

(Superintendent, Miss G. WATKIN.)

At the beginning of the year there were 42 inmates in the Borstal, and 12 in the Reformatory; at the close there were 43 in the Borstal, and 6 in the Reformatory.

The general health of the inmates has been good, but we did not escape the influenza epidemic in July.

Aims and Purposes.—Throughout all the activities of the institution, whether these be industrial, educational, or recreational, one fundamental idea exists, which is that out of these girls, who come in as wasters and are frequently dangers to society, we have to make good citizens who will be assets to the Dominion. Keeping this object in mind, it will be obvious that our industries cannot be as financially successful as might be the case in other institutions. We should probably get better returns from our laundry or our workrooms if a girl went into one or the other and was employed there during the whole of her stay here. But, as our object is the mental, moral, and physical training of the inmates, they are constantly moved round in order to avoid that dulling of the whole nature which is a danger in institution life. Considering what I have said above, I think that very great credit is due to the officers in charge of the various departments for the good work which is turned out. The girls also owe very much to the officers for the interest shown in their individual well-being and development, and to the help given them in that way.

Activities.—During the year a new departure has been made. It was thought desirable to introduce a more actively educational aspect of the work, and with that end in view two teachers were appointed for school, drill, and games. All the girls turn out for twenty minutes of brisk physical exercises first thing in the morning, and on Saturday afternoons there are games of basketball, &c., the object of these being not merely physical development, but also the increase of the team spirit, and the inculcation of the idea of "playing the game" both on the playing-field and in life. In school the result sought after is not that of "passing standards" or obtaining Proficiency Certificates, but the cultivation of a right attitude towards life. To attain that end the classes frequently take the form of discussions on current events, or of great happenings or great people in history.

Another new feature has been the formation of a certain number of garden-plots, each of which is allotted to an individual inmate. These they are allowed to cultivate (within reasonable limits) as they please, with the advice of the gardening teacher. The produce of the plots is their own property, and it is pleasing to note the unselfishness frequently shown in giving this to others less fortunate than themselves.

Visitors.—Our grateful thanks are due to the various visitors who have come from time to time to assist us in the training of the girls. Among these I should like to mention Dr. Platts-Mills, who, with the assistance of Mrs. Gaby and Mrs. Preston, gave the inmates a course of lessons in home nursing, at the close of which quite a number of certificates were granted. The knowledge thus gained should be most useful in the future. Mrs. Coventry also came regularly and held a class in knitting, in which some of the girls became quite expert; and Mrs. John Hannah trained half a dozen girls in a short play, which was later given before a most appreciative audience.

Borstal Association.—In August a Borstal Association was formed, under the presidency of Her Excellency Lady Alice Fergusson, to work as a welfare organization in connection with this institution. This association is giving very valuable assistance in two directions. Some of its members come out every Thursday evening, bringing other friends with them, in order to give the girls an evening's entertainment. This takes various forms: sometimes it is a concert, or it may be a play, or community singing, &c.; but it always affords great pleasure to the girls, and is a delightful break in their regular routine. The other branch of work undertaken by the association is the after-care work for the girls. Its members undertake the responsibility of placing the inmates when they are released on parole, and of providing each with a real friend to guide, help, and encourage them during the first difficult months of freedom. It is hard to overestimate the value of this work, when it is remembered how few of these girls have any home influences or friends likely to help them when they make their fresh start in the outer world. On the 30th September Her Excellency and the other ladies of the association visited the institution in the afternoon for an inaugural meeting, when they were welcomed by the Controller General. During the afternoon each girl had the privilege of a few words with the President.

Other Entertainments.—In April Mrs. Henderson, with some friends, gave the girls a party which was much enjoyed, while at Christmas Her Excellency Lady Alice Fergusson and a number of other ladies sent us presents of good things for our dinner and tea-tables. Christmas parties were given by Mrs. Glover, of the Salvation Army, and the Justices of the Peace Association, on both of which occasions the inmates spent a very happy time, and much gratitude was expressed to the donors for their kind thought of us.

