

Elmira Reformatory — Officers

# REFORMATION

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BEING THE SIXTY-SIXTH ANNUAL REPORT  
OF THE  
PRISON ASSOCIATION OF NEW YORK  
FOR THE YEAR  
1910

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"NO PRISONER, NO MATTER WHAT HIS AGE  
OR PAST RECORD, SHOULD BE ASSUMED TO BE  
INCAPABLE OF IMPROVEMENT."—RESOLUTION  
OF INTERNATIONAL PRISON CONGRESS, WASHINGTON,  
D. C., 1910.

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ALBANY  
J. B. LYON COMPANY, STATE PRINTERS  
1911

### **Preface.**

The year 1910 was distinguished in the United States by the convening at Washington, D. C., of the Eighth International Prison Congress. The resolutions adopted at the Congress were highly gratifying to all Americans who have an active interest in the treatment of the delinquent.

The present annual report of the Prison Association of New York discusses at some length many of the resolutions of the Congress. We also report upon the year's work of the Association. By virtue of the act of incorporation of the Prison Association of New York, this report is submitted to the Legislature of the State of New York.

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This is a report for the year 1910, and is so indicated on the title page, in distinction to the former practice of the Association of designating the report by the year in which it is published. Hence, to the casual observer, there would seem to be two 1910 reports of the Association, a condition that of course will not occur in future reports.

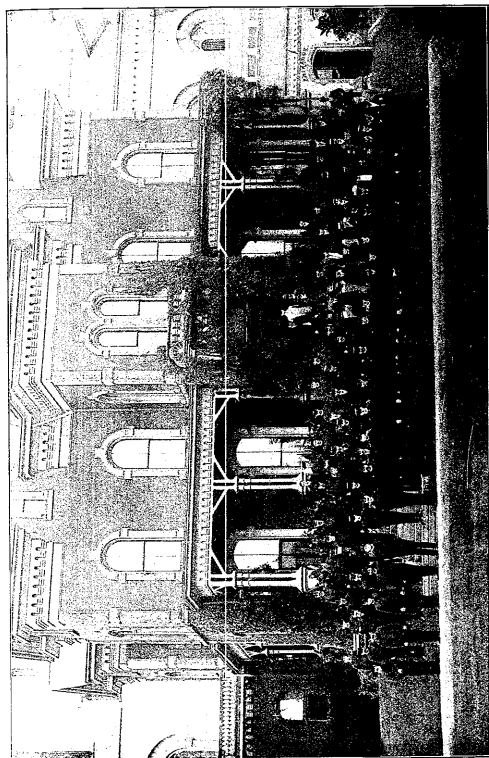
## WHAT THE PRISON ASSOCIATION DOES.

Act of Incorporation, May 9, 1846.

### *Article First.*

The objects of the Association shall be:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.



Elmira Reformatory — Officers

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## The Prison Association of New York.

Officers for 1911.

*President.*

EUGENE SMITH.

*Recording Secretary.*

SAMUEL M. JACKSON.

*General Secretary.*

O. F. LEWIS.

*Treasurer.*

J. SEELY WARD, 135 E. 15th St., N. Y.

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*Vice-Presidents.*

Rt. Rev. DAVID H. GREER,	EUGENE A. PHILBIN,
ROBERT W. DEFOREST,	JACOB SCHIFF,
FELIX ADLER,	THOMAS MOTT OSBORNE.

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*Executive Committee.*

W. W. BATTERSHALL,	JAMES McKEEN,
B. OGDEN CHISOLM,	EDWARD B. MERRILL,
J. FENIMORE COOPER,	FRANK D. PAVEY,
JOHN H. FINLEY,	DEAN SAGE,
AUSTIN FLINT, M. D.,	DECATUR M. SAWYER,
CORNELIUS B. GOLD,	GEORGE G. SHELTON,
WM. H. GRATWICK,	GINO C. SPERANZA,
HENRY E. GREGORY,	FRANK TUCKER,
ALEXANDER M. HADDEN,	EVERT JANSEN WENDELL,
JOHN W. HUTCHINSON,	MORNAY WILLIAMS,
GEORGE W. KIRCHWEY,	JAMES WOOD,
	THOMAS LE BOUTILLIER.

**Standing Committees 1911.\***

**Law Committee, Section 1.**

**Parole, Probation and Penal Code.**

Messrs. KIRCHWEY and SAGE.

**Law Committee, Section 2.**

**Penal Institutions.**

Messrs. GREGORY, PAYEY and WILLIAMS.

**Law Committee, Section 3.**

**Prison Discipline.**

Messrs. FLINT, MCKEEN, PHILBIN and SPERANZA.

**Discharged Convicts.**

Messrs. CHISOLM, HADDEN, LE BOUTILLIER and SAWYER.

**Detentions.**

Messrs. HADDEN and WENDELL.

**Finance.**

Messrs. JACKSON, SMITH, TUCKER and WARD.

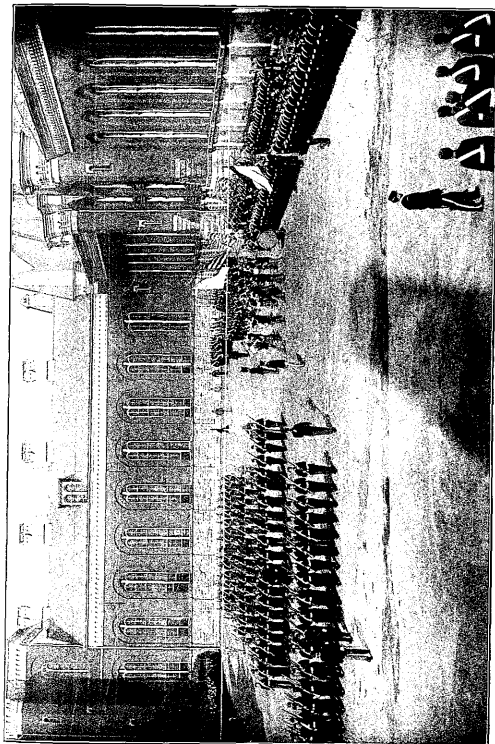
**Spouse.**

Messrs. JACKSON and WARD.

**Library.**

Messrs. GREGORY and JACKSON.

\* Committee members named in alphabetical order.



Elmira Reformatory — Regiment Passing in Review

## The Association's Staff

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### Administration.

O. F. LEWIS, General Secretary.

D. E. KIMBALL, General Agent.

Miss F. S. AUCHAMPAUGH, Private Secretary.

Miss BEATRICE STECKER, Clerk.

Miss ESTHER MIDDLEL, Clerk.

Miss JULIA MALSHEIMER, Clerk.

Miss BESSIE RATNER, Clerk.

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### Parole Bureau.

H. B. RODGERS, Chief Parole Agent.

GRANT WILLIAMS, Parole Agent.

A. G. BENEDICT, Parole Agent.

SAMUEL ORNITZ, Parole Agent.

CHARLES BLUMENTHAL, Relief Agent and Librarian.

Miss H. H. LEVY, Stenographer.

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### Probation Bureau.

D. E. KIMBALL, Chief Probation Officer.

Mrs. EMILY WALKER, Probation Officer.

EDWARD BERMAN, Investigator.

Miss MINERVA ROSENTHAL, Stenographer.

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### Sage Foundation Study.

ARTHUR BULLARD, Director.

JAMES FORBES, Investigator.

A. F. CORBIN, Investigator.

STATE OF NEW YORK

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No. 37.

IN SENATE

MARCH 17, 1911.

**Sixty-sixth Annual Report**

of the

**Prison Association of New York.**

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HON. THOMAS F. CONWAY, *Lieutenant-Governor of New York:*

SIR.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present the sixty-sixth annual report of the Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

EUGENE SMITH,

*President.*

O. F. LEWIS,

*General Secretary.*

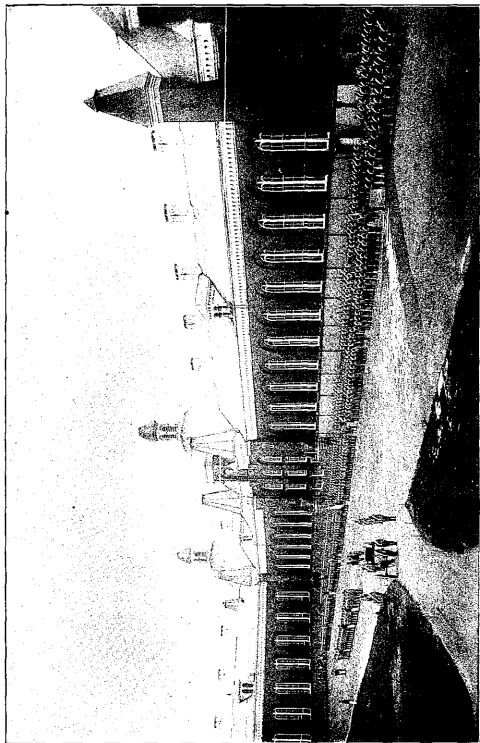


### OUR DUTY.

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"It has been said that state justice has but one task, to punish its enemies; that reformation, if this is possible, should be left to philanthropists, sentimentalists, dreamers. This state of mind ignores certain facts,— that the State alone has control of the forces which influence the character of the prisoner. The State alone can direct his conduct; the State is only another name for the *organ of public duty and will*; it is not moral as a machine, but it expresses the morality of the people who create and maintain its institutions and make its laws. The State is responsible for what happens to the prisoner while he is under entire control if it turns him out crippled in body, dwarfed in thought, without skill or industry, filled with revenge."

C. R. HENDERSON.



Elmira Reformatory — Dress Parade

### To the Honorable the Legislature of New York:

THE Prison Association of New York recognizes that you are very busy men. On the other hand, we know the vital importance to the State of the matters set forth in this report. The safety and the welfare of this State are directly affected by criminality within its borders.

This is a long report. Its length is due to the seriousness of the subjects of which it treats. To facilitate your ready consideration and study of the specially significant sections of the report from the standpoint of the legislator, we indicate below the portions of the report that should have your special attention.

You are asked to consider the need of the following institutions:

1. *A reformatory for young misdemeanants.*
2. *A farm and industrial colony for the compulsory detention, reformation and education of habitual tramps and vagrants.*
3. *One or more hospitals and farm colonies for the treatment of inebriates.*
4. *A State institution, or wards in present State institutions, for the adequate treatment of feeble-minded or backward delinquents convicted of crime and found to be unfit for existing prison or reformatory treatment.*

The Prison Association also asks your special attention to the following matters:

5. *The extension of prison industries under the State-use system and a comprehensive study of the industries now conducted in institutions of this State to which persons are committed by the criminal courts.*
6. *The systematization and extension of the parole work for men released from State prisons and reformatories.*
7. *The extension, under State supervision, of probation work in this State.*

We would ask you to read also the statement of the work done by the Prison Association during 1910.

The following pages are written in the spirit of the title of the report, and in the knowledge that "no prisoner, no matter what his age or past record, should be deemed to be incapable of improvement."

EUGENE SMITH,  
*President.*

O. F. LEWIS,  
*General Secretary.*

## The Prison Association in 1910.

THE past year of the Association has been very successful. We feel that we have entered upon a period of important extension of our work. The annual report for 1909, published late in 1910, stated in detail many phases of our activity, which in this present summary will be covered but briefly.

On December 31, 1909, the staff of the Prison Association consisted of the general agent, three parole agents, a private secretary and two clerks, seven persons in all.

**The Staff Increases.** On December 31, 1910, the staff numbered sixteen persons, holding the following positions: general secretary, general agent, chief parole agent, four parole agents, two probation officers, the private secretary of the general secretary, and six clerks. Three additional members of the staff, temporarily engaged, were preparing an exhaustive study of seven hundred men either committed to Elmira reformatory or paroled from that institution at various times during the last six years.

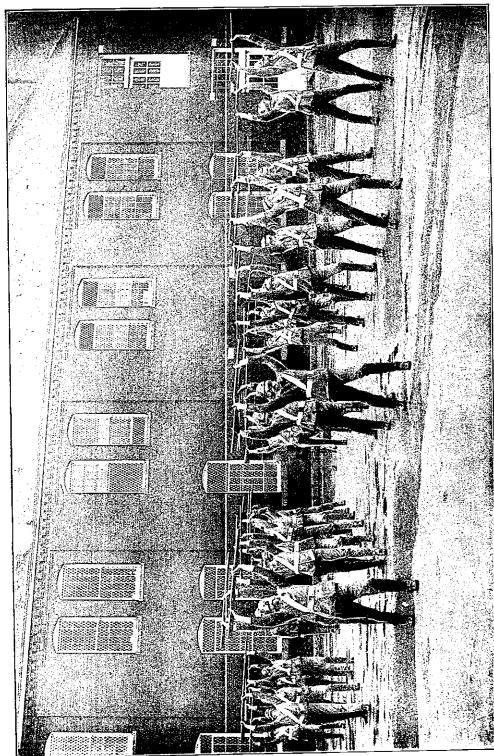
With this important and necessary increase in the staff has occurred also a reorganization of parts of the Association's work. The parole bureau has been increased

**Parole Work in 1910.** in members and efficiency; adequate filing and registration systems have been introduced. A special stenographer has also been assigned to this bureau. During the year 2,053 released or discharged prisoners have applied to the Association for aid, either material or otherwise. The parole bureau is the department of the society that renders such assistance.

The parole officers of the Association are made responsible so far as possible for the good conduct of the paroled men, to each agent being assigned each month a certain number of the paroled men. The record of the activity of the parole bureau as outlined on the following page gives gratifying evidence of the increase in the Association's activity.

### Statement of Parole Work for Year 1910.

Men in charge during year.....	1,237
New parole cases during 1910:	
Reformatories.....	709
State prisons.....	76
	<hr/>
	785
Men released from parole during 1910:	
Reformatories.....	558
State prisons.....	3
	<hr/>
	561
Men in charge at end of year.....	610
Men returned to prison for violation of parole.....	66
Men returned to prison after absolute release.....	73
Delinquents on record at end of 1910.....	168
Number of calls made by all persons at Prison Association, approximately.....	15,000
Visits made during the year to paroled men at work or at their homes.....	3,165
Employment found for.....	362
Meals given.....	3,478
Lodgings given.....	1,968
Total cash relief, including lodgings and meals.....	\$2,277.79
Garments given.....	344
Shoes given (pairs).....	101
Number of persons relieved.....	803
Different men calling from different prisons (not on parole):	
Elmira.....	90
Napanoch.....	9
Sing Sing.....	140
Auburn.....	31
Clinton.....	49
Blackwell's Island penitentiary.....	226
Blackwell's Island workhouse.....	70
Other prisons.....	174
Criminal courts.....	27



## Comparative Statement of General Fund.

RECEIPTS	1909	1910	Per cent.
Donations.....	\$15,892 65	\$19,030 65	+ 19
New York State Reformatory.....	1,500 00	1,500 00	.....
Rents.....	451 00	236 50	-48
Sundries.....	78 45	284 77	+204
	<u>\$17,922 10</u>	<u>\$21,051 95</u>	+17
EXPENDITURES:			
Salaries.....	\$7,203 10	\$12,335 57	+ 62
and Mrs. Barrows.....	750 00		
Office.....	474 03	541 54	+14
Stationery and printing.....	856 38	2,419 60	+183
Postage.....	1,063 27	1,361 61	+28
Relief.....	1,473 44	2,277 79	+54
State work and general secretary's expenses.....	187 98	337 77	+80
Car fares and agent's expenses.....	337 19	382 25	+14
Office furniture and fixtures.....	53 25	25 00	-47
Library.....	283 55	{ 45 83	- 7
		{ 170 05	
Real estate expenses.....	677 02	635 92	- 9
Total.....	<u>\$13,359 21</u>	<u>\$20,533 02</u>	+54

## Summary, Receipts and Expenditures, 1910.

[General Fund.]

Received.....	\$21,051 95
Expended.....	20,533 02
Excess of receipts over expenditures.....	\$518 93 or 2.5%

The probation work of the Association was rendered more efficient during 1910 by the installation of an adequate registration system, the engagement of an assistant probation officer, the addition to the probation bureau of the experienced service of Mrs. Emily S. Walker, and the inauguration of monthly reports to the judges of the court of general sessions upon the probationers placed in charge of the Association. A special stenographer was engaged for the probation bureau.

The following is the record of the work of the probation bureau in 1910:

Mr. Kimball and Mr. Berman.	
Number of cases remaining January 1, 1910..	179
Number of cases received during 1910 .....	117
Total .....	296
Number of cases passed from our oversight..	176
Total remaining January 1, 1911 .....	120
Number of cases referred to this office by courts for investigation.....	575
Money received by this office (as intermediary) for <i>non-report</i> .....	\$260
Money received by this office (as intermediary) for <i>restitution</i> .....	669
Total.....	\$929

The statistical report of Mrs. Emily Sheldon Walker upon her work in the court of general sessions in 1910 follows:

MONTH	Number dis-charged	Number received	Number in charge	
			Jan. 1, 1910	Dec. 31, 1910
January.....	15	2	108	109
February.....	1	3	.....	.....
March.....	7	4	.....	.....
April.....	0	2	.....	.....
May.....	0	10	.....	.....
June.....	2	9	.....	.....
July.....	Away	Away	.....	.....
August.....	Away	Away	.....	.....
September.....	Away	Away	.....	.....
October.....	7	3	.....	.....
November.....	3	4	.....	.....
December.....	6	5	.....	.....
Total.....	41	42	108	109

The year 1910 was by far the most successful financially in the history of the Association. Late in 1909, Mr. Smith Ely, a generous friend of the Association, subscribed the sum of \$25,000 toward a permanent endowment fund in case the Association should by December 1, 1910, raise an equivalent amount for an endowment fund. Mr. Ely generously offered later to contribute the equivalent of any endowment contributions received in excess of the sum of \$25,000. This very reasonable condition was complied with before the middle of November, 1910, the total sum thus secured for the permanent endowment fund amounting to \$54,619. Contributions ranging from \$1 to \$2,500 were received, the total number of contributions being 395, and the average contribution, excluding Mr. Ely's contribution of \$27,500, being \$6.86. This very important increase in the Association's funds will draw interest from about February 1, 1911, and the income will be devoted to the general work of the Association.

The receipts for general work during 1910 increased in a gratifying manner, the total receipts from contributions for current expenses for the year being \$21,051.95, an increase of \$3,129.85 over the contributions for 1909, or 17 per cent. The number of contributors to the Association has materially increased, the comparative figures for 1909 and 1910 being as follows:

The number of our contributors in 1909 was 1,464; the number of contributors in 1910 was 1,926, not including 392 separate contributions to our endowment fund. This shows a most gratifying increase in the number of contributors of over 30%. Contributors to a society are its friends. To increase our friends by thirty per cent in one year is a matter of congratulation.

The year has brought the usual \$1,500 from the board of reformatory managers in payment of the parole work conducted by the Association for Elmira and Napanoch reformatories.

The Association recognizing that with the multiplicity of appeals received by citizens of New York for charitable purposes (many appeals of the most worthy character) the securing of financial support by organizations tends to become increasingly difficult, has during 1910 continued to systematize its appeal work, and contemplates as soon as possible the estab-

lishment of a department of the Association to be known as the bureau of appeals.

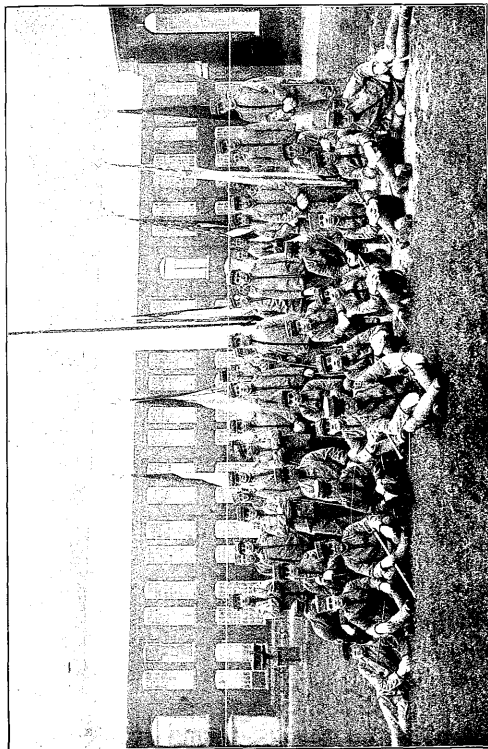
Recognizing also that legitimate publicity is of importance in gaining and holding friends, the Association has during the year frequently availed itself of the columns

**The Power of the New York daily press.** We have published a number of leaflets depicting in a simple and graphic manner our various activities, illustrated when possible by photographs. During the year the Association has maintained a press service, sending specially prepared articles to about 200 newspapers in New York State; these articles had educational value and were widely printed. The general secretary of the Association, acting as the chairman of the publicity committee of the International Prison Congress, carried on during the earlier months of 1910 a national press service with gratifying results. During the year several members of the staff of the Association have been active on the lecture platform, especially in churches in New York city and vicinity.

One of the most important events of the year has been an extensive renovation of the building owned and occupied by the Association at 135 East Fifteenth street. For a number of years the board of managers, though greatly desiring the renovation of the building, had not felt justified in appropriating any considerable sum of money for that purpose. During the summer of 1910 the building was renovated from basement to roof, entirely new plumbing and a system of steam heat installed, the basement equipped with electric light, hard wood floors laid on the first floor, while the building was painted and papered throughout all its floors. The third and fourth floors were thoroughly renovated and made habitable for the general secretary, who began occupancy of these apartments on September 15th. Instead of continuing the use of the small room in the basement, formerly used for parole work, ample rooms on the first floor are now utilized, and the library serves not only for those who wish to consult the books and pamphlets, but also as a waiting room for released and discharged prisoners, magazines and periodicals being supplied for reading purposes and given to all ex-prisoners who desire them. The entire second floor of the building is now used in the clerical work of the Association.

#### Renovations.

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Elmira Reformatory—Group of Inmate Officers

With the establishment of several bureaus has come the assumption of increased responsibility by the bureaus. Bi-weekly staff meetings have been held, at which the several bureaus have reported on their work and have undergone frank scrutiny. The interest and loyalty of the staff is a conspicuous feature of the work of the Association, and a dinner to be tendered to representatives of the board of managers by the staff in the early part of 1911 is a testimony of the interest shown by our workers.

A very comprehensive study of former and present inmates of Elmira and Napanoch reformatories has been carried on by the Association for the greater part of 1910.

**The Elmira Study.**

The Sage Foundation financed by an appropriation of \$4,100 this study, which undoubtedly will be, when completed, in 1911, the most comprehensive of its kind ever made in this country. Nevertheless, it has not been expected by the Sage Foundation or by the Prison Association that the study will be final in its nature or that it will perhaps do more than show the way to more comprehensive studies, and as an important result of the study show the necessity of improvement in methods of keeping statistical, medical, industrial and other records of institutional inmates. The Association contemplates the establishment of a permanent bureau of research as soon as the income of the society permits. European students of criminology have made most valuable contributions in the field of criminological research while American penologists have heretofore devoted their attention largely to administrative problems. The recent establishment of the American Institute of Criminal Law and Criminology is encouraging, and the national body has already stimulated interest among American sociologists and penologists in research problems.

The Prison Association has recently been invited by the board of managers of the New York State Reformatory for Women at Bedford to supervise a study of physical and mental characteristics of the inmates of that institution, the work to be financed by the New York foundation. The study will be conducted at Bedford under a committee consisting of the president of the board of managers of the reformatory, the superintendent of the reformatory and the general secretary of the Prison Association. The results will be published by the Reformatory and by the Prison Association and should be a



distinct contribution to American data on the psychology and pathology of women delinquents. This study, it is hoped, will be but the forerunner of similar and more exhaustive studies at other institutions for women in New York State.

In December, 1910, the Prison Association took the first step to organize a special committee on the study of the physical and mental characteristics of defective delinquents. The importance of such a study was emphasized by alienists and institutional

#### What About Defective Delinquents?

heads throughout the state in letters presented at the first meeting of the committee. Occasional studies of the mental and physical phases of delinquency have been carried on in several New York correctional institutions. The Prison Association hopes to organize a committee of sufficient strength and activity, not only to standardize methods of study and research, but to give a stimulus to such studies in the various institutions of this state and elsewhere, with the ultimate purpose of obtaining legislation providing for the general and regular examination and treatment of any mental or physical defects in delinquents.

The relief work of the Association has increased considerably during 1910, but is far less adequate than it should be.

Frequently applications for aid come to the Association from the dependent families of prisoners. Indeed, the problem of the dependent family of the prisoner is a very

#### Relief Work.

serious one. The Association during 1910 expended \$2,277 in material relief. The Association should be able to expend at least \$5,000 a year on material relief. Our relief policy should be liberal and prompt, but should be accompanied by careful investigation and constructive plans for the rehabilitation of the family or the individual concerned. We have been fortunate in receiving during 1910 many donations of magazines, books and clothing, which are acknowledged on page 103 of this report.

During 1910 several committees and other groups have been organized, whose affiliation with the work of the Prison Association will be very helpful. Out of the interest

#### The Barrows League.

in the welfare of individual released prisoners grew during 1910 the informal "Round Table," a group of from thirty to forty men in business and professional life in New York city, who have met monthly at the rooms of the Prison Association, as a kind

of "big brother" committee for the aid of released prisoners over sixteen years of age. Late in 1910 the Round Table group organized formally as the Barrows League, the name being taken in memory of Samuel June Barrows, the late corresponding secretary of the Prison Association. A constitution and by-laws have been adopted, and the work of the Barrows League is being apportioned to sub-committees; valuable help, especially in legal questions, has been rendered the Association without compensation by many members of the group.

During the year the National Committee on Prison Labor, with headquarters in New York, has been reorganized, partly at the suggestion of the Prison Association,

#### A National Committee on Prison Labor.

and has become a body which, though small in numbers, faces a very important and complicated problem in prison administration. The executive committee of the Prison Labor Committee includes specialists in the fields of prison administration, public supervision of institutions, prisoners' aid work, and the relations of capital and labor. The object of the organization, as set forth in its act of incorporation, is to study the whole problem of prisons and correctional institutions with a view to securing legislation in the United States to the end that all prisoners may be so employed as to promote their welfare and at the same time reimburse the institutions for expense of maintenance, while preventing unfair competition between prison-made goods and the products of free labor, and securing to their dependent families a rightful proportion of the prisoners' earnings.

In September, 1910, a National Prisoners' Aid Association was organized, partly at the suggestion of the Prison Association of New York. For years the score or more of societies doing prisoners' aid work in the United States have known but little

#### A National Prisoners' Aid Association.

of each others' activities and have been without ready means of inter-communication or cooperation. The National Prisoners' Aid Association has now been organized to further the development and extension throughout the country of the work for released prisoners, including prison visitation, inspection of correctional institutions, assistance to prisoners, probation, parole, research, legislation and public education on the prob-

lems of penology and criminology. The Prison Association is represented in the list of officers. In January, 1911, the first number of the *Review*, the organ of the National Prisoners' Aid Association, will be published, the general secretary of the Prison Association of New York being the editor. It is hoped that this monthly periodical will be a useful "trade journal" in the field of prisoners' aid work and prison administration.

Prison Day was observed in approximately 150 churches and synagogues of New York State on October 29th and 30th.

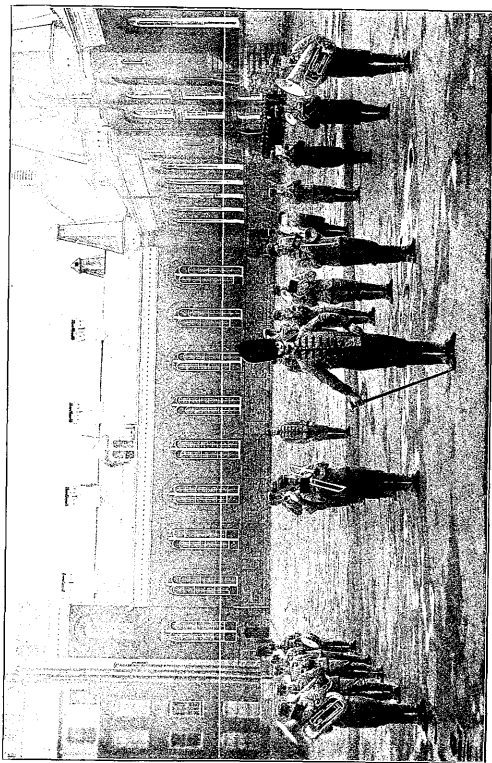
**Prison Day.** The stimulus to this observance came from the Prison Association, which in September circularized 1,500 churches and synagogues

and furnished, to such as desired the same, material containing adequate information in printed form for use in sermons and addresses. The Association acknowledges a generous contribution of \$182.80 from Grace church, the amount of the collection on Prison Sunday. The Association will repeat its Prison Day campaign again in 1911 on a larger scale. Thanks are due to the newspapers of the state for their published accounts of Prison Day.

The legislative session of 1910 was comparatively barren in respect to laws relating to prisons and prisoners. The Prison Association, in cooperation with many other agencies both public and private for the betterment of social conditions in New York State, introduced bills providing for an industrial farm colony for the detention, humane discipline, instruction and reformation of tramps and vagrants. Also a bill providing

for the establishment of a State reformatory for misdemeanants between the ages of 16 and 21. The Association took a

favorable position upon the so-called Reed bills, which provided for the extension of the State Use system in penitentiaries and jails, and for the payment of wages to prisoners. The Association also favored a bill providing for the establishment of a board of inebriety in New York city, with power to establish a comprehensive system for treating inebriates, including the establishment of a hospital and farm colony for such purposes. The only bill becoming a law was the last, the permissive character of which has not been as yet taken advantage of by New York city.



Elmira Reformatory — The Inmate Band

The so-called Page bill, providing for a radical reorganization of the courts of inferior jurisdiction in New York city, became a law, and has resulted in many excellent changes in the procedure of our lower courts. A chief justice has been appointed for the court of special sessions and a chief magistrate for each board of city magistrates. On September 1st, policemen ceased to be probation officers in the magistrates' courts and in the court of special sessions. Several months of unfortunate delay have elapsed, without the close of 1910 seeing the appointment of probation officers chosen under civil service. However, it is a distinct cause for gratification that through the persistent efforts of the State Probation Commission, supported by the State Charities Aid Association, the Society of St. Vincent de Paul, the Prison Association and other organizations, the positions of probation officer in the magistrates' courts and in the court of special sessions have been declared non-exempt positions. A written examination for the position of probation officer has been given by the municipal civil service commission, and the papers, nearly 1,000 in number, have been examined on the invitation of the municipal civil service commission by experienced social workers, an action of the commission deserving much approval.

The same law has caused the establishment of a domestic relations court, an institution seemingly much needed in this city and having jurisdiction over cases of non-support. An extensive system of records and finger-print identification has been provided and installed. A separate night court for women has been established; there is divided opinion as to the necessity of two night courts. In 1907, the first night court was established largely for the purpose of preventing professional bondsmen from preying upon women arrested on the charge of disorderly conduct, and for the further purpose of making it unnecessary for persons arrested on charges of misdemeanor or of the violation of city ordinances to remain over night in the station houses. With the establishment of two night courts, many comments have been made upon the apparent lack of necessity of trying the cases of male offenders before the following morning. The law provides also for the establishment of a detention home for women and for the segregation of different classes of offenders, the establishment of children's courts in the boroughs of Queens and Richmond and the introduction of official probation officers in children's courts.

The provision of the law requiring a physical examination of women convicted of disorderly conduct and before sentence has been passed upon them in the magistrate's court, has given rise to much valuable discussion as to the efficiency of such provision. Opponents of this section (Clause 79) of the bill have maintained that the law provides for discrimination against women convicted of one specific offence; that the law relates to women only and not to men who are *in pari delicto*; that the physical examination cannot be sufficiently thorough to determine the presence or absence of venereal disease; that the method of conducting the examination is unfortunate and attended with a certain amount of indignity and publicity; that the physical examination of women convicted of disorderly conduct and the introduction of the finger-print system in this case are the opening wedge for the regulation of prostitution in the city of New York; that the provision of the law whereby women found to be suffering from venereal diseases are committed to a hospital has proved inefficacious, because of the absence of adequate hospital facilities in the workhouse; that the term of commitment has been surrounded by unsatisfactory qualifications; and that in general the provision is of no avail as a cure for venereal diseases or as a check upon prostitution, since it reaches but a comparatively small number of cases. Such a physical examination, in the opinion of the opponents of the clause, results in the tacit legalization of prostitution in the cases of those who are upon medical physical examination found apparently not to be suffering from venereal diseases.

On the other hand, those who have defended the provisions of Clause 79 have contended that the law is in no sense an opening wedge for the regulation of prostitution; that conditions producing venereal diseases in this city could hardly be worse than they are; that it is far better to attempt the cure of even a small proportion of those unfortunate women who follow this life, than to do nothing toward their cure; that the efforts at cure are made only in the cases of those who have been convicted of disorderly conduct; that such efforts at cure are undertaken in correctional institutions and that the hospital treatment is in addition to the sentence and not in lieu of sentence to a penal institution; that the finger-print system must start somewhere and that it is evident from the records at the

workhouse and in our courts that in the absence of an adequate system of identification the records are quite inadequate as a basis for decision of the magistrate in the frequent cases of recidivism; that the present methods of discharge or fine or commitment to the workhouse of women convicted of disorderly conduct are futile and that none recognize this fact more than do the magistrates; that it is not a discrimination against one sex or a certain class of offenders, except in so far as these offenders are afflicted with a contagious disease; that the law relating to physical examination for venereal diseases applies to women arrested for disorderly conduct only because the male sex is very seldom arraigned charged specifically with this misdemeanor.

At the height of the discussion, and while the law was being carried out at the night court for women, a decision of Judge Bischoff declared section 79 of the Page bill unconstitutional. Pending further decision as to the legal status of this section of the Page bill, the physical examination above described was discontinued. It is expected that the Legislature of 1911 will be called upon to pass upon proposed amendments to the bill.

For approximately one month, beginning with the 18th of September, the Eighth International Prison Congress was in progress in this country. The formal opening of the Congress was on October 3d, at

**The International Prison Congress.** Washington, D. C., where representatives from two-score nations of the world met to deliberate and to act upon the results of their conferences. Prior to the meeting at Washington the United States government had provided for about seventy-five foreign delegates a special train for a ten-day tour of inspection of important correctional institutions in the eastern and central part of the United States. Starting from Jersey City on the evening of September 18th, the delegation visited in succession Elmira Reformatory, the George Junior Republic, Auburn (N. Y.) State Prison, the Industrial and Agricultural School at Industry, (N. Y.), Buffalo, Niagara Falls, the Ohio State Reformatory at Mansfield; Chicago, from which point excursions were made not only to institutions within the city limits, but also to the St. Charles School for Boys, the Geneva State School for Girls, and the Indiana State Prison (at Michigan city), Indiana State Reformatory at Jeffersonville, and Louisville. From Louisville the train continued on its way to Washington, D. C.,

the party arriving on the evening of September 28th. The management of this tour by Frederick H. Mills of the New York State Prison Department was admirable.

From September 29th to October 3d the American Prison Association held its annual meeting at Washington. The meeting of the American body marked the highest point yet attained by the Association. That the joint meetings of the American body and of the international body were of incalculable value to both organizations there is no doubt. Elsewhere in this report\* our members will find a detailed report and discussion of many of the resolutions adopted by the eighth international prison congress. It was a matter of special gratification to the representatives of the Prison Association of New York that throughout the railroad trip and the sessions of the international prison congress the name of the former corresponding secretary of this Association, Dr. Samuel June Barrows, was remembered with affection and sympathy. Dr. Barrows would have presided at the eighth international prison congress had he lived.

Looking forward to the proposed activities of the Prison Association for 1911, three special lines of work are contemplated, in addition to the continuation and strengthening of our present activities.

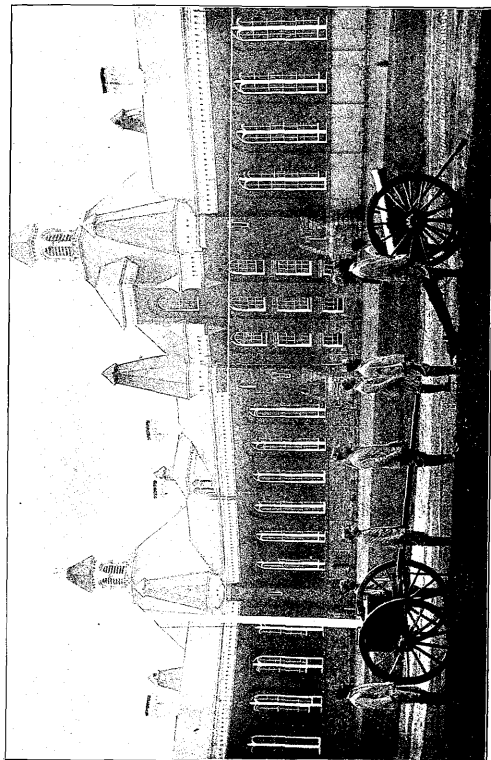
**Looking  
Forward to  
1911.**

First, a careful study of the correctional institutions of New York city, followed by the presentation to the proper authorities of extensive plans for their betterment.

Second, the systematic visitation and inspection of the correctional institutions of the State, so far as the finances of the Association will allow. This has been a part of our work necessarily subordinated during 1910, while the reorganization of our parole and probation work and of the administration of the society occupied our major attention. The county committees, which in later years have lapsed or have disbanded entirely, will be reorganized and so far as possible local interest will be developed throughout the State for the institutions within the various counties.