Table A.
PRISON ACCOMMODATION AND PRISONERS.
TABLE SHOWING ACCOMMODATION, NUMBER OF PRISONERS, ETC., AT THE SEVERAL PRISONS OF THE DOMINION DURING THE YEAR 1926.

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.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.
	M.	F.	M.	F.	M.	F.												
Addington (Women's Reformatory)	..	30	..	..	..	32	17	17	..	75	75	..	68	68	..	24	24	..
Auckland	277	11	104	3	381	14	436	436	1,682	1,808	1,808	1,726	1,841	1,841	379	24	403	..
Hautu (Tokaanu)	4	..	35	..	39	..	22	22	30	30	30	19	19	19	33	..	33	..
Invercargill	7	..	4	..	11	1	8	8	87	1	88	84	85	85	11	..	11	..
Invercargill (Borstal Institution)	138	..	26	..	164	8	153	119	119	9	217	208	217	217	15	..	15	..
Napier	12	..	9	..	21	3	63	110	110	3	113	108	110	110	65	..	65	..
New Plymouth	56	..	6	..	62	..	133	498	498	..	498	485	485	485	146	..	146	..
Papara (Templeton)	140	..	..	..	140	22	12	12	..	53	53	..	59	59	..	6	6	..
Pt. Halswell (Women's Reformatory)	..	21	..	..	21	22	42	42	..	25	25	..	24	24	..	43	43	..
Point Halswell (Borstal Institution)	..	21	..	..	21	..	21	21	24	..	24	27	27	27	18	..	18	..
Rangipo	26	..	..	..	26	..	43	43	55	..	55	54	54	54	44	..	44	..
Waikeria (Reformatory)	22	..	21	..	43	..	65	65	59	..	59	36	36	36	88	..	88	..
Waikeria (Borstal Institution)	82	..	6	..	88	..	92	92	84	..	84	92	92	92	84	..	84	..
Waikane (Erua)	24	..	68	..	92	7	29	29	162	8	170	159	167	167	32	..	32	..
Wanganui	..	..	41	..	41	..	93	93	903	..	903	871	871	871	125	..	125	..
Wellington	103	..	48	..	151	..	68	68	79	..	79	80	80	80	67	..	67	..
Wi Tako (Trentham)	54	..	13	..	67	..	20	20	739	11	750	729	740	740	30	..	30	..
Minor prisons and police-gaols	69	..	59	..	128	36	..	..	174	2	176	174	176	176	..	..	..	..
Police lock-ups*	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Totals	1,014	107	467	38	1,481	145	1,248	85	5,013	313	5,326	4,925	5,224	5,224	1,336	99	1,435	..

* 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.			Sickness.											
	(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, Total Number of Separate Illnesses, Total Number of Days, and Daily Average on Sick-list.			(c.) Number of Distinct Prisoners ill on One or More 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.	Once.	Twice.	Three Times.	Four Times.	Five Times.	Six Times and Over.	Number of Separate Illnesses.	Total Number Days ill.	Daily Average of Sick-list.			
Addington (Women's Reformatory)	..	26	26	..	13	13	..	15-27	..	15-27	..	..	..	..	..	14	61	0-16
Auckland	420	31	451	361	16	377	391-04	22-23	413-27	22	..	..	..	..	..	534	4,625	12-67
Hautu (Tokaanu)	36	1	36	18	..	18	24-87	0-00	24-87	..	..	..	..	..	..	4	28	0-08
Invercargill	11	1	12	3	1	4	7-22	..	7-22	..	..	..	..	..	..	3	14	0-04
Invercargill (Borstal Institution)	202	..	202	153	..	153	180-75	..	180-75	..	..	..	..	..	..	150	1,853	5-05
Napier	27	1	28	12	..	12	17-00	0-00	17-00	..	..	..	..	..	..	2	2	0-01
New Plymouth	73	..	73	55	..	55	62-50	..	62-50	..	..	..	..	..	..	64	786	2-15
Papara (Templeton)	167	..	167	112	..	112	130-27	..	130-27	..	..	..	..	..	..	44	432	1-18
Pt. Halswell (Women's Reformatory)	..	16	16	..	2	2	..	9-29	9-29	..	..	..	..	..	..	..	..	..
Pt. Halswell (Borstal Institution)	..	48	48	..	42	42	..	42-89	42-89	..	..	..	..	..	..	..	..	..
Rangipo	26	26	26	18	..	18	21-50	..	21-50	..	..	..	..	..	..	..	..	..
Waikeria (Reformatory)	49	..	49	34	..	34	41-04	..	41-04	..	..	..	..	..	..	..	..	..
Waikeria (Borstal Institution)	93	..	93	65	..	65	80-53	..	80-53	..	..	..	..	..	..	83	256	0-70
Waikane (Erua)	94	..	94	69	..	69	80-90	..	80-90	..	..	..	..	..	..	175	512	1-40
Wanganui	40	..	40	26	..	26	31-30	..	31-30	..	..	..	..	..	..	..	..	..
Wellington	130	..	130	85	..	85	113-22	..	113-22	..	..	..	..	..	..	..	..	..
Wi Tako (Trentham)	74	..	74	58	..	58	67-63	..	67-63	..	..	..	..	..	..	51	274	0-75
Minor prisons and police-gaols	..	..	..	..	..	..	26-80	..	26-80	..	..	..	..	..	..	12	96	0-26
Totals	1,276-57	89-68	1,366-25	4	59	63	452	116	57	32	16	20	1,203	9,647	26-39

Table B.
ALLOCATION OF EXPENDITURE AND CREDITS OF VOTE "PRISONS."

Institution.	Daily Average Number of Prisoners.		Total Expenditure.			Prison and Institutional Upkeep.		Industries.		Crimes Amendment Acts, 1910 and 1920.	Probation Branch.
	In Custody.	Working.	Gross.	Credits.	Net.	Expenditure.	Credits.	Expenditure, including Salaries.	Credits.		
	1,397.25	1,059.38									
Addington	19.95	16.09	£ 1,085	£ 50	£ 1,035	£ 965	£ 12	£ 1	£ 37	£ 119	£
Auckland	407.49	287.03	38,516	26,056	12,460	24,727	377	9,741	25,679	4,047	..
Hautu	27.54	23.24	2,355	185	2,170	1,103	67	671	118	582	..
Invercargill	198.54	160.86	17,964	6,054	11,910	11,979	821	4,672	5,233	1,312	..
Napier	17.80	12.22	1,537	345	1,192	1,249	33	226	312	63	..
New Plymouth	63.03	47.42	4,249	1,494	2,755	3,328	3	401	1,491	519	..
Paparua	130.26	100.31	13,765	5,460	8,305	8,222	925	3,598	4,535	1,944	..
Point Halswell	51.70	42.56	3,913	329	3,584	3,177	11	528	318	208	..
Rangipo	20.92	15.68	2,049	15	2,034	1,091	14	463	1	495	..
Waikeria	123.11	109.86	12,743	6,630	6,113	6,569	370	4,341	6,261	1,833	..
Waikune	84.37	68.35	15,634	15,931	Cr. 297	4,899	694	8,629	15,237	2,106	..
Wanganui	31.45	14.02	2,240	26	2,214	2,080	10	1	16	161	..
Wellington	120.76	87.36	13,509	3,199	10,310	11,071	988	1,361	2,210	1,076	..
Wi Tako	67.22	56.25	7,740	5,086	2,654	3,302	3	2,799	5,083	1,639	..
Minor gaols and police-gaols..	33.11	18.13	3,636	55	3,581	3,618	24	..	30	18	..
General stores .. ..	..	..	6,281	..	6,281	2,825	..	3,456	..	..	..
Probation Branch .. ..	..	..	1,550	..	1,550	..	..	..	..	..	1,550
Total gross expenditure .. ..	..	..	148,766	..	..	90,205	..	40,888	..	16,123	1,550
Total credits .. ..	..	..	..	70,915	..	..	4,354	..	66,561	..	..
Total net expenditure .. ..	..	..	..	..	77,851	85,851	..	Cr. 25,673	..	16,123	1,550

Table B1.
STATEMENT OF REVENUE FOR YEAR ENDED 31ST MARCH, 1927.