Third, the development of research and educational work within New York State. This report has already indicated the lines on which the extension of this work will be carried on.

\* See pages 33 to 74.



Elmira Reformatory — Firing Squad

During the year, the representatives of the Association have diligently visited the district prisons, the Tombs, the penitentiary, and the workhouse. We aim to keep closely in touch with those needing assistance or counsel in these institutions, yet no one realizes so well as do we how inadequate as yet is the attention which we can give to individual cases of need within these institutions. It is hoped by the Association that we may soon have one or more "prison visitors" to devote their entire time to visiting inmates of the correctional institutions of the city. During 1910, the mayor's office has frequently referred to this Association complaints reaching Mayor Gaynor of alleged injustice done to individual prisoners, or requests that prisoners might be released or discharged in view of mitigating circumstances. These instances, when referred to the Prison Association, have been promptly investigated and definite action has been taken or recommended to the mayor's office. This form of cooperation between the office of the executive head of the city and the Prison Association is gratifying, and its extension is desired by the Association.

Our relations with the State prisons and the reformatories have been both pleasant and profitable. Representatives of the Prison Association have several times

**Institutions.** visited Elmira reformatory during the year and have as usual found the administration of that institution in general admirable. The Association has acted, as in years past, as parole agent for both Elmira and Napanoch reformatories. Since April, 1910, a representative of the Prison Association has been present each month at the meetings of the parole board at Sing Sing prison. During 1910, seventy-six men from the State prisons have been placed on parole to the Prison Association. The development of this relationship has been one of the most gratifying phases of the Association's work for 1910. Notwithstanding the fact that the State prison men paroled to us are men without positions at time of parole and are in some ways the least fitted to pass readily back into industrial life, these men are generally quickly placed, they tend to hold their positions and lead decent lives, and last, but not least, they manifest a grateful spirit toward the efforts of the Association in their behalf. Since April, 1910, we have been obliged to return to the State prisons for violation of parole but four men, a record that compares very favorably with our experience with the younger offenders on parole to us from the two State reformatories.

In connection with the parole work for Elmira and Napanoch reformatories, a change of serious import will occur during 1911. By action of the salary classification committee of the State, two positions were created late in September, 1910, that of chief parole officer for Elmira and Napanoch reformatories, and that of assistant parole officer for those institutions. The purpose of this action was to enable the board of reformatory managers to conduct the Elmira and Napanoch parole work more directly through the officers of the respective institutions. For many years the Prison Association has acted as parole agent in New York city for the reformatories. During the last year our parole work has been strengthened not only through an increased number of parole officers, but also through greater systematization of the work. In our opinion it would be of greater advantage to the State if for several years still the parole work, at least for New York city, might be carried on by the Prison Association; and it was felt that the action of the salary classification committee was premature, from the standpoint of what is of best interest to the State.

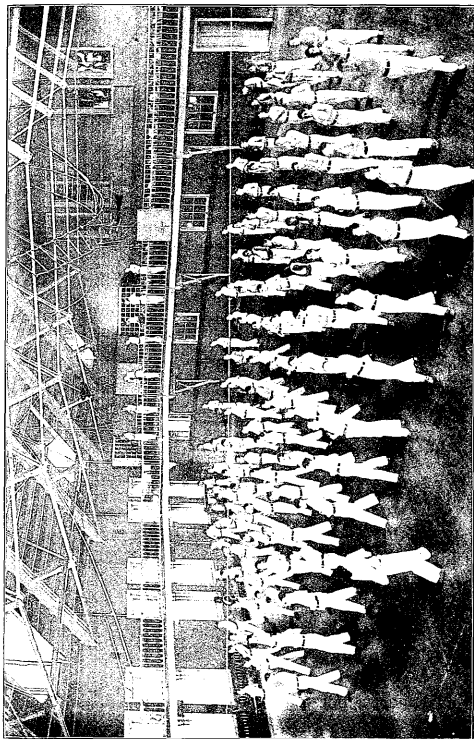
We recognize that ultimately all parole work should be a State function and either through a general parole board for the prisons and the reformatories, or through separate parole boards, such supervision should be administered. We seriously doubt, however, whether the change made necessary by the salary classification committee will be of greater benefit to the State and to the individual men on parole than the continuation and development of the systematic work at present being done by the Prison Association. That the parole period is a crucial time for released prisoners there is no doubt, and this fact is becoming recognized as never before. The law now provides for the taking over of the parole work by the board of managers of the reformatories. The position of the Prison Association, when this definitely occurs, will be of closest cooperation with the reformatory managers in case they so desire and one of close watch of the administration and of the results of the new system.

Looking back over the years during which this Association has stood as guardian of released prisoners from Elmira and later from Napanoch reformatories, we feel that the society's record, not only of activity but of results, has been an honor-

able one, unique in many respects among the American states, and that the Association has been indispensable in this branch of its work for the reduction of crime and for the rehabilitation of the offender.

The Association looks forward to no diminution of its work with the relinquishing of its parole work for the reformatories. Scores of inmates in the correctional institutions of this city almost literally cry for help. The friendlessness and helplessness of men, young and old, before trial, during trial and after conviction, are borne in upon us more and more. We have constantly been obliged to forego the chance to be of vital help to prisoners behind the bars, because of our small staff. By the relinquishing of the parole work our parole staff will become prison visitors, while it is not to be doubted that a large number of released and discharged prisoners will, in the future as in the past, need our services.

WE now proceed to discuss many of the important resolutions adopted at the Eighth International Prison Congress, relating these resolutions specially to conditions now prevailing in the State of New York.



Elmira Reformatory — Class in Physical Culture



## Is Reformation Practicable?

### I.

"No prisoner, no matter what his age or past record, should be assumed to be incapable of improvement."

The above resolution seems self-evident, but many institutions are administered as if reformation were a practical impossibility. In this country there are two sharply differentiated classes of penal institutions. Reformatories for adults and juveniles, and some of our State prisons, are managed with the aim of reformation and rehabilitation!

Lesser correctional institutions like jails, workhouses, houses of correction and penitentiaries are often administered as if the idea of reformation seems too often

#### Abolish "Schools of Crime."

unable to work itself out. Far too often the prison visitor hears in such institutions the callous or weary statement of the warden or the keeper: "We have only bums and drunks in a place like this." Yet "places like this" are institutions through which thousands pass who later, by reason of the commission of more serious crimes, arrive in prisons where efforts at reformation are uppermost in mind. What a paradox in our treatment of our offenders that we make offenders pass through our worst schools first; debasing, filthy training schools of vice and hopelessness!

The Secretary of the Howard Association of London stated at the time of the last International Prison Congress: "The great conviction which thrust itself upon the minds of every one of the foreign delegates with whom I have spoken, was the extraordinary quality of your American reformatories and the extraordinary defects of your town and county jails. Every jail I saw ought to be wiped off the face of the earth."

This Association would not be so iconoclastic. We believe that the county jails and the county penitentiaries of this State can be made places of reformation, yet we are just as firmly of the opinion that so long as jails and penitentiaries

in this State are under county management, the day of systematic industry and reformatory influences in the jails and penitentiaries will be absent. We urge, therefore, as the first step toward the adoption of the general principle that every man in prison is capable of reformation, the extension of the control of the State to cover the present county penitentiaries and in time also the county jails.

### II.

"The Congress is convinced that it is in the public interest not merely to impose a sentence, which shall be representative and deterrent, but also to make an earnest effort for the reformation of the criminal."

This is axiomatic, yet little understood. Chain gangs on southern roads, prison slaves on turpentine plantations, negro workers on Texas prison farms, idle prisoners in New York penitentiaries, wretched vagrants in town and county jails of the central states know little of any efforts made to adjust their work so that it shall be reformatory and to adjust their prison conditions so that prisoners will be better when they leave prison than when they enter.

### III.

"This reformation is most likely to be accomplished by religious instruction, mental quickening, physical development and such employment as will place the prisoner on a good industrial basis."

In short, reformation should be brought about through physical, industrial, educational and moral betterment. In how many jails of the State of New York are Sunday services held? In how many jails of this State do clergymen act as spiritual guides to wretched prisoners? In how many jails of this State is there adequate physical exercise of prisoners? In how many jails of this State do prisoners learn to read and write, or even have reading matter which they might enjoy? In how many jails of this State are inmates learning any useful occupation? On the other hand, in how many jails of this State are prisoners maintained in comparative idleness?

This Association hopes within a year to furnish an answer to these and to many other questions concerning the population of the county jails.

### IV.

"The reformatory system is incompatible with short sentences, and a relatively long period of reformatory treatment is more likely to be beneficial than repeated short terms of imprisonment under severer conditions."

This principle is fully discussed on pages 40-41. Modern penology advocates sentences long enough to provide the opportunity for the prisoner to learn an occupation and to be restored to health.

### V.

"Reformatory treatment should be continued with a system of liberation on parole under suitable guardianship and supervision on the advice of a suitable board."

The above resolution is fundamental. Prison life should not end with the exit of the prisoner from prison walls. Ultimately the indeterminate sentence, providing for the release of a man before the end of his maximum sentence, will prevail far more largely than at present. The indeterminate sentence and a parole period in provisional liberty are two essential principles in the reformatory treatment of criminals. An indeterminate sentence with no parole period is but half effective.

In this State the principle of an adequate parole system is accepted by those foremost in prison administration. The State Prison Department and the board of reformatory managers of Elmira and Napanoch are both committed to parole supervision and to its extension.

At present, parole work is hardly more centralized than is the administration of our various correctional institutions. For the three State prisons, there is a State parole board, meeting once a month at each prison. The parole board is made up of the State Superintendent of Prisons and two other members, the two latter members receiving each a salary of \$3,600 per year. The parole board for Elmira and Napanoch reformatories is the board of reformatory managers. Entirely distinct parole supervision is exercised by the board of managers of other correctional institutions, such as the New York State Reformatory for Women, the Western House of Refuge, the

House of Refuge at Randall's Island, and the State Industrial and Agricultural School at Rush.

Although parole supervision has continued now for many years in connection with Elmira and Napanoch reformatories, and for a decade in the case of certain prisoners of our State prisons, we are still in this State far from an adequate parole system. The inadequacy is along two lines:

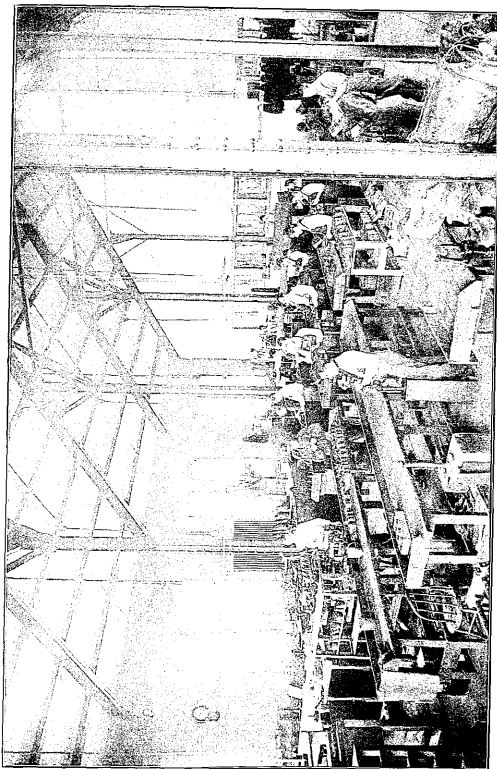
First, the board of managers of Elmira and Napanoch reformatories and the State parole board are still far from sufficiently informed as to the men who appear before them when eligible for parole. A parole board doing its full duty by men eligible for parole should have adequate personal

#### The Duties of Parole Boards.

information, acquired so far as possible by personal contact with prisoners. It is convenient and time-saving for a board of managers or for a State parole board to receive the reports of prison officials in lieu of personal information regarding prisoners. When, as in the case of Elmira and Napanoch reformatories, such information comes from eminently qualified superintendents, it is not probable that the board of managers will make many mistakes, yet the theory of a proper parole board is foreign to the administration of a parole board along the above lines.

In the case of the State parole board, one member has in the past sought to digest each month prior to the meetings of the Board the reports by prison officials upon the men who seek parole. The Prison Association cannot too strongly emphasize the inadequacy of such methods, particularly when the salaries of two of the three members of the board of parole are \$300 per month.

The proper supervision of men released on parole is of the highest importance to the State. The economic value of a prisoner who does not revert to crime is not alone in his productivity, but still more in his removal from the class which is predatory and which does immense pecuniary damage to citizens of the State. It has hardly yet dawned upon legislators or upon citizens in private life that the most crucial period of a prisoner's life is that following imprisonment, rather than imprisonment itself. Hence, the State, through its representatives, should guard the released prisoner, supervise his employment and his private life, care for and counsel him, and, if necessary, be a stern and severe disciplinarian.



Elmira Reformatory — Shoemaker Class

Nor should this period of parole be short. The Prison Association is confident that the parole period of Elmira and Napanoch reformatories, being only six

**The Period of Parole.** himself properly, is too short. Repeatedly it

is said by prison officials that it is often the prisoner who conducts himself most properly in prison, who is at heart the worst criminal, because he realizes the usefulness of good behavior as a means to speedy egress from prison. Similarly a man with criminal instinct in his heart may conduct himself well during a relatively brief period of parole only to return to his criminal vocation as soon as his parole period is over. We unhesitatingly urge in the case of Elmira and Napanoch reformatories, the extension of the parole period for adults to at least one year. We recommend that at the end of the year of parole, there be a decision by the board of reformatory managers as to whether the paroled man should be continued on parole or whether he may receive his absolute release, and that the mere fact of having made satisfactory reports be not held as conclusive evidence that he should receive then his absolute release.

We further urge that any man becoming delinquent while on parole through neglect to report, through leaving his employment without permission or through leaving the city, or from other reasons, be vigorously followed up. So far as possible, the same course of treatment should be adopted in his case as if he had escaped from prison, in case no extenuating circumstances appear on adequate investigation. In short, the sanctity of the parole period should be guarded. Far too many of the men who are released on parole from reformatories and prisons consider themselves at full liberty.

A well-organized system of parole supervision is not only indispensable from the standpoint of reformation, but is of incalculable benefit to society. This Association stands absolutely for the development of an adequate parole staff, in the cases of both the State reformatories and the State prisons. To spend State money within reformatory or State prison for the reformation and rehabilitation of the prisoner and then to release him on parole without adequate supervision, is folly. The State is negligent if it does not provide a thoroughly adequate parole system. We speak with the experience of years, and as a society which more than any other organization in the United States has conducted parole supervision.

Ultimately there should, in our opinion, be one parole board for State prisons and State reformatories, and one well-equipped parole staff for the effective supervision of all men released on parole from these institutions.

#### VI.

**"It is strongly to be desired that a system of special treatment be adopted for adolescent criminals whether recidivists or not."**

With this principle the State of New York is in general agreement. We are justly proud of many of our juvenile reformatories.

In the western part of the State is an institution, the Industrial and Agricultural School at Industry, that was generally conceded by members of the International Prison Congress to register high-water mark in the treatment of juvenile delinquents. We are justly proud of the general adoption in New York State of the principle of reformatory treatment for juvenile delinquents.

Yet several institutions now lacking are indispensable to a relatively complete system of correctional care of adults and more youthful offenders. One of these necessary institutions is a State reformatory for misdemeanants between the ages of sixteen and twenty-one. We repeat our statement of our last annual report, that a reformatory for young misdemeanants is vitally necessary for several reasons:

(a) *To imprison boys among hardened offenders in jails and penitentiaries is, from an economic standpoint, very costly and extravagant.* Why should the State develop criminals in one set of institutions, whom it must later at large expense confine in another set of institutions, during a comparatively long term, for serious crimes often committed at society's expense.

(b) *To imprison boys among hardened offenders without industrial or educational facilities is to lose an important chance to make a workman out of an idler.*

(c) *To imprison a boy among older and hardened criminals is to commit a grievous sin against a boy.*

Strong testimony as to the need of a State reformatory for misdemeanants has been given in two successive years by the New York State conference of magistrates, who have each year

advocated the establishment of such a reformatory. These magistrates represent a majority of the cities of the State.

In 1905, a New York city reformatory for misdemeanants was established on paper. We are now six years older, yet the merest semblance of a reformatory system is all that has yet developed on Hart's Island. It is encouraging to record now that the present commissioner of correction has with much care caused comprehensive plans for a modern reformatory to be drawn, and has shown a commendable inclination to gather from specialists in the prison field all useful suggestions tending to make the institution architecturally of a high grade. If the administration can be made equally good later on, New York city will have gained an excellent institution.

#### VII.

**"Tribunals should be able to sentence to special treatment (a) which should be sufficiently long to permit of the full application of all possible means of reformation: (b) to admit the right of conditional liberation as mentioned above."**

This is a resolution which urges such changes in the penal law of states and nations, not now having the same, as shall enable a court in the first place to avoid giving short sentences, and in the second place so to sentence a convicted offender that the offender may later be eligible for conditional liberation or parole.

Such advantages are now by the penal law of this State provided in the case of sentences for felony, when the offenders are sentenced to the State reformatories or the State prisons. Conditional liberation with commutation for good time is possible in our State prisons in the case of recidivists, and it is also possible in the case of sentences to one year in our county penitentiaries. Straight sentences without good-time commutation are given when the sentence is for less than one year and is for a misdemeanor. In the case of women committed to the New York State Reformatory for Women from New York city, the sentence is an indeterminate one with a maximum of three years. In the case of commitment to juvenile institutions, such as the New York Juvenile Asylum, the New York Catholic Protectory or the House of Refuge, the sentence is indeterminate, but the committed delinquent may be held by the board of managers until his majority.

## The Indeterminate Sentence.

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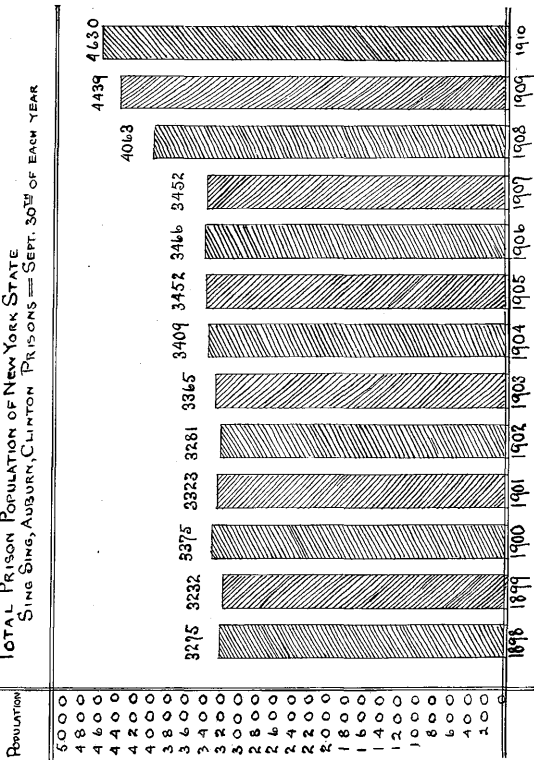
The following resolutions adopted by the International Prison Congress were perhaps the most important resolutions passed. At many successive international prison congresses, the representatives of the United States have advocated the indeterminate sentence, that is, a sentence with at least a maximum and minimum period of imprisonment. This form of indeterminate sentence prevails in our State prisons. Another form of indeterminate sentence is that of Elmira and Napanoch reformatories, which provides no minimum, but provides that the maximum period of detention of any inmate shall be not more than the maximum period to which said inmate might have been sentenced had he received a definite sentence for the crime which he committed. In no State of the Union does an absolutely indeterminate sentence exist. In juvenile reformatories, sentence is frequently indeterminate with a maximum expiring at majority. The adoption of the following resolution was felt to be a victory for American penological principles and was a result due in part to a far better acquaintance with American institutions on the part of the delegates to this Congress, who for the two weeks prior to the sessions of the Congress had visited many American institutions in various cities as the guests of the United States.