	Addington.	Auckland.	Hautu.	Invercargill.	Napier.	New Plymouth.	Paparua.	Point Halswell.	Rangipo.	Waikeria.	Waikune.	Wanganui.	Wellington.	Wi Tako.	Total.
Blocks and tiles .. ..	..	38	..	..	..	..	404	..	..	..	..	..	..	..	442
Boots and boot-repairs .. ..	..	2,746	..	423	..	..	..	..	..	40	..	..	..	..	3,209
Bread .. ..	..	..	41	..	..	..	50	..	..	108	20	..	..	411	630
Bricks .. ..	..	..	..	..	..	..	..	..	..	..	..	..	..	2,657	2,657
Contracts—															
Roadworks .. ..	..	..	..	..	..	..	..	..	..	..	11,321	..	..	..	} 16,871
Miscellaneous and labour .. ..	..	442	..	175	..	16	..	..	1,479	..	9	2,261	1,168	..	
Cartage and transport .. ..	..	..	..	..	..	..	140	..	..	1,138	..	46	..	..	1,324
Farm and garden products	32	..	116	4,934	..	194	4,352	163	..	5,822	..	..	34	242	15,889
Floor-polish .. ..	..	..	..	..	..	..	..	..	..	..	..	..	57	..	57
Laundering .. ..	..	10	..	..	..	..	..	190	..	..	..	..	..	..	200
Lead-headed nails .. ..	..	..	..	..	..	..	..	..	..	..	..	..	51	..	51
Firewood .. ..	..	..	..	..	..	..	..	..	..	..	..	..	44	..	44
Quarry-products .. ..	..	18,804	..	..	332	1,230	203	..	..	..	..	273	..	..	20,842
Rents of buildings	39	43	..	..	65	33	30	..	..	28	..	..	143	57	438
Timber .. ..	..	..	..	..	..	..	..	..	..	..	3,502	..	93	..	3,595
Tailoring .. ..	..	818	..	..	..	..	..	..	..	..	..	..	..	..	818
Miscellaneous sales and charges	1	468	12	428	29	8	759	36	19	344	447	8	868	46	3,473
Mail-bags .. ..	..	2,161	..	..	..	..	..	..	..	..	..	..	..	..	2,161
Totals	72	25,530	169	5,960	426	1,481	5,938	389	19	7,821	16,428	17	3,870	4,581	72,701

Table B2.
STATEMENT OF INSTITUTIONAL TRANSFER OF PRODUCTS AND SERVICES FOR THE YEAR ENDED 31ST MARCH, 1927.

	Addington.	Auckland.	Hautu.	Invercargill.	Napier.	New Plymouth.	Paparua.	Point Halswell.	Rangipo.	Waikeria.	Waikune.	Wanganui.	Wellington.	Wi Tako.	Total.
Blocks and tiles	36	..	..	..	..	..	..	..	36
Boot and boot-repairs	1,594	..	920	..	..	..	..	..	..	..	..	..	..	2,514
Bread	352	929	..	..	714	..	..	666	620	..	..	416	3,697
Bricks	11	11
Cartage and transport	206	..	620	..	826
Farm-products	53	562	926	2,324	..	88	2,264	182	10	4,300	..	..	62	340	11,111
Floor-polish	49	..	49
Laundering	468	..	..	..	..	..	..	468
Sewing and knitting	157	..	..	..	..	..	..	157
Quarry-products	85	..	..	4	38	..	..	..	..	..	..	..	..	127
Timber	438	..	..	..	438
Tailoring	4,580	..	189	..	..	..	..	..	..	..	..	..	..	4,769
Tinware	114	..	..	..	..	..	..	..	..	..	..	..	..	114
Miscellaneous	46	..	1	..	..	49	..	..	12	..	..	28	..	136
Totals	53	6,981	1,278	4,363	4	126	3,063	807	10	4,978	1,264	..	759	767	24,453

Table B3.
ANALYSIS OF VALUE OF ALL PRISON LABOUR FOR THE YEAR ENDED 31ST MARCH, 1927, TOGETHER WITH CORRESPONDING TOTALS FOR PREVIOUS YEARS.

	Improvements.				Works and Industries.							Institutional Maintenance.				Total, 1926-27.		Total, 1925-26.		Annual Value of Labour per Head.	
	Erection of Buildings and Plant.	Farm-developpment.	Foot Manu-facturing and Repairs.	Farms and Gardens.	Block and Tile Manu-facturing.	Quarries and Gravel-pits.	Road-works and other Contracts.	Miscellaneous Industries.	Repairs and Maintenance of Buildings and Roads.	Domestic Cleaning and Sanitary &c.	Domestic Laundering and Repairs to Clothing.	Domestic Cooking, Baking, and Rationing.	Total, 1926-27.	Total, 1925-26.	1926-27.		1925-26.				
															Average Number of Inmates.	Amount.	Average Number of Inmates.	Amount.			
Addington ..	£ 916	£ ..	£ 1,369	£ 340	£ ..	£ 9,324	£ 1,793	£ 1,508	£ ..	£ 208	£ 87	£ 47	£ 682	£ 542	19-95	34-18	16-06	£ 33-7			
Auckland ..	£ 13	£ 87	£ ..	£ 221	£ ..	£ ..	£ 1,508	£ ..	£ 621	£ 2,333	£ 351	£ 220	£ 19,274	£ 18,206	407-49	47-29	428-47	£ 42-4			
Hautu ..	£ 32	£ 470	£ ..	£ 619	£ ..	£ ..	£ 56	£ ..	£ ..	£ 61	£ 73	£ 30	£ 1,910	£ 1,984	27-54	69-35	26-19	£ 75-7			
Invercargill ..	£ 463	£ 2,429	£ 509	£ 5,587	£ 15	£ ..	£ 129	£ 414	£ 663	£ 1,179	£ 371	£ 455	£ 12,214	£ 11,890	20-92	63-81	17-86	£ 76-4			
Napier ..	£ ..	£ ..	£ 20	£ ..	£ 442	£ ..	£ ..	£ ..	£ 117	£ 167	£ 73	£ 92	£ 901	£ 869	17-80	50-61	16-12	£ 53-9			
New Plymouth ..	£ 5,396	£ 72	£ 99	£ 2,363	£ 173	£ 220	£ 18	£ ..	£ 176	£ 843	£ 216	£ 257	£ 2,650	£ 2,834	63-03	42-04	63-95	£ 44-3			
Point Halswell ..	£ 378	£ 669	£ 134	£ 309	£ ..	£ ..	£ 928	£ 531	£ 340	£ 314	£ ..	£ 79	£ 1,573	£ 1,654	51-70	30-42	43-21	£ 38-3			
Waikeria ..	£ 243	£ 32	£ 72	£ 4,999	£ ..	£ ..	£ 5,737	£ 1,185	£ 283	£ 236	£ 131	£ 465	£ 8,384	£ 8,250	123-11	76-82	99-46	£ 82-9			
Wanganui ..	£ ..	£ ..	£ ..	£ ..	£ ..	£ ..	£ 8	£ ..	£ 292	£ 117	£ 110	£ 92	£ 619	£ 1,090	84-37	99-37	90-92	£ 104-7			
Wellington ..	£ 3,977	£ ..	£ 91	£ 539	£ ..	£ 393	£ 1,429	£ 151	£ 911	£ 635	£ 108	£ 420	£ 8,654	£ 6,323	31-45	19-68	32-29	£ 33-7			
Wi Tako ..	£ 749	£ 750	£ 22	£ 1,667	£ ..	£ ..	£ 1,080	£ 565	£ 26	£ 323	£ 85	£ 172	£ 5,439	£ 5,727	120-76	71-66	114-32	£ 55-2			
Minor Gaols ..	£ ..	£ ..	£ ..	£ 26	£ ..	£ ..	£ ..	£ ..	£ 192	£ 138	£ 25	£ ..	£ 381	£ 379	67-22	80-92	67-74	£ 84-5			
Totals, 1926-27 ..	12,167	4,509	2,316	18,375	188	12,071	11,195	4,354	4,373	7,721	2,850	3,327	83,446	79,580	1,397-25	59-72	..	..	
Corresponding totals, 1925-26 ..	10,262	5,877	2,201	14,805	..	12,409	8,842	8,200	3,952	7,246	2,834	2,952	..	79,580	1,340-13	59-8		