### I.

**"The Congress approves the scientific principle of the indeterminate sentence."**

This resolution passed on the ground that the Congress should either have nothing to do with the principle of the indeterminate sentence in any form, or it should accept the indeterminate sentence for certain classes of offenders and with certain modifications. The difficulty faced by many of the foreign delegates was expressed by one who said: "In the minds of people everywhere the idea of imprisonment as a penalty, as a retaliatory movement on the part of the community against

TOTAL PRISON POPULATION OF NEW YORK STATE  
SING SING, AUBURN, CLINTON PRISONS — SEPT. 30<sup>TH</sup> OF EACH YEAR



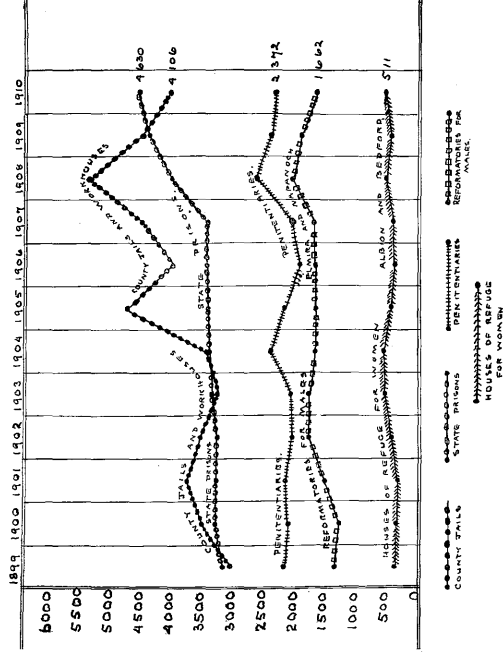


Table showing prison population of New York State on October 1st of each year, 1899 to 1910 inclusive



which the criminal has offended, is too natural and too deep-seated to be lightly brushed aside. There are, moreover, a number of offenders who are not really bad who commit some minor offense as the result of exceptional circumstances which may never recur. For such offenders, it would be absurd to apply a system of reformation; they have violated a rule of social conduct and should be made to pay a definitely prescribed penalty."

Other delegates from Latin countries pointed out that the principle of the indeterminate sentence in their opinion is inapplicable save in Anglo-Saxon countries.

**Earning One's Way out of Prison.** "It must not be forgotten," said one of the delegates, "that in Latin countries, it has taken centuries to establish the principle of

determination and to substitute for the whim of the executive a clearly defined, distinct penalty for the offence against the law. Indefiniteness as to the gravity of the crime, as to the rights of the accused and as to the term and variety of punishment are characteristic features of a tyrannical and unhappy epoch. To reintroduce indefiniteness would be running counter to popular notions of penal justice which are now a part of the public conscience in the Latin countries."

It is well worth while that American friends of the indeterminate sentence should know that one of the principal grounds for objection to the indeterminate sentence has been the desire to protect the prisoner from the arbitrary action of the judge. But in general, foreign delegates to the Congress found in this country that the criminal is far better protected from any possible whim of a judge by the indeterminate quality of the sentence, when the body deciding upon the length of time the prisoner shall serve in an institution is a competent parole board with which the sentencing judge has nothing to do. So the Congress approved the scientific principle of the indeterminate sentence, recognizing that the strongest ground for good conduct and industry in prison is the hope for liberty in the form of diminution of the term of imprisonment.

## II.

**"The indeterminate sentence should be applied to moral and mental defectives."**

Here the Congress touched upon what is a weak point in most prison systems, namely, the treatment of criminal defec-

tives. We quote from a paper read before the New York Academy of Medicine by the general secretary of the Prison Association on January 19, 1911:

"Reformatory methods are based upon the assumption that prisoners of normal or average mentality may be benefited by their careers in the institution. Yet the senior physician in Elmira reformatory has stated recently that his records, extending over many years, show that at least thirty-nine per cent. of the inmates are mentally defective. The general superintendent of the reformatory has recommended to his board of managers the introduction into the present legislature of a bill permitting the reformatory to transfer the imbeciles now at Elmira reformatory to a custodial asylum.

"Present laws permit of the transfer of insane criminals from penal institutions of the State to hospitals for the criminally insane, but not for the transfer

### **A Problem of Highest Importance.**

of the feeble-minded to custodial asylums of that class. So the thirty-nine per cent. of mentally defective inmates of the reformatory are ultimately released or discharged from that institution. Of seventeen such imbeciles paroled to the Prison Association in 1904, twelve had previously been arrested and ten had previously been imprisoned. At least five of the seventeen have been in prison since their release from the reformatory in 1904. One of the men reported as imbecile had been six times arrested and three times imprisoned before his commitment to Elmira, and is now a fugitive from justice. Of the sixty men recorded as defective mentally in a group of 450 men paroled from Elmira reformatory in 1904, forty-two had been arrested prior to their commitment to Elmira and twenty-three, or over fifty per cent., have been arrested since their parole.

The Prison Association of New York, recognizing the absence of adequate study of the treatment of the mentally defective in our correctional institutions, took the initial steps in December, 1910, to organize a special committee on defective delinquents for the purpose of stimulating the study of defective inmates of correctional institutions, of standardizing the methods of such research work, possibly of publishing the results of such studies and research, of gaining public interest in this field, and ultimately of securing general legislation providing for adequate mental and physical treatment of all defective delinquents."

It is true that there exist two excellent institutions for the treatment of the criminal insane in this State, but there exists no special institution to which there can be transferred from penal institutions inmates who are feeble-minded, epileptic or suffering from venereal diseases. Nor is it customary (or in the case of misdemeanants possible) to transfer to the tuberculosis hospital at Clinton State prison inmates of institutions other than State prisons suffering from tuberculosis.

It is a grave question whether the indeterminate sentence should have any maximum in the case of those who are seriously defective, either mentally or morally. Non-criminal mental

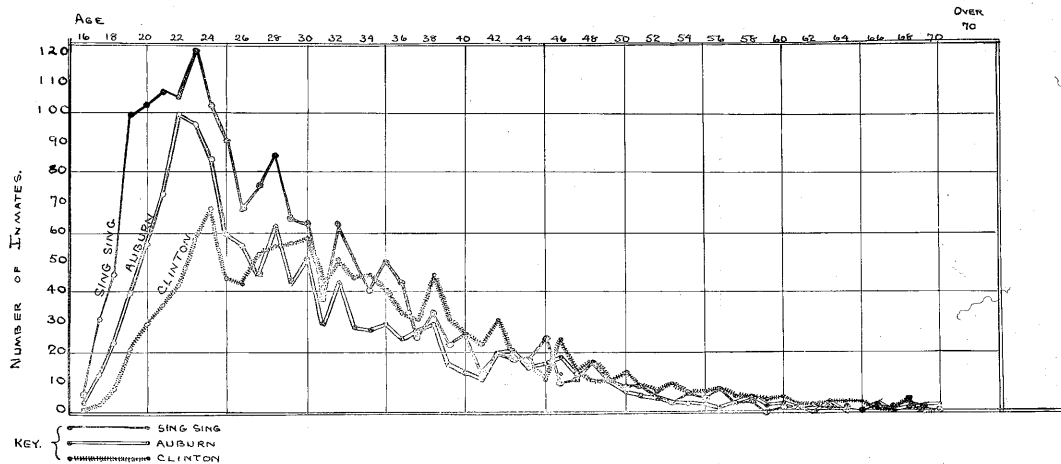


Table showing ages at time of conviction to each of the three state prisons [Sing Sing, Auburn, Clinton], October 1, 1908-September 30, 1909.  
 Compiled from Report of State Superintendent of Prisons, 1909

defectives, once admitted to a custodial asylum, may be retained until the managers of the institution decide that such inmates are competent to be at liberty. Add a criminal offence to the lives of such inmates and it is impossible to transfer them from a penal institution to a custodial asylum. It is to be hoped that legislation will soon provide for such transfer.

### III.

**“The indeterminate sentence should also be applied, as an important part of the reformatory system, to criminals (particularly juvenile offenders) who require reformation and whose offences are due largely to circumstances of an individual character.”**

This resolution naturally received the hearty support of the American members of the International Prison Congress. In several places in this annual report the necessity of reformatory treatment of juvenile offenders is emphasized. American penologists tend to hold the opinion that no criminal is incapable of reformation and that all offences are due to circumstances of an individual character, and that consequently the indeterminate sentence under the provision of the above resolution should be applied to all criminals, except possibly to criminals whose sentences are so short as to preclude satisfactory reformatory efforts in their behalf.

### IV.

**“The introduction of this system should be conditioned upon the following suppositions: (a) That the prevailing conceptions of guilt and punishment are compatible with the principle of the indeterminate sentence. (b) That an individualized treatment of the offender be assured. (c) That the board of control or of conditional release be so constituted as to exclude all outside influences and consist of a commission made up of at least one representative of the magistracy, at least one representative of the prison administration, and at least one representative of medical science.”**

The prevailing conceptions of guilt and punishment in the United States are becoming increasingly compatible with the principle of the indeterminate sentence. An individualized

treatment of the offender is difficult to secure in institutions of over 500 inmates, yet the difficulties facing individualized treatment in large institutions are not sufficiently great to bar the indeterminate sentence. There seems little doubt that at Elmira, for instance, a population of 500 instead of 1,500 would admit of more individualized treatment and also of a longer period of imprisonment than is now the case. The superintendent and assistant superintendent would be better acquainted with inmates and could study them better. Similarly in the State prisons, it is a regrettable fact that the population is so large. Yet these features of present prison administration have developed with the increasing population of the state and are not inherent difficulties, but may be obviated by the erection of additional institutions.

The integrity of a board of parole is absolutely essential, Judges might exercise their wise discretion, prison officials might work for months and even years for the purpose of reforming and rehabilitating their charges only to find in the case of a parole board swayed by political influences, or incompetent by nature, that the work of the court and of the prison officials had been vitiated by the arbitrary action of a few individuals constituting a board of parole. In some states the board of parole has met with exactly this kind of criticism which should stand as a warning to all states in which the principle of the indeterminate sentence has been accepted.

### What Shall We Do With Our Drunkards?

The resolutions of the National Prison Congress on the treatment of the inebriate we shall now discuss.

#### I.

**"The experiments of the last ten years made in certain countries, providing special establishments for the detention of habitual criminal drunkards for long periods, two or three years, have been successful."**

Inebriety is one of the curses of the age. It is a prominent factor in delinquency. The Onondaga county penitentiary reported, for the year ending September 30, 1910, practically four-fifths of its inmates as intemperate. This is indicative of a large proportion of inebriates in correctional institutions.

So long as we treat crime by old-fashioned methods and neglect to regard inebriety as having become in many instances a disease, we shall produce recidivists. Dr. M. S. Gregory, resident alienist at Bellevue Hospital in the city of New York, said in a recent report: "We build and maintain jails and reformatories, workhouses and penitentiaries for criminals, who have become so in the majority of cases as the result of alcoholic poison; yet we make practically no provision for their treatment before they become criminals, and while they are yet reclaimable alcoholics. There is no provision for the alcoholics, either rich or poor. The unfortunate family and friends cannot do anything under the present conditions, even when financial restrictions are no bar. It seems to me that it would be of the greatest aid to humanity if measures might be taken to reduce the consumption of this poison to a minimum and to provide proper curative institutions for those who have formed a habit, but who have not passed the curative stage into one of complete mental and physical deterioration. Such an institution should be custodial as well as educational, and due weight laid on individual moral factors. In such institutions many will find recovery, while for those who do not, proper restrictions will prevent their leading a life of crime."

The board of trustees of the Foxborough (Massachusetts) State Hospital for Inebriates has recently estimated that drunkenness cost the state of Massachusetts in 1908 over \$140,000 to provide institutions for prisoners. Ninety-four per cent. of the prisoners were recorded as intemperate by habit. The Massachusetts experiment of treating inebriates in a hospital, though applied to a comparatively small number, is reported to have yielded good results. Massachusetts has authorized the purchase of a new site, and buildings will be erected, in which the inmates may be classified, with long detention for chronic cases and outdoor work for all.

The futility of New York's present methods of dealing with drunkenness was never better indicated in this State than in a recent study of conditions in the alcoholic ward of Bellevue and at the workhouse on Blackwell's Island by Mr. Bailey B. Burritt, assistant secretary of the State Charities Aid Association. Mr. Burritt points out

**Why Not Do Something for Drunkards?** that from May 1, 1908 to May 1, 1909, of 6,033 persons treated in the alcoholic ward at Bellevue, 284 were treated twice, 110 treated three times, 552 four times, 20 treated five times and 292 from six to twelve times. The total cost of the treatment of alcoholism in that ward, for persons treated only once, was approximately \$29,000. Total cost for persons treated more than once, \$7,000. In short, \$36,000 was expended in one year in a treatment which, according to the alienists at Bellevue, generally "gets nowhere."

The report shows further a number of cases in which several treatments a year are given to the same person, one person having been treated twenty-four times in five years. As if to cap the climax, the following case shows the history of one repeater who suffered from alcoholism.

PLACE.	Appearances.	Days.	Cost.
Arrest.....	34	.....	.....
Police station.....	34	.....	.....
Police court.....	34	.....	\$92.48
City prison.....	34	73	51.62
Workhouse.....	34	1,573	915.49
Almshouse.....	35	4,232	1,426.18
Metropolitan hospital.....	1	4	3.45
Bellevue alcoholic ward.....	1	2	3.16
	207	5,884	\$2,492.37

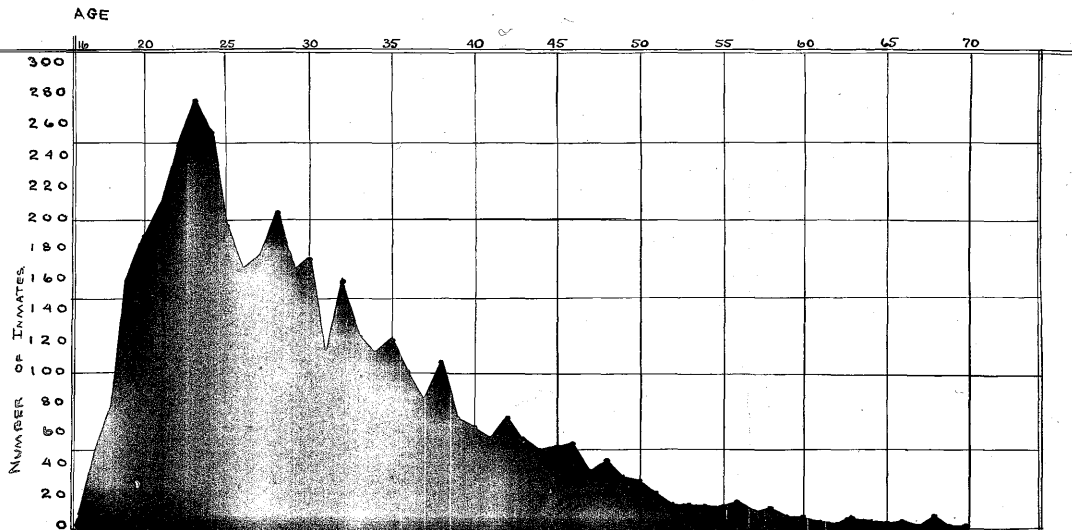


Table showing ages of inmates in all three state prisons, at time of conviction, during year of October 1, 1908-September 30, 1909

The Prison Association heartily advocates the establishment of special public institutions for the treatment of habitual criminal drunkards. Such institutions are successful in England and can be made so in this country. We favored last year a bill introduced into the Legislature by the State Charities Aid Association, providing for the establishment in New York city of a board of inebriety. The bill passed the Legislature and received the approval of the mayor of New York city and of the governor of this State. The bill provided for the establishment by a board of inebriety of one or more hospitals and agricultural colonies for the more permanent treatment of the inebriate. No person should be committed to any institution until every means for his restoration has been exhausted. A comprehensive probation system was provided for by the bill.

This bill was permissive for New York city, not mandatory. The board of estimate and apportionment has not yet taken action on this bill. Nevertheless the bill marks a decided step forward and will, it is to be hoped, result before long in a rational and systematic treatment of the inebriates of this city who undergo arrest.

## II.

"It is not necessary to complete the discipline of these establishments by special medical treatment, but it is essential to the success of the method that the hygienic and medical treatment of the inmates of establishments of this class shall be directed by qualified medical practitioners."

This resolution advocates the general building up of the system of the inebriate rather by normal exercise, fresh air, good food, reasonable hours, rest and labor, than by special medical treatment, except in necessary instances. It goes without saying that the treatment of inmates of such institutions should be directed by those qualified to do so.

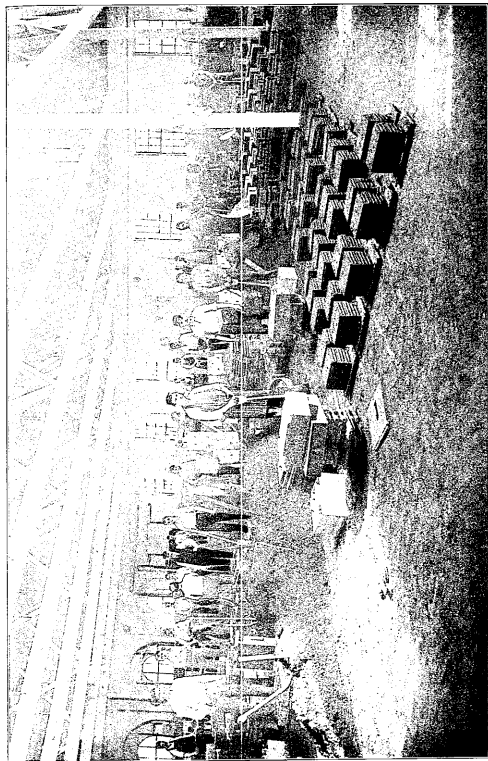
## III.