Summary of above, and also of 1924-25.

Year.	Improvements.	Works and Industries.	Institutional Maintenance.	Total.
1926-27 ..	£ 16,676	£ 48,499	£ 18,271	£ 83,446
1925-26 ..	£ 16,139	£ 46,457	£ 16,984	£ 79,580
1924-25 ..	£ 13,176	£ 51,890	£ 18,266	£ 83,332

Table C.

TABLE SHOWING THE OFFENCES AND DEGREE OF EDUCATION OF DISTINCT CONVICTED PRISONERS RECEIVED DURING THE YEAR 1926.

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	91	3	..	..	2	..	93	3		
Convicted summarily	117	2	..	..	1	..	119	2		
Offences against property—												
Theft and deceit	723	32	1	..	3	1	729	33		
Mischief	71	3	..	..	..	..	71	3		
Miscellaneous offences—												
Vagrancy*	258	52	..	..	..	1	258	53		
Drunkenness	509	31	1	..	3	..	513	31		
Others	813	23	1	..	7	2	822	25		
Totals	4	..	2,582	146	3	..	16	4	2,605	150
Maoris included above	135	4	1	..	9	..	145	4

* Including importuning, consorting with rogues, &c.

Table D.

TABLE SHOWING THE ACTUAL NUMBER OF DISTINCT CONVICTED PRISONERS RECEIVED INTO GAOL DURING THE YEAR 1926, 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.			
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Birthplaces—																
England and Wales	15	1	19	..	109	3	9	..	39	7	120	1	186	1	497	13
Scotland	9	..	8	..	30	..	3	..	18	3	50	2	59	1	177	6
Ireland	4	..	9	..	25	3	3	1	24	2	61	3	37	2	163	11
New Zealand	56	2	65	2	493	27	49	2	133	33	212	24	446	20	1,454	110
Australia	7	..	4	..	41	..	3	..	22	6	44	..	41	..	162	6
Other British possessions .. ..	..	..	8	..	7	..	1	..	2	..	4	1	14	..	36	1
China	1	..	..	..	1	..	..	..	..	..	..	..	13	..	15	..
Other countries	1	..	6	..	19	..	2	..	18	1	21	..	23	..	90	1
At sea .. ..	..	..	..	..	..	..	..	..	1	..	..	..	..	..	1	..
Not stated .. ..	..	..	..	..	4	..	1	..	1	1	1	..	3	1	10	2
Totals	93	3	119	2	729	33	71	3	258	53	513	31	822	25	2,605	150
Ages—																
10 and under 12 years .. ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
12 " 15 " .. ..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	1	..
15 " 20 "	9	..	4	1	109	6	19	..	12	10	3	..	42	3	198	20
20 " 25 "	20	..	15	1	159	6	18	..	19	3	24	..	136	3	391	13
25 " 30 "	11	..	40	..	130	2	11	..	28	4	37	1	107	1	364	8
30 " 40 "	24	..	29	..	180	7	6	..	44	16	119	5	214	6	616	34
40 " 50 "	17	1	15	..	102	7	12	2	61	9	161	15	190	6	558	40
50 " 60 "	3	..	13	..	39	5	4	1	53	7	118	6	106	3	336	22
60 and over	9	2	3	..	9	..	1	..	41	4	51	4	25	3	139	13
Not stated .. ..	..	..	..	..	..	..	..	..	..	..	..	..	2	..	2	..
Totals	93	3	119	2	729	33	71	3	258	53	513	31	822	25	2,605	150
Maoris included above	9	..	12	..	72	2	5	..	5	..	5	1	37	1	145	4

* 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, 1926.

TABLE SHOWING THE NUMBER OF DISTINCT NEW-ZEALAND-BORN CONVICTED PRISONERS OF EACH SEX (INCLUDING MAORIS) RECEIVED DURING THE YEAR 1926, 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	9	..	16	..	4	..	17	..	10	2	..	..	..	..	56	2
Convicted summarily	3	1	10	1	20	..	18	..	14	..	..	..	..	..	65	2
Offences against property—																						
Theft and deceit	1	..	94	6	130	6	90	2	108	5	70	8	..	..	..	493	27
Mischief	17	..	13	..	6	..	4	..	9	2	..	..	..	..	49	2
Vagrancy*	11	10	15	2	18	3	22	9	67	9	..	..	..	..	133	33
Drunkenness	3	..	13	..	15	..	42	4	139	20	..	..	..	..	212	24
Other offences	31	3	91	3	62	1	115	5	146	8	1	..	..	..	446	20
Totals, 1926	1	..	168	20	288	12	215	6	326	23	455	49	1	..	..	..	1,454	110
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

* Including importuning, consorting with rogues, &c.

Table E1.

PRISONS.—MAORI PRISONERS RECEIVED, 1926.

TABLE SHOWING THE NUMBER, AGES, AND OFFENCES OF DISTINCT CONVICTED MAORIS (MALE AND FEMALE) RECEIVED INTO THE VARIOUS GAOLS DURING THE YEAR 1926.

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	..	3	..	..	..	2	..	2	..	..	..	..	..	9	..
Summarily convicted	2	..	4	..	3	..	3	..	..	..	..	..	12	..
Theft and deceit	26	..	22	1	11	..	12	1	1	..	..	..	..	..	72	2
Mischief	1	..	3	..	..	..	..	..	1	..	..	..	..	..	5	..
Vagrancy	1	..	2	..	1	..	1	..	..	..	..	..	..	..	5	..
Drunkenness	1	..	2	..	2	..	1	..	..	..	..	5	1
Other offences	5	..	13	1	8	..	2	..	8	..	1	..	..	..	37	1
Totals	35	..	45	2	25	..	22	1	17	1	1	..	..	..	145	4

Table F.

TABLE SHOWING DISTINCT PERSONS IMPRISONED AFTER CONVICTION DURING EACH OF THE LAST TEN YEARS.

Year.	Prisoners.	Proportion per 10,000 of Mean Population.	Year.	Prisoners.	Proportion per 10,000 of Mean Population.
1917	2,468	21.48	1922	2,249	17.23
1918	1,783	15.47	1923	2,358	17.75
1919	1,833	15.37	1924	2,405	17.78
1920	1,955	15.74	1925	2,890	20.88
1921	2,120	16.61	1926	2,755	19.49

Table H.

RETURN OF OFFENCES AND PUNISHMENTS FOR THE YEAR ENDED 31ST DECEMBER, 1926.