"The further extension of this kind of detention of the inebriate under State control, with a view especially to arresting the habit in its early stages and to the avoidance of useless and repeated sentences to imprisonment, is desirable."

There will be few who will dispute the above resolution. Short sentences and repeated commitments to lesser correc-



tional institutions for what are considered the less serious offences are in many ways the weakest point in American penology. Long ago, in this State, it was recognized that there should be classification of defectives. The insane, the epileptic, the feeble-minded, the deaf and dumb, the blind—all have their special institution, although in most instances these institutions are crowded. It is just as necessary for the reduction and prevention of delinquency that within correctional institutions the classification should at least divide male from female, young from old, the able-bodied from the diseased, the inebriate from the healthy, the tramp and the vagrant from the skilled and ready worker, and the novice in crime from the habitual offender. Such classification cannot be brought about over night, but the public opinion of this State should be stimulated to recognize that in the absence of classification and in the presence of political management (or mismanagement) of any correctional institution, the State is the ultimate sufferer and the State sins against the individual prisoner.



Elmira Reformatory — Foundry Class

## Labor of Prisoners.

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Under this head the following resolutions were considered and are here discussed:

### I.

**"Prisoners should be paid according to their industry. The amount thus allowed should be administered for them, to support dependents and to provide a fund for their rehabilitation after release."**

Few people will disagree with the statement that prisoners should be paid according to their industry. Throughout the country, however, there is a strong feeling that the products of prisoners' industries should not compete unfairly with the products of free labor. The inability of the present administrations in many states to prevent such unfair competition, without at the same time seriously reducing the market for the output of prison industries, has led either to great dissatisfaction with so-called contract systems, or has resulted in a meagre output as the product of prison labor. In the case of contract labor, some states allow the prisoner to work overtime and thereby earn a certain amount for himself. In other states, under the State Use or State Account system, the prisoner earns nothing or practically nothing beyond his maintenance, frequently not even paying for the latter by products of his labor.

The congress recognized that conditions vary not only in the countries of the world, but also within the various states of the United States, and no specific resolution was adopted outlining a plan for the payment of prisoners. In New York State, the State Use system prevails. It is the only system legally maintained in any of the penal institutions of the State. Its extension was not furthered by any legislation during 1910, although bills providing for extension of the State Use system in the penitentiaries and in the county jails were introduced into the Legislature.

The same unhappy, detrimental and absurd condition still prevails in several of the county penitentiaries and in very many of the county jails that has prevailed for years. The inmates of the Albany county penitentiary remain practically in idleness, likewise the inmates of the Erie County penitentiary.

**The State an Offender Against the Criminal.** At the Onondaga county penitentiary a quarry occupies a large number of the prisoners in the summertime and the stripping of willows engages some two hundred or more men during the winter. The

products of the quarry, however, are not drawn upon to any extent by the towns of the county, and comparatively little stone was manufactured in 1910. The willow stripping industries at the Onondaga county penitentiary have existed for some years, the work having been done by contract for the town of Salina and for the village of Liverpool. It is an occupation which does not teach a trade, the number of willow strippers on the outside being more than enough to fill the demands for that occupation and the wages for this occupation being relatively small.

At the New York county penitentiary on Blackwell's Island, the industries approach in character those of our State prisons and in comparison with the extremely small amount of work done in other county penitentiaries, the New York county penitentiary stands as a gratifying exception. Nevertheless, the New York Prison Association knows that the work in the various departments could be greatly extended and additional industries created at the penitentiary on Blackwell's Island, and feels that the city should make an appropriation sufficient to enable the commissioner of correction to install such industries as in his judgment can produce articles for the use of other city departments.

The resolution cited at the beginning of this section stated that prisoners should be paid according to their industry. Prisoners, however, should be required by the State or the respective political divisions of the State first to earn their own maintenance. Until that occurs, money given to them in the form of wages is practically a charity. That the earnings of prisoners (if there are earnings) should be used first for the support of their dependent families is a principle that meets general approval. The Prison Association is repeatedly called upon to give aid to dependent families of prisoners. It is a

sad situation in this State, that by the imprisonment of a breadwinner for a crime the greatest physical suffering is liable to be inflicted upon his innocent family. Until the time shall come when by extension of the State Use system, or otherwise, prisoners shall be able to lend partial support to their families by their labor while in prison the help of the Prison Association in New York city, and to some extent outside of the city, will be necessary, thus making evident the truth of the second resolution, which states:

## II.

**"For the present, it does not seem practicable for the State to carry out the full program of relief. Until that idea shall be practicable, it is advisable that committees and prisoners' aid societies should be the chief distributors of relief for the State and furnish the same when not otherwise supplied."**

We have discussed the two resolutions above mentioned as though they had passed the Congress. As a matter of fact the resolutions were referred back to the section where they originated, and were made to read as follows:

*RESOLVED, That it is desirable that the State should allow payment to be made to prisoners and that steps should be taken to provide that any sum of money accorded to prisoners should be available for the assistance of their families if in need.*

In this form the resolution passed. It is a weakened amendment of the resolution above mentioned. For the purpose of our discussion, we have noted the strong resolutions, which in general were accepted by members of the Congress.

## Work in Smaller Prisons.

The resolutions on this subject were as follows:

### I.

**"All penal institutions, including houses of detention and jails, should be under the control of a central authority."**

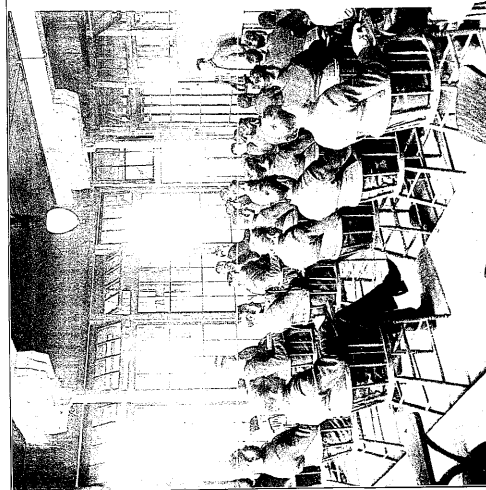
This resolution would probably not be agreed to by specialists in prison work in the State of New York, except in part. At present our three State prisons and two hospitals for the criminal insane are under a central authority, the Superintendent of Prisons.

The two reformatories for males between the ages of sixteen and thirty years are under the authority and management of the board of reformatory managers.

**A Central Management of Correctional Institutions.** The correctional institutions of the city of New York are under the department of correction. County penitentiaries are under the boards of supervisors of the counties in which they are located, except in New York county.

The New York county penitentiary is under the administration of the department of correction. The county jails are under the management of the county boards of supervisors, except that in New York city the workhouse and the Tombs, administered by the department of correction, take the place of a county jail. Throughout the State, police stations in the cities and lockups in the rural districts are under city or town management. In short, there is far more divided authority than centralized authority in the management of correctional institutions.

Yet no one has recently proposed that all correctional institutions should be under control of a central authority, which would naturally be the State. It is possible and prob-



Elmira Reformatory — Class in School of Letters

able that before many years the county penitentiaries will become what they ought to become, State district workhouses. Their present management is inadequate and unmodern. The counties have little pride in their penitentiaries, and the institutions are too often looked upon as a part of the spoils system.

That one central authority, administering prisons, reformatories, penitentiaries, and jails would be able, if the appointments were of sufficiently high grade, to administer the penal institutions more satisfactorily than at present, is probably true. On the other hand, there is no doubt that in many respects the present administration of the State prisons through the Superintendent of Prisons, and of reformatories through the board of reformatory managers, is yielding excellent results. There is a strong feeling also that in the case of institutions for special classes of defectives or delinquents there should be a board of managers for each institution. The two opposing views are best illustrated by the centralized administration of the State prisons on the one hand, and by the administration of the reformatory institutions for women on the other hand, each of the latter institutions having its separate board of managers. A compromise measure was introduced into the Legislature of 1910 by means of bills providing for the introduction or extension of industries in the penitentiaries and jails and the sale of the products of these institutions through the State Prison Department, in the same manner in which the State prison products are now disposed of.

## II.

**"All persons, whether sentenced for long or short terms, and whether confined in large or small prisons, should be employed at useful labor."**

This is almost an undisputed principle. The arguments against prison labor in this State are not that the prisoner should be kept in idleness, but that the products of his labor should not compete in the open market with free labor. The prisoner's health requires that he should have a certain amount of labor. Imprisonment without labor is bad, because labor is disciplinary as well as healthful. The prison should furthermore seek to obtain from the labor of prisoners as much of its maintenance cost as possible.

## III.

"So far as local conditions permit, all persons serving sentences should be concentrated in institutions large enough to permit of the effective organization of labor, leaving local jails and houses of detention solely for prisoners awaiting trial.

This resolution embodies principles for which the Prison Association has long contended. It is most deplorable that prisoners awaiting trial and still presumptively innocent should be confined in the same jail and be allowed freely to mingle with prisoners serving sentences after conviction. Local jails should be houses of detention. Prisoners after conviction should be concentrated in district workhouses, if they are not committed to State prisons or reformatories, and should there be required to work reasonably hard for a reasonable period during each day. If special institutions were provided for young misdemeanants and for tramps and vagrants and for the inebriate offender, the district workhouses would lose a considerable portion of their population and would receive from the jails those who now serve their term in jail because their sentences are short or because the penitentiaries are crowded.

The evil of the short sentence has also been emphasized almost *ad nauseam* in our reports. Short sentences are so ineffective as a cure for crime that penologists today tend to advocate either the suspended sentence with probation, or a period of imprisonment sufficiently long to produce under satisfactory prison conditions a lasting reformatory effect upon the prisoner. The concentration of persons serving sentences in institutions large enough to permit of the effective organization of labor would make such an institution more productive, more able to earn the costs of maintenance, and would admit of the classification and individual treatment of the prisoner in a way now impossible in county jails.

## IV.

"Where such concentration is not possible, various kinds of labor should be introduced, depending upon the economic conditions in a given locality."

During 1911, representatives of the Prison Association will visit so far as possible all the county jails of the State, having

specially in mind possibilities for the development of labor in connection with these institutions. We recognize that for a considerable time to come the county jails will probably be used as places of imprisonment. It is the duty of the Association to be constructive in our suggestions for the employment of prisoners. We hope that our report in 1912 will contain many useful suggestions along this line.

## V.

"It would be desirable that the large prisons, with well organized industries and effective industrial equipments, should serve as training schools for the men who will later take charge of the smaller institutions."

The necessity of training men and women for prison administration is apparent. The Superintendent of Prisons announced during the early part of 1910 that training schools for prison officials would be established within the State prisons in the latter part of 1910. No action of this sort has as yet been taken. There is no training school in this State for prison officials. The Prison Association has advocated such a training school, and it is possible that the School of Philanthropy, under the direction of the Charity Organization Society, will to some extent impart instruction of this character in future years.

Appointments in the county correctional institutions are frequently political. Appointments in the reformatories and the State prisons are much more satisfactory, yet it certainly is not of high advantage to the State that wardens and subordinate officials should be appointed who have had no previous training in prison administration. It is uneconomical, and the administration of prisons by persons unversed in penological principles is apt to bring discredit upon the State.

The problem of working out a training school for prison officials is one that should demand the attention of the State Prison Department, the State Commission of Prisons, the Board of Reformatory Managers and the Prison Association. We suggest that a conference of the representatives of these various bodies be held to take up this question.

## VI.

**“Officials of smaller institutions should include, if possible, at least one man competent to direct industrial work.”**

This resolution hardly needs to be amplified. It is the duty of the State not only to furnish and require labor in its prisons, but to see that the kind of labor required is of a character to fit, so far as possible, the laborers for useful work and self-support when they leave prison.

# THE

## FIRST RATE MESSAGE

### ON BUSINESS MESSAGES

DIX CAN NOT BAR ROAD TO PLUNDER, ASSERTS NEWCOMB

Says the "Hungry and Thirsty" Are Knocking at the Door and Will Be Satisfied

## BUSY RESIGNS AS PRESIDENT OF STEEL COMPANY

Resignation Approved By Judge Gary To Take Effect at the Pleasure of the Directors

**LIRELY HE WILL HAVE NO SUCCESSOR**

Albany, Jan. 1. As the Legislature goes to the adjournment this afternoon, the bill through the referendum process, and the Legislature will be in session for the first time since the passage of the referendum bill. It is believed that the bill will be passed in the next session, and that the referendum will be held in the next year.

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Charles F. Thompson, of the Albany, N.Y., has been elected to the Albany, N.Y., and will be in session for the first time since the passage of the referendum bill.

Washington, Jan. 1. A sailing club has been organized in Albany, N.Y., and will be in session for the first time since the passage of the referendum bill.

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New York, Jan. 1. William E. Comp, president of the United States Steel Corporation, resigned today, and it is likely that he will have succeeded in his resignation. The resignation was announced late this afternoon by Robert H. Gary, chairman of the board of directors of the corporation, and will take effect at the pleasure of the directors.

It is the present opinion of the members of the finance committee that there should not be elected a successor to Mr. Comp in the immediate future, if at all. The experience and talents of Mr. Comp have been of great value to the corporation, and his resignation has been largely confined to that office.

It is believed that the resignation of Mr. Comp will be a great loss to the corporation, and that the corporation will be in a difficult position to find a successor to Mr. Comp in the immediate future.

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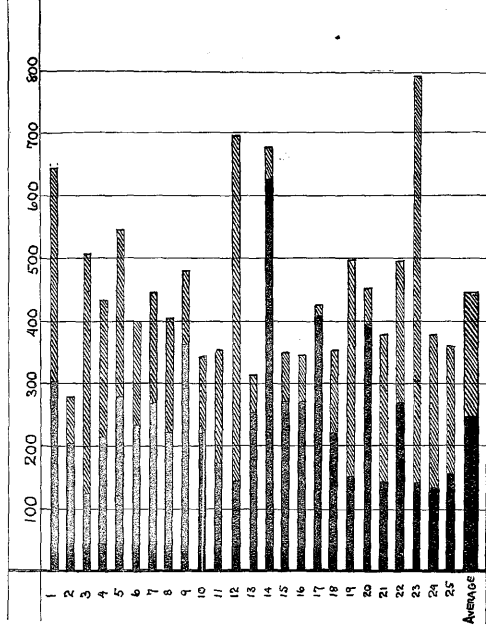
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Table showing the per capita annual cost in marks of each of the 23 labor houses of Prussia (1907-1908), and the per capita annual cost for the same period. The complete line represents the gross per capita annual cost, and the broken line represents the net per capita annual cost. The shaded line represents the net per capita annual cost, in marks.



## Shall We Have Tramps and Beggars?

### I.

**"Society has the right to take measures, even compulsory, against mendicants and beggars."**

The question of vagrancy will not down. No State or locality can with impunity bury its head, ostrich-like, in the sand, disclaiming knowledge of the seriousness or extent of the vagrancy question, or condoning all begging and tramping because occasionally an honest man is "down-and-out" because of unemployment. No State

of the Union has as yet a systematic method of dealing with tramps and vagrants. Some states simply have worse systems than others.

Tramps and beggars often become petty criminals. They are parasites upon the body politic, expensive whether as recipients of indiscriminate or organized charity, or as inhabitants of charitable or correctional institutions.

Society has the right to protect itself against crime. Beggars and tramps are offenders against the law. Americans, being as a rule soft-hearted and long-suffering, often twist the gospel of "another chance" and a "square deal" into the sentimental policy of "passing on" and forgetting the hapless, penniless wanderer.

The press of the land teems ever with accounts of the depredations of tramps. Railroad property is stolen or destroyed, dwellings are burned, women and children

are assaulted, disease is spread, morals are contaminated, and vicious degeneracy is cultivated. The customary habitats of the vagrant class are unsanitary lodging houses, dirty jails, town or county supported almshouses, and, on the road, the freight or passenger trains upon which free rides are

sought, often ending with dangerous altercations with long-suffering train crews.

The existence of vagrancy is incompatible with rational social progress. The tramp, industrially somewhat efficient in his early years of vagrancy, becomes an habitual idler, a menace to society, and a very definite expense to any community in which he happens to be.

He is no windmill of straw. There may be a half-million vagrants in the United States; there may be but half as many. Whatever the number, that number is too large. What excuse is there for the vagrant? Who benefits by him? Only the fringe of industrial society that maintains shelters for him, or profits by his misdeeds. Merchants sell him few goods; industries manufacture few articles for his purchase. Transportation lines lose instead of earn from him; hospitals, almshouses and jails spend money to support him.

Why do we blandly continue to tolerate him? Largely because we have not "gotten that far" in our correctional methods. The presence of the occasional

### Why Have Vagrants?

earnest but penniless seeker for work still makes the presence of thousands of vagrant parasites possible. With a singular perversity we tend to turn the lesson of the ancient parable around and to say with self-gratification: "As long as one of the hundred may be honest, I will not harm the other ninety and nine," forgetting that thereby the one honest man is allowed still further to travel along the road so familiar and so demoralizing to the ninety and nine that have preceded him.

### II.

**"The right of society to take measures of social preservation involves the duty, on the other hand, of systematically organizing public and private charity societies in aid of prisoners."**

To what extent is the State of New York organized to care for ex-prisoners or non-prisoners "on the tramp?" Let us at the outset recognize the fact that, save in times of industrial depression, the bulk of the great army of the vagrants does not need to travel. Work is not so scarce that, as in continental countries, the search for work compels vast regiments of

workers to tour the country on foot. The normal wage-earner will testify to the fact that, hard as it is to make both ends meet, the ends can generally be met in most trades as well in the community in which the worker dwells as in some other community.

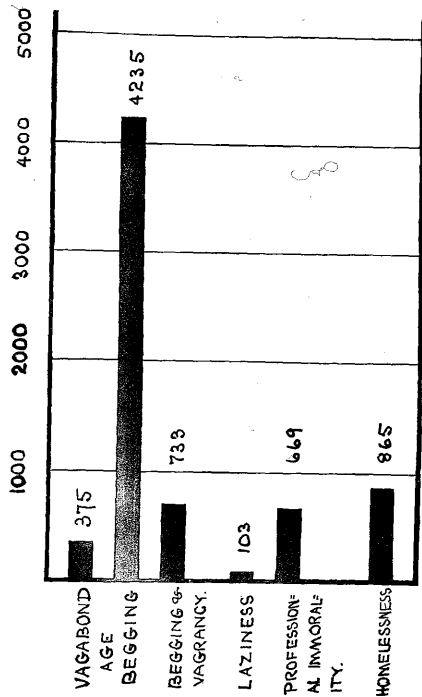
Were this not so, the further fact cannot be blinked that the great majority of the tramping army are of the less-skilled or unskilled classes. Unskilled and casual labor is precarious and unsettled in most communities. It is very seriously to be questioned whether the underlying motive for tramping (by which one means riding trains, in general) is the search for work or the gratification of the desire to wander and to be "somewhere else."

Provision for the tramping ex-prisoner or the non-prisoner should take the form of charitable societies, employment agencies, and public institutions where in

**What Do We return for work rendered, food and lodging  
Do Now?** may be secured. New York State in its

larger urban centers is well provided with charitable agencies. Many of the charitable societies of the State have industrial facilities for the temporary employment of homeless men. Let us remember, that to the experienced vagrant such agencies are better known than to the average citizen of the community in which the vagrant ostensibly seeks assistance, and that such communities are not attractive to tramps that seek unrecompensed assistance. Furthermore, the plea of the vagrant that he is far distant from agencies for charitable help raises at once the question why he should have departed from such agencies, the knowledge of which is surprisingly general in the world of wanderers.

The experiment with free employment agencies in this State, some years ago, seemed to show that the free employment agency was placing in New York city, mainly a low grade of labor, and that this was overlapping the work of commercial agencies that were better equipped to perform this work. Throughout the United States, according to a careful investigation made in 1908 by Edward T. Devine of the New York Charity Organization Society, the free public employment agencies seem to be in general influenced by politics. On the other hand, continental countries, and particularly the several political divisions of the German Empire, have developed labor registries of no mean efficiency. Great Britain during the last year is reported to have established over two hundred labor



Causes of Commitments to Prussian Labor Houses, 1907-1908

registries, recognizing that facilities for the proper exchange of labor are essential to any large handling of the problem of the unemployed.

Each county of the State of New York has its almshouse, which in the case of the incapacitated — and often in the case of the able-bodied vagrant — can be called upon for assistance. Too often such aid is given without compensatory work, which should be a matter for radical change in many a county.

Obviously, however, this State is on the one hand equipped with no system of labor registries, and, on the other, with charitable agencies, that would furnish to the

**The Menace of the Future.** tramping man assurance of finding work or care in communities not too far distant from each other. On the other hand, there should be emphasized the fact, almost universally testified to by charitable societies, employment bureaus, almshouse authorities, and prison wardens, that the tramping man is generally not seeking work, but fleeing from it. There will come a time, undoubtedly, as the nation's population increases greatly, when this country will be confronted with the more comprehensive and urgent problem of the unemployment of large masses seeking work. Today we face only occasionally and in various localities such an "unemployment problem." The "vagrancy problem" is its precursor. Continental nations, through their experience, say to the United States: "Take time by the forelock and deal rationally and adequately with your increasing flood of vagrants."

### III.

"There is need of different treatment of mendicants and vagrants, according as they are (a) incapacitated or infirm; (b) accidental mendicants or vagrants; (c) professional mendicants or vagrants. The first class need assistance until they shall have recovered the necessary ability to support themselves. The second class should receive public or private assistance or should be received in refuges or relief stations where work will be compulsory. The third class should be subject to severe repressive measures of a nature to check recidivism."

In short, adequate assistance for the sick or the infirm beggar or vagrant; temporary help for the accidental beggar or

vagrant, with a work requirement if he is able to work, and severe repressive measures for the work-shy.

Our failure to treat the problem of begging and vagrancy on a large plan has resulted partially from our absence of classification of beggars and vagrants. In dealing

**Classification.** with tuberculosis we have recognized three classes of cases: the incipient, or curable; the more advanced, or helpable; the far advanced, or cases to be segregated for the purpose of eliminating infection of others. So with vagrancy, and begging, should we classify and treat differently the curable classes in the first stage of vagrancy; the helpable cases, and the unhelpable or vicious cases that demoralize others.

#### IV.

**"As a necessary means for aiding in the suppression of wilful and professional mendicancy and vagrancy, workhouses (*maisons de travail*) for professional mendicants and vagrants should be established."**

By workhouse is meant an institution where inmates are compelled to work, not where they are to be maintained in comparative idleness as in the New York City Workhouse or in many of the county jails and county penitentiaries. Work is the antidote for vagrancy. Whenever work is systematically adopted in correctional institutions, the population of such institutions falls off, in so far as the inmates have more or less choice as to committing offenses which will ensure their commitment to these institutions. Men would far rather go into the disgraceful idleness of the Albany County Penitentiary than into the fairly active industrial life of the penitentiary on Blackwell's Island.

That an immense amount of recurrent visits to jails and penitentiaries in New York State exists has been often shown.

In fact, the counties of our State expend hundreds of thousands of dollars annually to support loafers in jails and penitentiaries, whereas the introduction of active industries into these same institutions would not only become a source of some profit to the counties, but would materially lessen the number of inmates in some of the notorious "winter resorts for tramps."

Such a reorganization of the penitentiaries and jails of our State would be but part of a comprehensive plan for dealing with mendicancy and vagrancy. Never should we forget that the county jails, of which there are over sixty in this State, are not originally or properly for the imprisonment of convicted offenders, but for the detention of prisoners awaiting trial. For misdemeanants after conviction the penitentiaries exist. These penitentiaries are so filled in the winter months with tramps and rounders and work-shys that many misdemeanants who might be sent to penitentiaries are after conviction held in county jails. Few county jails are architecturally suitable places for even short-term men, who should be congregated where their labor may be made use of, and where they may be classified, systematically dealt with, and be subjected to industrial and moral influences. Furthermore, the association of persons awaiting trial with persons convicted of crime is, from the moral standpoint, unpardonable. Yet many of our county jails accomplish exactly this result. What valid excuse can State or county give for herding thus the innocent and the guilty? The counties commit an ethical, if not a legal crime, upon tens of thousands of persons each year whom the courts upon trial find innocent of crime. How long must this governmental crime continue?

It will continue until from the penitentiaries are eliminated the professional tramps and work-shys. Hence the agitation during recent years in this State for a labor colony for habitual tramps and vagrants. In 1909 and in 1910 bills were introduced into the Legislature providing for the establishment of such a labor colony, "for the detention, humane discipline, instruction and reformation" of the inmates of said colony.

Such a colony would be more deterrent than reformatory, though inevitably a certain percentage of reformations would be accomplished. The great value to the State would be economic. Such a labor colony would be the strongest possible argument in the State to discourage vagrancy. A commitment to this institution being indeterminate, with a maximum of eighteen months for first offenders, the attitude of would-be work-shys would undergo a radical change as to the desirability of imprisonment as an antidote to the winter's cold and the difficulty of living by one's own exertions. The establish-

ment of a compulsory tramp colony would furnish an outlet for the most useless inmates of the county penitentiaries, freeing these institutions for a more useful and helpable class of offenders. The county jails could then be used far more than at present for prisoners detained for trial.

Such compulsory industrial colonies, while not introduced as yet into this country, are of long standing in European countries, particularly in Germany. They do not solve the vagrancy problem, nor even rehabilitate many professional vagrants, for the professional work-shy is a most difficult subject for rehabilitation.

**What Foreign Labor Colonies are Doing.** They do segregate a vicious and parasitic element from society, removing them for considerable periods and reducing vagrancy by the comparative severity of their sentences.

Some statistics from twenty-five such labor colonies and institutions in Prussia are illuminating.

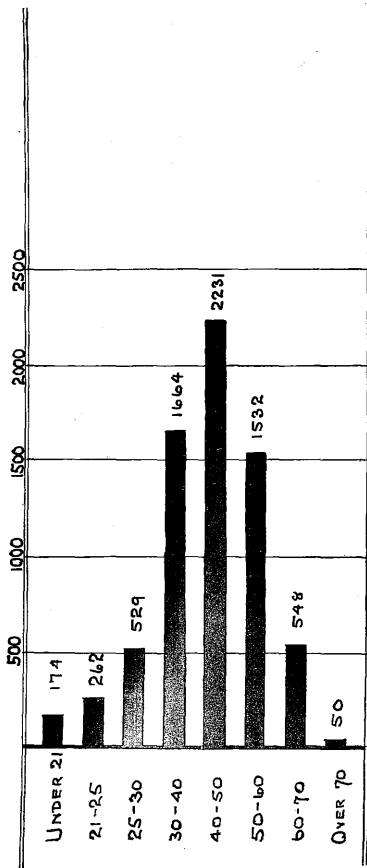
The twenty-five compulsory labor colonies and institutions in Prussia had a population in 1907-08 of 15,495. The average daily population was 7,528. There were committed to the institutions, for vagabondage, 375; begging, 4,235; begging and vagrancy, 733; laziness, 103; professional immorality, 669; homelessness, 65.

The periods of commitment are specially to be noted. Of the 6,988 persons committed during the year, only twenty-five were committed for three months or less; sentences from three to six months were imposed upon 1,685, while 3,594, or 51 per cent. of the total number of inmates committed during the year were committed for periods of from six months to two years. A commitment of two years was given to 1,684 persons. It is very evident that the Prussian labor colonies (*Arbeitshäuser*) are not "winter resorts for tramps," nor are they resorts of idleness, as is shown in the following schedule of work.

(Program of the Prussian Tramp Prison of Benninghausen.) The day begins for the inmates at 4.30 during the summer months, (April 1st, to September 30th,) and at 5.30 during winter and on Sundays and festivals. The hours are divided as follows:

**A Foreign Program of Daily Work.**

- 4.30 A. M. At the sound of the bell every prisoner has to rise, dress and wash, and in a quarter of an hour must have arranged his bedclothes and be ready to leave the dormitory.



AGES OF INMATES, PRUSSIAN LABOR HOUSES, 1907-1908.

- 4.45 A. M. Assembling in the corridors the prisoners are numbered, after which "they shall offer up at word of command a silent prayer." Then the field laborers, the implement room workers, and the bakers go to the dining-room, and the weavers, tailors, shoemakers, cigarmakers, and the female inmates to their workrooms, there to begin at once their work.
- 4.50 A. M. The bell sounds for the morning meal (soup and bread), the inmates going to the same in bands in charge of the overseers.
- 9 A. M. Work is continued without interruption until 9 A. M., when there is a pause of a quarter of an hour for bread and beer. (It should be remembered that in many sections of Germany beer is regarded as a staple article of food.)
- 11.40 A. M. A pause for dinner, which is partaken, like breakfast, in bands. (For the outside laborers a different order is followed.)
- 12 to 1 P. M. A pause, during which the prisoners have at least a half hour in the open air.
- 4 P. M. A pause of a quarter of an hour for bread and beer.
- 7.15 P. M. (In winter and on Sundays and festivals 6.15 P. M.) The bell rings for supper, and work ends for the day.
- 7.50 P. M. The prisoners are examined for the detection of forbidden articles, and at 7.55 they are marched away to bed.

The workday is thus about twelve hours in summer. But while as a rule the hours are the same for all, work is not altogether measured by time, but according to the capacity of the individual inmate, and where the tasks imposed are unfulfilled at the close of the day owing to evident sloth or insubordination, some sort of punishment follows.

To cite this German regime does not mean that we advocate its adoption, as it stands, for a somewhat similar American institution. But how are we treating our tramps and vagrants now in some New York penitentiaries? We quote from an official letter sent by the secretary of the State Prison Commission of New York (a body appointed by the Governor of the State) to the supervisors of Dutchess county, in November, 1910, warning them not to send prisoners to the Albany County Penitentiary. Let us remember in this connection that a liberal portion of the inmates of the Albany County Penitentiary are tramps and vagrants.

"Until the more important recommendations of the Prison Commission are carried out, the penitentiary is an unfit and degrading place for any prisoner to be confined. \* \* \* In each cell are two bunks, one above the other, each two feet wide, and attached to iron frames, on which the prisoners sleep. The bunks are without bed clothing, and the sagging canvas bottoms leave a narrow depression on which the prisoners sleep between bars. The only ventilation in the cell is a four-inch hole in the rear, and most of the holes are stopped up, the prisoners explain to keep out the

**A Wretched  
Condition in  
this State.**



vermin. The cells are unclean, except in the woman's section. The prisoners receive blankets when they enter the penitentiary, and these blankets, unwashed, do service throughout the term. Some of the prisoners are in for from six to twelve months. The male prisoners must sleep naked or in the striped prison suits. They remain in their cells fifteen out of the twenty-four hours, and eat all their meals in their cells from tin plates and cups. Where two prisoners occupy one cell, the condition is intolerable. The idleness of the prisoners is deplorable. Most of the prisoners have nothing to do, and more than half of them sit idle in their cells or in the prison workshop all day. No efforts are made to instruct them in any kind of work, and there are not enough baths to keep the prisoners clean."

This is an official report on an institution not five miles from the legislative chambers of New York State, in the year 1910. Is there need of a change of administration in the treatment of tramps and vagrants? Is it any wonder that the county and the state can not deny the charge that some of our institutions are schools of crime and makers of tramps and vagrants? How long shall we stand it?

#### V.

"Within these institutions (continues the recommendation of the International Prison Congress) comprehensive systems of classifications of inmates should be made, separating the inmates requiring discipline from other inmates, and providing a class or classes for the more industrious or better behaved, with such inducements as are proper and conducive to the reformation and progress of the inmates toward rehabilitation."

This resolution simply emphasizes the supposedly American doctrine of the "square deal". The Congress went on record as affirming that "no prisoner, no matter what his age or past record, should be assumed to be incapable of improvement, and that it is in the public interest not merely to impose a sentence that shall be retributive and deterrent, but also to make an earnest effort for the reformation of the criminal." This granted, and in fact put into practise in our State prisons and reformatories, why limit the principle, thus denying to the miserable unfortunates in penitentiaries and jails the advantages that more hardened offenders receive, often in abundance? Why continue the paradoxical situation, whereby the lesser offenders are, as in Albany, placed in conditions that are outrageously unjust and thoroughly unreformative?

The answer is not difficult. There is no centralization of direction of the penitentiaries and county jails. The board of supervisors, in little or no sense penologists, are the county governing board, appointing the wardens of the penitentiaries save in New York county. Political influences are too often successful in placing at the head of a penitentiary a man who,

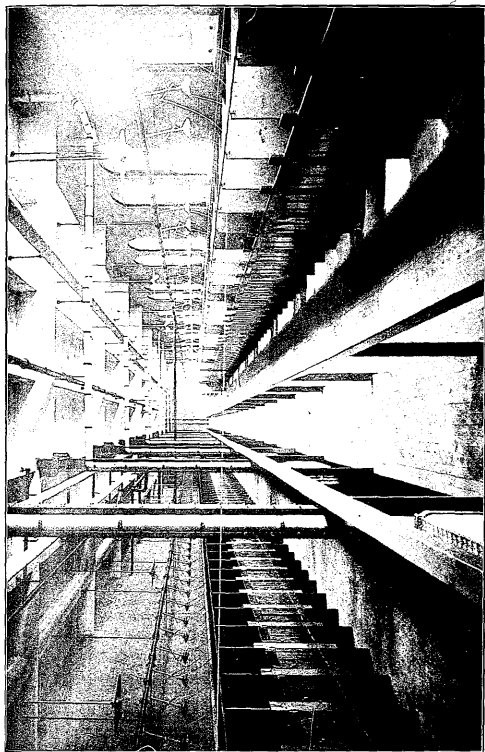
#### Centralize Our Penal System.

however good-hearted, commands little or none of the ability characterizing the best wardens of our State prisons and reformatories. The term of the warden is dependent upon the board of supervisors. Appropriations for the support of the county institutions are not too generous. Industries are not developed, because of the alleged initial expense and the alleged difficulty of marketing the products. The line of least resistance is followed, and at Albany no industries are carried on except "checker playing and newspaper reading," it is said, while at the Onondaga penitentiary at Syracuse the only industry is the stripping of willows in the winter, while a similar situation obtains at the Erie County Penitentiary at Buffalo.

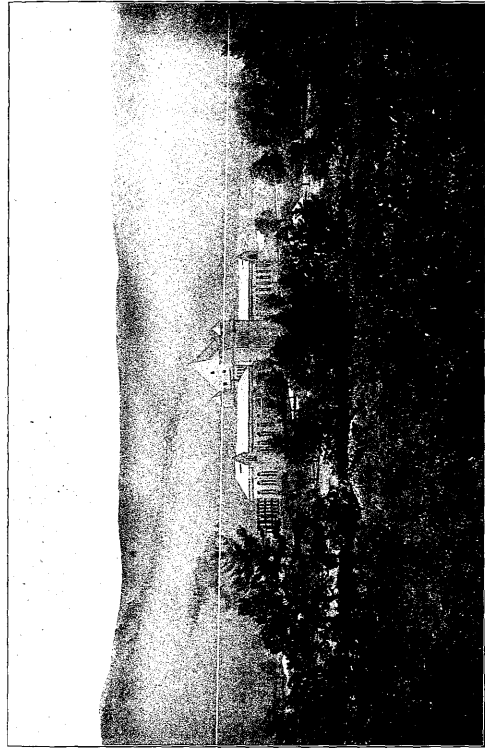
Obviously a thorough reorganization of the county penitentiaries should take place, for the sake of the taxpayers if not for the prisoners. Looking toward this end, bills were introduced into the Legislature of 1910 authorizing the counties to establish industries in the penitentiaries, the products of these industries to be sold by the State Superintendent of Prisons in the same manner in which the products of the State prisons are now sold. These bills were not reported out of committee but will undoubtedly be introduced again in the legislative session of 1911.

Ultimately the control of the penitentiaries should be by the State, there being no inherent reason why counties should manage the penitentiaries, especially as they are in general managed at present. The State and the penitentiaries should be transformed into Penitentiaries. State district workhouses, controlled probably by the Prison Department of the State, and the State-Use system should be extended through all the penitentiaries. The county jails should become largely if not wholly detention prisons for those awaiting trial or for witnesses. At present very unfortunate and sometimes most wretched conditions of idleness prevail in county jails. The

sheriff, being the officer in authority, and in little or no sense an experienced penologist, cannot be expected to be very progressive.



Elmira Reformatory — Bath Room



Napanoch Reformatory

## The Results of Probation.

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1. The effects of probation are beneficial when applied with due regard to the protection of the community, and to persons who may reasonably be expected to reform without resorting to imprisonment; and when the probationers are placed for a reasonable time under the supervision of competent officers.

2. The effects of suspended sentence without probationary oversight are difficult if not impossible to ascertain.

3. It is desirable to introduce and extend laws providing for probation and to provide in each state or county some central authority which will exercise general supervision over probation work.

The probation system in New York State has come to stay. In 1910, probation was used in the supreme and county courts of 30 counties, in the courts of 36 cities and in over 40 town and village courts. Comparing the situation with the previous year, 3 counties, 6 cities and about 20 towns and villages used the probation system during 1910 for the first time.

The word "probation" is in many respects synonymous with education:—education to the man or woman on suspended sentence as to the uselessness of crime, education to the court as to the possibility of reforming offenders without imprisonment, education to the public as to the desirability of giving the offender another chance before the prison walls make him in after life a "jail bird." During the year 1910 over 6,000 adults in New York State were placed on probation and over 2,100 children. That this is not a considerable gain in the total number of persons on probation is due to the withdrawal in the fall of 1910 of 27 police probation officers and the general temporary confusion in the probation work in New York city, resulting from the delay in holding civil service examinations for probation officers in New York city to meet the terms of the new inferior courts act.