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	..	2	4	3	92
Auckland	56	79	171	306	260	2,244
Hautu	1	1	1	3	1	52
Invercargill (Reformatory) .. ..	..	..	2	2	2	96
Napier .. ..	..	..	2	2	1	233
New Plymouth .. ..	..	8	17	25	16	176
Paparua	6	6	29	41	31	631
Rangipo .. ..	..	1	9	10	4	445
Waikeria (Reformatory)	2	4	8	14	10	98
Waikune	18	5	10	33	22	176
Wanganui	5	5	10	20	6	199
Wellington .. ..	..	22	57	79	52	996
Wi Tako	13	7	17	37	22	147
<i>Borstal Institutions—</i>						
Invercargill	7	19	64	90	68	272
Point Halswell	3	5	47	55	36	67
Waikeria .. ..	..	30	72	102	76	124
Totals	113	192	518	823	610	5,648

Table I.

VISITS OF THE VISITING JUSTICES TO THE LARGER INSTITUTIONS DURING THE YEAR 1926.

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	..	..	..	..	..	..	2
H. A. Young, S.M. ...	..	..	..	..	..	..	..	..	1	..	..	1	2
<i>Auckland—</i>													
J. W. Poynton, S.M. ...	4	5	2	..	..	..	..	..	1	..	..	..	12
F. K. Hunt, S.M. ...	..	1	1	4	4	5	..	1	..	3	1	4	24
W. R. McKean, S.M. ...	..	..	..	..	..	..	4	4	5	1	3	..	17
E. C. Cutten, S.M. ...	..	1	..	..	..	..	..	..	..	..	..	2	3
J. H. Hannan, V.J. ...	..	..	..	..	..	..	..	..	1	1	1	..	3
<i>Hautu—</i>													
F. V. Acheson, V.J. ...	..	..	..	..	..	1	..	..	..	..	..	..	1
<i>Invercargill—</i>													
G. Cruickshank, S.M. ...	..	1	..	1	2	2	1	1	..	2	1	2	13
<i>Napier—</i>													
J. P. Thomson, V.J. ...	1	..	1	..	..	1	..	1	1	1	1	1	8
J. C. Stevens, V.J. ...	..	..	1	..	..	..	1	..	..	..	..	..	2
<i>New Plymouth—</i>													
A. M. Mowlem, S.M. ...	1	..	..	..	..	..	..	..	..	..	..	..	1
R. W. Tate, S.M. ...	..	..	..	..	..	1	2	1	1	..	1	1	7
W. C. Weston, V. J. ...	..	..	..	..	1	..	1	..	..	..	1	..	3
<i>Paparua—</i>													
J. A. A. Ceasar, V.J. ...	..	..	..	1	..	..	..	..	..	..	..	..	1
W. J. Jenkin, V.J. ...	1	2	3	2	2	2	..	1	2	2	1	2	20
H. Y. Widdowson, S.M. ...	..	..	..	..	..	..	1	..	..	..	..	..	1
G. P. Kissel, V.J. ...	..	..	..	..	..	..	..	..	..	..	..	1	1
<i>Point Halswell—</i>													
I. Salek, V.J. ...	..	1	1	1	2	1	1	2	1	1	..	1	12
<i>Rangipo—</i>													
J. Cullen, V.J. ...	..	1	1	..	1	1	1	..	1	1	1	..	8
<i>Waikeria—</i>													
S. H. Dunkley, V.J. ...	..	1	..	..	1	..	..	1	..	..	1	2	6
<i>Waikune—</i>													
J. Cullen, V.J. ...	1	2	..	2	1	..	..	..	..	1	..	..	7
<i>Wanganui—</i>													
J. S. Barton, S.M. ...	..	..	..	..	1	..	..	..	..	..	1	2	4
J. Driver, V.J. ...	1	..	1	..	1	2	1	..	1	..	..	..	7
<i>Wellington—</i>													
I. Salek, V.J. ...	..	1	1	1	2	1	1	2	..	1	1	3	14
D. C. Bates, V.J. ...	2	2	3	1	4	3	4	2	4	6	1	2	34
<i>Wi Tako—</i>													
I. Salek, V.J. ...	1	1
P. Robertson, V.J.	1	..	1	1	1	4
W. Greig, V.J.	1	1
A. Strang, V.J.	1	..	1

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