The number of probation officers holding appointments in the State on the last day of 1910 was 585, as compared with 454

on the corresponding date in 1909. Summing up the extent of the use and growth of the probation system during 1910, it may be said that during this year the probation system has been used in more courts than ever before; that outside of New York city it has been used in more cases than ever before; that the number of probation officers has materially increased during the year and the number of salaried positions materially increased. The Page Commission in its final report to the Legislature stated: "We know of no more marked step forward in the administration of criminal jurisprudence than the probation system."

Briefly stated, the legislation enacted in New York state by the legislature in 1910 with reference to the probation system was as follows: The code of criminal procedure was amended by enumerating clearly the duties of probation officers and the conditions of probation which courts may impose; by providing that the probationary periods may be longer than hitherto, and that defendants placed on probation may be required to pay restitution and reparation, and that men convicted of non support may be required while on probation to provide for the support of their families; and that probationers may be required while on probation to pay fines and installments in the lower courts as well as in the higher courts, which were the only courts previously possessing the power to collect funds and installments.

The Prison Association is glad to concur with the State Probation Commission in recommending that boards of supervisors throughout the State make appropriations for the salaries of county probation officers to serve in supreme and county courts and in all courts of towns, villages and third class cities in their respective counties. Fifteen counties now provide for salaried probation officers at salaries varying in amount up to \$2,000. This the most practical and effective way of providing the services of a competent probation officer for rural communities. One or two counties have paid probation officers on a fee basis, but this is objectionable. More cities should make use of women probation officers. Men probation officers should not be used to supervise women or girls on probation. A woman probation officer can do valuable work not only in investigating and supervising the cases of women and girls, but also in looking after small boys on probation and in assisting in cases of men on probation, convicted of non-support, and

in other cases of men where the trouble is chiefly of a domestic nature.

As to New York city, we believe there should be many more paid probation officers in all the courts of that city, including the court of general sessions.

#### The Treatment of Young Delinquents.\*

I. Young delinquents should not be subjected to the penal procedure now applied to adults.

II. The principles that should guide the procedure applied to young delinquents are as follows:

1. Those who are entrusted with the cognizance of the cases of young delinquents should be primarily chosen for their ability to understand and sympathise with children and should have some special knowledge of the social and psychological sciences.

2. They should have the assistance of probation officers to make preliminary examination in each case and to watch over and help those put on probation.

3. There should be made in connection with the cases of young delinquents, such examinations as will contribute to the fund of information on juvenile delinquency and the results should be used whenever practicable to help in the disposition of the case. Medical examinations should be made only by physicians who have some special knowledge of the social and psychological sciences. The personal information obtained in these examinations shall not be made public.

4. Whenever possible in the case of young delinquents, arrest should be avoided in bringing them before the authorities and orders for arrest should be issued only in exceptional cases.

5. When necessary to detain young delinquents, the detention should not be in quarters used for adults.

6. In those countries where a court is entrusted with the cognizance of the cases of young delinquents:

(a) Such cases should never be heard at the same session with adults, and

(b) It should be the tendency in the trial of juveniles to proceed as far as practicable by way of conference for the

\*The following resolutions were passed by the International Prison Congress. Space forbids their discussion, but their importance warrants their publication, even without comment.

good of the child instead of contest about and over the child.

III. Those who are entrusted with the cognizance of the cases of young delinquents should also have the cognizance of the measures needed in the interest of abandoned or maltreated children.

### The Problem of Mentally Defective Children.

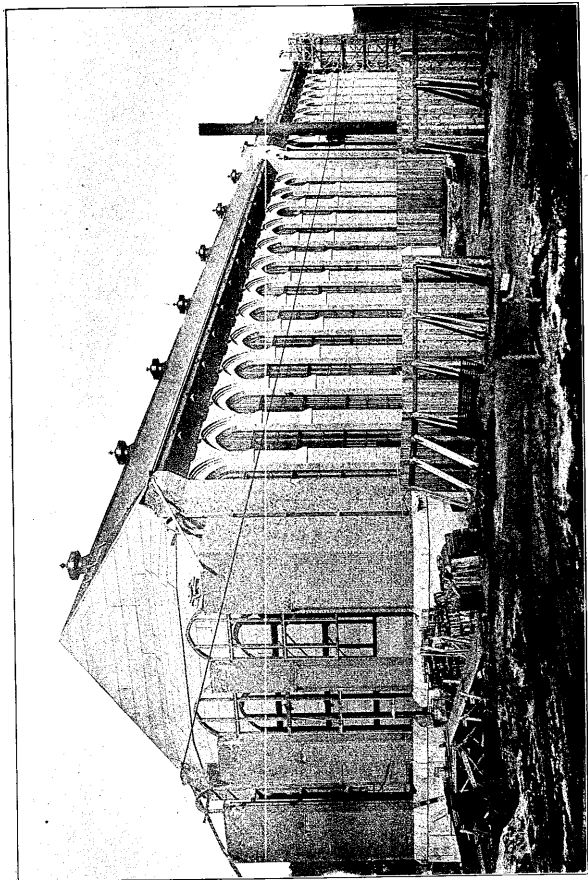
Resolved: That it is the sense of this section in discussing the question of the establishment of separate institutions for mentally defective children with dangerous moral tendencies, that too little practical investigation of the subject has hitherto been undertaken for us competently to render a verdict. We, however, earnestly recommend that investigation be rapidly undertaken by well-qualified persons under private initiative or state authority—using the mental tests and classification which prominent students of the psychology of abnormal children have agreed upon, and working with clear definition of the ends in view—such investigation to be primarily directed towards ascertainment of:

- I. How many children numerically and proportionately there are:
  - (a) with dangerous moral tendencies in institutions for abnormal children,
  - (b) with mental defect in institutions of the reformatory type, or who come before juvenile courts.
- II. How the directors of such institutions:
  - (a) regard the desirability of such cases as inmates of their institutions,
  - (b) find it advisable to treat them,
  - (c) estimate the success of their efforts.

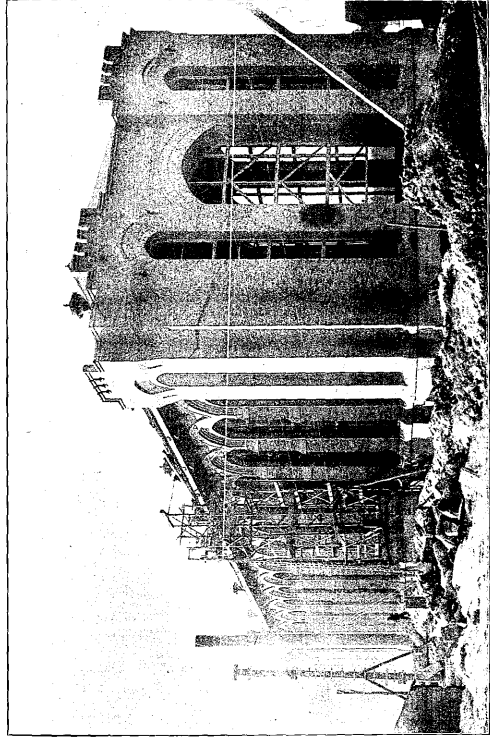
### The Saving of the Children.

It is resolved that to prevent habits of vagrancy and idleness among children in large cities there should be:

I. Laws making parents responsible for the wrongdoing of their children; compelling deserting fathers to return to their duty or to support their children; allowing children to be taken from unfit homes and be properly placed for training and care.



Great Meadow Prison [under construction] — South and East Cell House Entire



Great Meadow Prison [under construction] — North Wing of Call House.



II. Greater co-operation between school authorities and the public; better adaptation of school curricula both in interest and in practical use to the individual needs of the children; and that there should be more kindergartens and greater recognition of training in handwork for the children.

III. Vast additions to playgrounds, wholesome recreation centers, gymnasiums and athletic fields as the surest preventives of juvenile mischief and crime, and as affording young people places where they may learn to bear defeat with courage and success with modesty.

IV. Lectures to parents on practical subjects that shall tend to make better and happier homes as the wisest way to keep children from the idle wandering life.

V. A stronger influence on the part of the press and pulpit to enforce the sentiment that the best bulwark against juvenile delinquency is to care for the children in such a way as to prevent them from becoming vagrants and idlers.

#### Children Born Out of Wedlock.

1. In the opinion of this congress legislative measures and moral and social propaganda are necessary for the protection of illegitimate children.

2. That the object of legislative action should be so to modify existing laws as to make the care, support and inheritance of illegitimate and legitimate children as nearly as possible identical.

3. That after the nursing period is over the decision as to which parent shall have the future care of an illegitimate child should be based upon the child's best interests and its needs as a future citizen.

4. That whichever parent has not the care of the child should contribute toward its support and education.

5. That as illegitimacy is often the result of ignorance, it shall be the object of a moral propaganda:

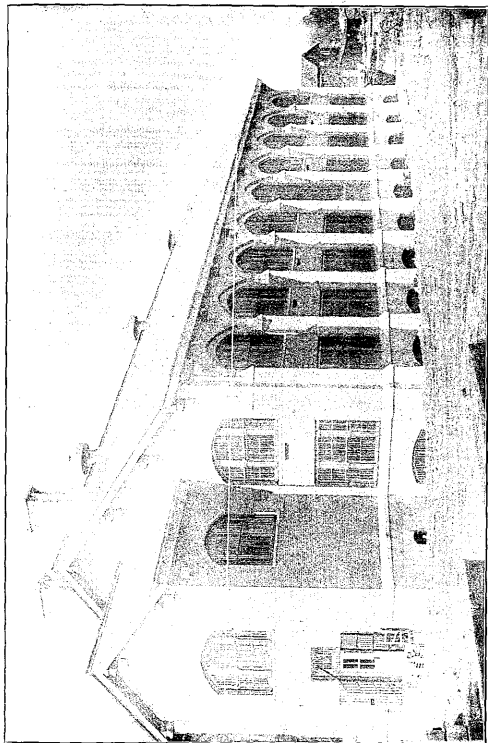
a. to instruct young people in the matters of sex and its relations to the life and welfare of the state.

b. to help build up a single moral standard applicable to men and women alike.

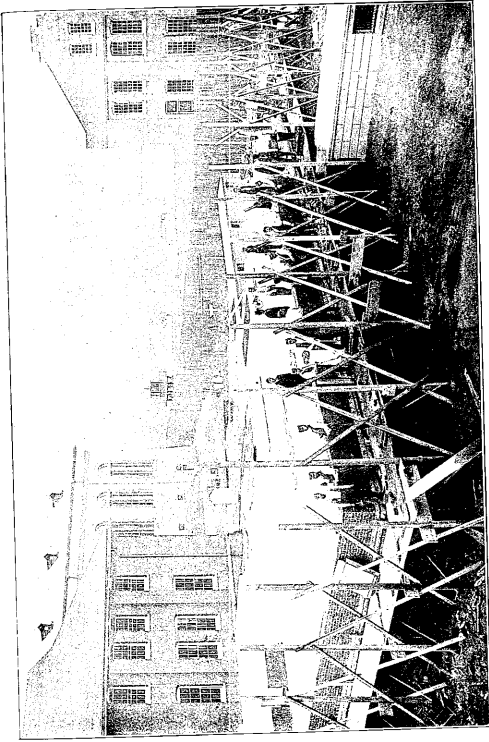
6. That as girl-mothers often attempt abortion, abandonment of their child, or drift into prostitution, it shall be

the object of a social propaganda to have connected with hospitals and all institutions where such girl-mothers may go for advice and care, a trained staff of workers whose duties shall be

- a. to instruct said girl-mother in the care of herself in view of her child's needs before and after birth.
- b. to secure from the child's father acknowledgment of paternity and the necessary financial provisions.
- c. to act as friend to the mother, and guardian or trustee for the child.



Great Meadow Prison [under construction] — Dormitory, Southeast



Napanoch Reformatory — Inmates Building Mess Hall and Kitchen

# The Prison Association of New York.

Treasurer's Report

of the

## RECEIPTS AND EXPENDITURES

For the 12 months ending December 31, 1910.

### CURRENT FUND.

Balance, January 1st, 1910:

In Mechanics and Metals National Bank.....	\$3,766 76
In corresponding secretary's hands.....	84 23

\$4,614 99

### INCOME.

Donations received.....	\$19,030 68
New York State Reformatory, Elmira.....	541 54
Napanoch Reformatory.....	1,200 00
Rents.....	300 00
Refunds, etc.....	236 50
Transferred from reserve fund (net).....	284 77
	3,350 00

24,401 95

\$29,016 94

### EXPENDITURES.

Salaries.....	\$12,335 57
Office expenses.....	541 54
Stationery and printing, etc.....	2,419 89
Postage.....	1,361 61
Prisoners' relief.....	2,277 79
State work and corresponding secretary's ex- penses.....	337 77
Carfare and agents' expenses.....	382 25
Office furniture.....	25 00
Library.....	45 83
Library expenses.....	170 05
Real estate expenses (135 East 15th st.):	
Taxes and water rates.....	\$125 39
Insurance.....	44 56
Repairs and alterations.....	5,344 29
Maintenance, etc.....	474 68

5,985 92

25,883 02

\$3,133 92

Balance, December 31, 1910:

In Mechanics and Metals National Bank	\$4,487 94	
Of which, endowments, not yet ordered transferred	\$1,152 00	
And balance, account Sage Foundation	276 52	
	<u>1,428 52</u>	
		\$3,059 42

In corresponding secretary's hands:

Bank of the Metropolis	\$232 76	
Of which funds held in trust	182 62	
	<u>\$50 14</u>	
Cash in office	24 36	
	<u>74 50</u>	
		\$3,133 92

*Treasurer's Report of the**Condition of the Various Funds at December 31, 1910.*

## STATEMENT OF THE RESERVE FUND.

Balance at credit of fund January 1, 1910	\$6,412 27	
Transferred to current fund	\$5,350 00	
Transferred from current fund	2,000 00	
	<u>3,350 00</u>	
		\$3,062 27
Interest to December 31, 1910 allowed by New York Life Insurance & Trust Co.	193 23	
Balance at credit of fund, December 31, 1910	<u>\$3,255 50</u>	

## STATEMENT OF THE ENDOWMENT FUND.

Balance at credit of fund, January 1, 1910	\$9,108 66	
Transferred to Mary H. Brush fund	3,000 00	
	<u>\$6,108 66</u>	
Received during year 1910	25,719 00	
Interest to December 28, 1910, allowed by United States Trust Co.	338 58	
Balance at credit of fund, December 31, 1910	<u>\$32,166 24</u>	

## STATEMENT OF THE MARY H. BRUSH FUND.

Transferred from endowment fund	\$3,000 00
Interest to December 31, 1910, allowed by Union Trust Co. of New York	58 36
Balance at credit of fund, December 31, 1910	<u>\$3,058 36</u>

## STATEMENT OF FUND FROM THE RUSSELL SAGE FOUNDATION.

Received during year 1910	\$4,100 00
Expenditures during year 1910 as follows:	
Salaries	\$3,447 73
Coal	15 00
Furniture	25 00
Office supplies and stationery	99 48
Sundries—carfare, telephones, traveling expenses, expressage, etc.	224 67
Postage	11 60
	<u>3,823 48</u>
Balance at credit of fund, December 31, 1910	<u>\$276 52</u>

## STATEMENT OF THE FUNDS HELD IN TRUST.

Notes collected for _____, a discharged prisoner now on deposit in the Bank of the Metropolis, as follows:	
October	\$60 87
November	60 88
December	60 87
Balance at credit of fund, December 31, 1910	<u>\$182 62</u>

*Statement of Assets and Liabilities at date of December 31, 1910.*

## ASSETS.

Cash on hand:	
Mechanics and Metals National Bank	\$4,487 94
Corresponding secretary's hands	257 12
New York Life Insurance & Trust Co., (reserve fund)	3,255 50
United States Trust Co. (endowment fund in part)	31,014 24
Union Trust Co. (Mary H. Brush fund)	3,058 36
	<u>\$42,073 16</u>
Real estate:	
House and lot, No. 135 East 15th st. (at cost)	22,500 00
	<u>\$64,573 16</u>

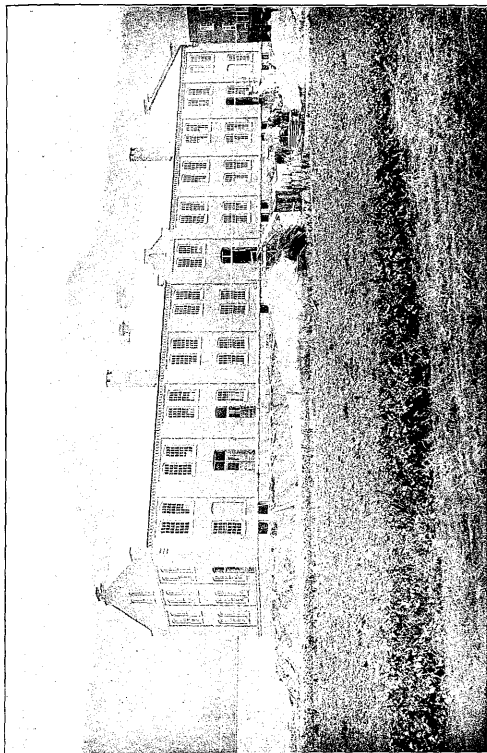
## THE PRISON ASSOCIATION OF NEW YORK.

## LIABILITIES.

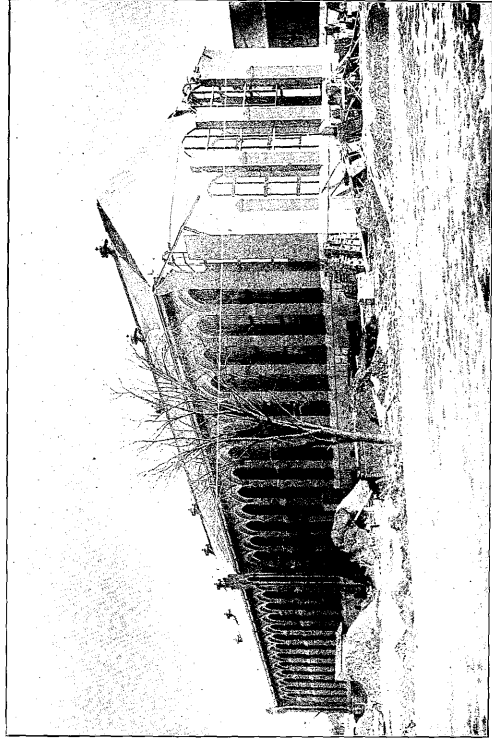
Reserve fund.....	\$3,255 50	
Endowment fund.....	32,166 24	
Mary H. Brush fund.....	3,058 36	
Russell Sage Foundation.....	276 52	
	<hr/>	
	\$38,756 62	
Funds held in trust.....	182 62	
	<hr/>	
		\$38,939 24
Excess of assets over liabilities — net capital.....		<hr/>
		\$25,633 92

We hereby certify that we have examined the books, accounts and vouchers of the Prison Association of New York for the fiscal year ended December 31, 1910, and that the above statement is correct in all respects.

TOWNSEND, DIX & YALE,  
*Accountants and Auditors.*



Napamoch Reformatory — New Bath House and Laundry



Great Meadow Prison [under construction] -- Southwest View, Cell House Entrance

## Life Patrons.

---

By Contributions of \$500 or More at Our Time.

Barbey, Mrs. Henry I.	McHarg, Henry K.
Benjamin, Mrs. Eastburn.	Phipps, Henry.
Billings, Frederick.	Pyne, Percy R.
Brown, M. Bayard.	Rhineland, Miss Serena.
Clarke, F. Ambrose.	Sage, Mrs. Dean.
Dodge, Cleveland H.	Schiff, Jacob H.
*Dodge, Mrs. William E.	Schiff, Mortimer L.
Gold, Cornelius B.	Scott, William H.
Harkness, E. S.	Stetson, Francis Lynde.
Harrab, Charles J.	Stewart, Lispenard.
James, Arthur Curtis.	Thorne, Samuel.
James, Mrs. D. Willis.	Tiffany, L. C.
Lewisohn, The Misses Alice & Irene.	Woerishoffer, Mrs. Anna.
"M. G. S."	

---

\* Deceased.



### Honorary Members.

#### By Contributions of \$100 at One Time.

Agnew, A. G.  
 Archer, George B.  
 Baker, George F.  
 Barthylt, Mrs. P. Hackley.  
 Billings, Mrs. Frederick.  
 Bogert, E. C.  
 Booth, William T.  
 Bowen, Mrs. Harry S.  
 Brown, Alexander H.  
 Brown, James.  
 Bruce, Miss Sarah E.  
 Bull, H. K.  
 "C. C."  
 "C. F. S."  
 Caldwell, Samuel B.  
 Carnegie, Andrew.  
 Carnegie, Mrs. T. M.  
 Caswell, John.  
 Chapman, Mrs. John J.  
 Chisolm, B. Ogden.  
 Chisolm, W. E.  
 Clark, Edward Severin.  
 Clark, Mrs. Stephen C.  
 Cooper, James Fenimore.  
 Conger, A. B.  
 Connor, W. E.  
 Corning, H. K.  
 Crommins, John D.  
 Crosby, William B.  
 Cutting, R. Fulton.  
 De Forest, Henry W.  
 Dickie, E. P.  
 Dodge, D. Stuart.  
 Dodge, Mrs. George E.  
 Du Bois, Miss Katharine.  
 Duncan, William B.  
 Ehret, George.  
 Einstein, Edward.  
 Ermonst, Arthur B.  
 Fraser, George S.  
 Gerry, Elbridge T.  
 Gerry, Peter.  
 Gilman, William G.  
 Gilman, Winthrop S.  
 Gould, Edwin.  
 Gould, Miss Helen M.  
 Grace Church.  
 Haggin, J. B.  
 Hakket, Baroness S.  
 Hall, Mrs. Bolton.  
 Hill, Frederick T.  
 Howland, Joseph.  
 Howland, Mrs. Joseph.  
 Howland, Meredith.  
 Hyde, Mrs. Clarence M.  
 Jackson, Samuel Macauley.

Jameson, E. C.  
 Johnson, Arthur G.  
 Johnson, Gilbert H.  
 Johnson, James W.  
 Jones, James H.  
 Juilliard, Mrs. A. D.  
 Keene, James R.  
 \* Kennedy, John S.  
 Kunhardt, W. B.  
 "L. B. G."  
 Langdon, Woodbury G.  
 Lawrence, Mrs. Samuel.  
 Lenox, Miss.  
 \* Letchworth, William P.  
 Livingston, Johnston.  
 Livingston, Miss Julia.  
 Lorillard, Pierre.  
 Low, William G.  
 McClymonds, Mrs. L. K.  
 McCurdy, Richard A.  
 McLanahan, Mrs. C. L.  
 McLane, Allen.  
 Marshall, Louis.  
 Mead, J. H.  
 Minturn, Mrs. Robert B.  
 Moore, Mrs. W. H.  
 Morgan, Mrs. David P.  
 Morgan, George D.  
 Murland, Samuel.  
 National Humane Alliance.  
 O'Connor, Thomas H.  
 Olmsted, Mrs. C. L.  
 Olyphant, R. M.  
 Osborn, William Church.  
 Partrish, Daniel.  
 Peabody, George Foster.  
 Penfold, Miss Josephine.  
 Perkins, George W.  
 Peters, E. D.  
 Pratt, Herbert L.  
 Pullen, John A.  
 Rand, George C.  
 Reed, Latham G.  
 Rhineland, W. C.  
 Robb, J. Hampden.  
 Sage, Dean.  
 Sage, William H.  
 Sampson, Joseph.  
 Schernhorhn, F. Augustus.  
 Sellev, P. G.  
 Shaw, Mrs. Francis George.  
 Sheate, Mrs. Mary.  
 Shipman, C. H.  
 Slayback, John D.  
 Sloane, Samuel.  
 Smith, Eugene.

Spencer, Mrs. Catherine L.  
 Stillman, Miss Charlotte R.  
 Stillman, Mrs. T. E.  
 Stokes, Anson Phelps.  
 Stone, Miss Annie.  
 Tarbell, H. S.  
 Thomas, Seth E.  
 Thorne, Jonathan.  
 Trevor, Mrs. J. B.  
 Van Dyke, Henry J.  
 Van Gerbig, Mrs. B.  
 Van Inghen, E. H.  
 Van Rensselaer, Alexander.

Ward, George C.  
 Ward, J. Seely.  
 Webb, William Seward.  
 Westinghouse, Church Kerr & Co.  
 Weston, R. W.  
 Whitney, H. P.  
 White, Mrs. Joseph M.  
 Wilson, Mrs. H. S.  
 Wood, J. Walter.  
 Wood, William.  
 Woodin, W. H.  
 Zabriskie, Mrs. George.

### Life Members.

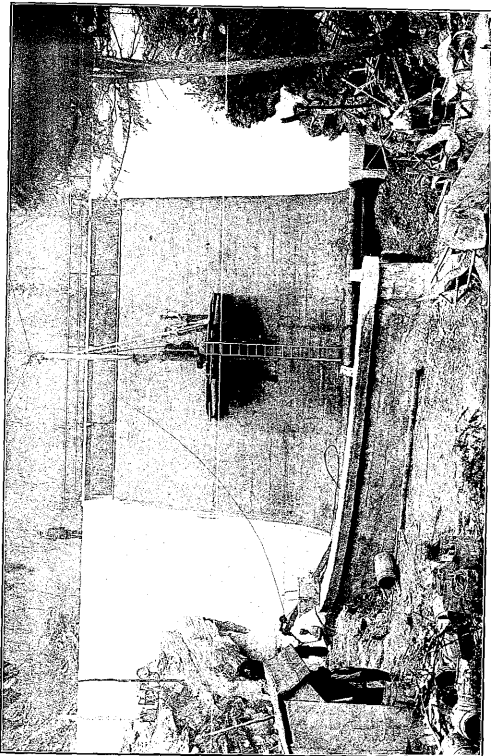
#### By Contributions of \$50 at One Time.

A Friend.  
 Adler, Felix.  
 Andrews, Constant A.  
 Arnold, Edward W. C.  
 Astor, W. W.  
 Belmont, August.  
 Bigelow, Mrs. Lucius H.  
 Bliss, Cornelius N.  
 Bliss, Ernest C.  
 Bliss, Mrs. Robert W.  
 Booth, W. A.  
 Borg, Simon.  
 Brown, Stewart.  
 Bulkeley, Mrs. Edwin M.  
 Campbell, Mrs. Henry G.  
 Chisolm, Mrs. William E.  
 Coffin, Edmund.  
 Coleman, N. T.  
 Colgate, William.  
 Corse, Israel.  
 Coster, Mrs. Charles Henry.  
 Crane, Albert.  
 Crossman, W. H., & Bro.  
 "Crown."  
 Dean, Miss E. A.  
 Dinsmore, Mrs. W. B.  
 Dodge, William E., Jr.  
 \* Dun, Mrs. R. G.  
 Duncan, Miss Amy L.  
 Ellis, William D.  
 Egan, P. W.  
 Evans, Hartman K.  
 Ferguson, Mrs. Farquhar.  
 Field, B. H.  
 Foster, James Jr.  
 Fraser, Mrs. George S.  
 Gallatin, Mrs. A. H.  
 Gallatin, Albert.  
 Geer, Mrs. Walter.  
 Gilman, Arthur.

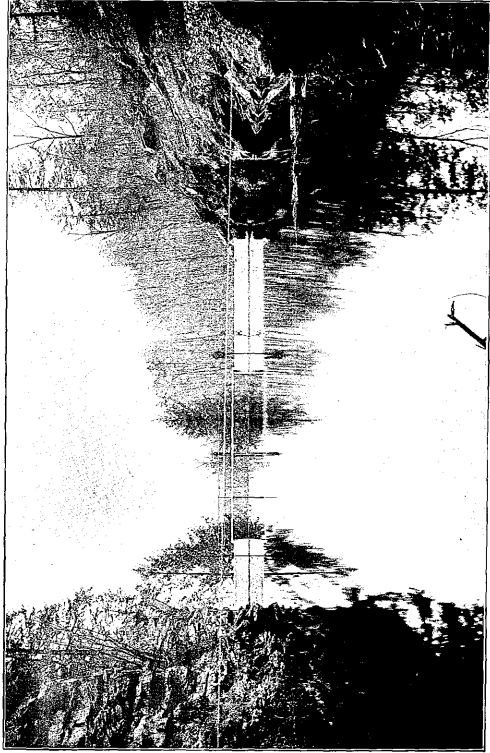
Gray, Horace.  
 Hackley, Mrs. C. B.  
 Eaggin, J. B.  
 Hall, Mrs. John.  
 Halliday, E. C.  
 Halliday, Mrs. E. C.  
 Hallett, Miss A. B.  
 Harkness, Mrs. Stephen V.  
 Havemeyer, J. C.  
 Hawley, John S.  
 Healey, A. Augustus.  
 Hemenck, Mrs. Albert C.  
 Herrick, E.  
 Holden, James C.  
 Horne, James.  
 Hubbard, Mr. and Mrs.  
 Hunt, Thomas.  
 Huntington, Henry.  
 Hurd, R. M.  
 Hutchinson, John William.  
 Hyde, Frederick E.  
 Irwin, Richard.  
 Jardine, Dudley.  
 Jesup, Mrs. Morris K.  
 Johnson, Alexander S.  
 Jones, Edward.  
 Jones, James J.  
 Kidder, Mrs. A. M.  
 Kissam, Samuel H.  
 Landon, Francis G.  
 Langton, John.  
 Le Roy, J. R.  
 Lichtenstadter, Samuel.  
 Lobenstine, William C.  
 Lockwood, Homer N.  
 Lowery, J. S.  
 Lydig, David.  
 McKeen, James.  
 Maghee, Mrs. S. P.  
 Maxwell, Mrs. Robert.



Baldwin, Miss Theodora.....	E	\$2 00	Bell, Mrs. Gordon.....	E	\$10 00
Balfour, Williamson & Co.....		25 00	Bell, Mrs. Gordon.....	E	10 00
Ballard, Stephen, Rubber Co.....		2 00	Beller, A.....		2 00
Balletto, A.....		3 00	Beller, Mrs. A.....		2 00
Banberger, Alfred H.....		2 00	Beller, William F.....		4 00
Bandler, Bernard.....		1 00	Belloni, Miss Sadie H.....		2 00
Bangs, L. Bolton.....		5 00	Belmont, August, & Co.....		25 00
Banks, James Lenox.....		2 00	Bement, Miss Harriet.....		2 00
Banks, Lenox.....		10 00	Bendheim, Adolph D.....		10 00
Banks, Lenox.....	E	10 00	Bendheim, Henry.....		10 00
Bannerman, Francis.....		2 00	Bendix, Herman.....		25 00
Barber, Mrs. Mary C.....		2 00	Benedict, Edward.....		5 00
Barbey, Mrs. Henry I.....	E	500 00	Benedict, Mrs. J. H.....	E	5 00
Barbour, Robert.....		5 00	Benedict, Miss Lydia.....		3 00
Barclay, Mrs. James L.....		5 00	Benjamin, Mrs. Eastburn.....		10 00
Barger, Milton.....		5 00	Benjamin, Mrs. Eastburn.....	E	300 00
Barhydt, Mrs. P. Hackley.....	E	100 00	Benjamin, Mrs. J. J.....		5 00
Barker, Mrs. F.....		3 00	Benjamin, Mrs. John.....		5 00
Barlow, Mrs. A. H.....		5 00	Bensel, Mrs. J. A.....		5 00
Barnes, A. V.....		5 00	Benson, Miss Mary A.....		1 00
Barnes, Charles B.....	E	1 00	Bentley, Mrs. John.....		1 00
Barnes, E. W.....		1 00	Bentley, Mrs. John.....	E	5 00
Barnes, Mrs. H. W.....		10 00	Bentley, Miss Meta E.....		2 00
Barnes, Richard S.....		10 00	Benzer, F.....		1 00
Barnum, Miss Laura C.....		10 00	Benziger, Louis G.....		5 00
Barnwell, M. G.....		5 00	Bergmann, Charles H.....		2 00
Barr, Mrs. William R.....		10 00	Bernheim, Henry J.....		10 00
Barre, Leon.....		5 00	Berts, Edward H.....		1 00
Barrett, Charles E.....		1 00	Bewer, Julius A.....		1 00
Barstow, Charles L.....		1 00	Bihwell, Miss Clara E.....	E	10 00
Barstow, J. W.....		1 00	Bier, Mrs. Sylvan.....		5 00
Bates, Mrs. B. F.....		5 00	Bigelow, Ernest A.....		10 00
Bates, Mrs. B. F.....	E	5 00	Bigelow, Lucius H., Jr.....		25 00
Bates, Mrs. Charles K.....		5 00	Bigelow, Lucius H., Jr.....	E	25 00
Batjer, Henry.....		10 00	Bigelow, Mrs. Lucius H.....		10 00
Batjer, Henry.....	E	5 00	Bigelow, Mrs. Lucius H.....	E	50 00
Batjer & Co.....		10 00	Billings, Miss Elizabeth.....		1 00
Batten, L. W.....		5 00	Billings, Frederick.....	E	500 00
Battershall, Walton W.....		5 00	Billings, Mrs. Frederick.....		25 00
Bayer, Edwin S.....		5 00	Billings, Mrs. Frederick.....	E	100 00
Baylies, Edmund L.....		10 00	Billquist, C. Edward.....		25 00
Baylies, Edmund L.....	E	10 00	Bingham, Mrs. George F.....		5 00
Baylies, Mrs. N. E.....		10 00	Bippert, Achille.....		10 00
Baylies, Mrs. N. E.....	E	25 00	Birkhead, Hugh.....		25 00
Baylis, Miss Mary.....		5 00	Bird, Mrs. Stafford.....		2 44
Baylis, William.....		1 00	Bishop, Eli H.....		1 00
Beach, Warren C.....		5 00	Bishop, S. W. M.....		5 00
Beadel, Mrs. Frederick.....		1 00	Blair, B. F.....		E 5 00
Beadleston, Miss Edith.....		5 00	Blair, D. C.....		10 00
Beall, Mrs. L. L. S.....		1 00	Blair, Mrs. D. C.....	E	25 00
Beard, Curtis A.....		1 00	Blair & Co.....		10 00
Beard, Mrs. William H.....		10 00	Blakeman, Mrs. Birdseye.....		5 00
Beatty, A. Chester.....		10 00	Bliss, Ernest C.....		25 00
Beckstein, Augustus E.....		25 00	Bliss, William H.....		10 00
Beckhard, Martin.....		10 00	Block, Adolph.....		5 00
Beekman, Mrs. John N.....		5 00	Blood, Samuel S.....		20 00
Beemer, James G.....		5 00	Bloodgood, Robert F.....		10 00
Beer, Mrs. G. L.....		10 00	Bloom, Morris J.....		10 00
Beer, Mrs. Julius.....		5 00	Bloom, Morris J.....	E	25 00
Behr, Edward.....		2 00	Blumenthal, George.....	E	25 00
Behr, Herman, & Co.....		5 00	Blunstein, L. M.....		6 36
Beinhauer, F.....		5 00	Blve, Mrs. H. C.....		1 25
Bellnap, W. E.....		2 00	Boardman, Miss R. C.....		10 00



Napanoch Reformatory — New Reservoir, Dum



Nagamochi Reformatory — New Reservoir

Boardman, Miss R. C.	E \$10 00	Browne, Louis L.	\$2 00
Bachmann, F. A.	10 00	Brucker, Carl	10 00
Bodenheimer, Henry	10 00	Bruff, Richard P.	5 00
Bogert, Eugene T.	10 00	Brunswick, Mrs. Emanuel	5 00
Bojes, Mrs. Mary E.	1 00	Bryce, Miss Edith	5 00
Boles, William J.	10 00	Bryce, Miss Edith	E 25 00
Bonner, G. T.	20 00	Bryce, Mrs. Lloyd Stevens	10 00
Bonvitt, Teller & Co.	3 00	Bryce, Miss Mary T.	10 00
Bonzon, Robert	2 50	Bryce, Miss Mary T.	E 10 00
Boody, Edgar	10 00	Brydges, Mrs. Ralph L.	1 00
Booraem, J. V. V.	10 00	Bucknall, Mrs. Henry W. J.	10 00
Booraem, J. V. V.	E 25 00	Buckner, Thomas A.	10 00
Borden, Alfred	E 10 00	Bulkley, Edwin M.	25 00
Borg, Simon, & Co.	10 00	Bulkley, Edwin M.	E 25 00
Bosch, Peter	10 00	Bulkley, Mrs. Edwin M.	25 00
Boskowitz, Adolph	5 00	Bulkley, L. Duncan	10 00
Bourne, Miss Emily H.	10 00	Bunker, William	10 00
Boury, Louis J.	5 00	Bunker, William	E 25 00
Bowler, R. P.	E 10 00	Bunting, Miss E. M.	5 00
Bovinine Co.	50	Bunting, Miss E. M.	E 10 00
Bowen, Mrs. Harry S.	100 00	Burbank, A. N.	10 00
Bowers, O. H.	5 00	Burbank, A. N.	E 10 00
Bowler, Robert P.	5 00	Burgheim, Leopold	3 00
Bowme, Mrs. Robert S.	2 00	Burnett, C. H.	5 00
Boyle, Miss Mary	50	Burnett, C. H.	E 3 00
Boynton, John H.	1 00	Burnham, Mrs. L. S.	1 00
Brace, Mrs. L. V.	E 10 00	Burns, A. L.	2 00
Bradley, E. L.	5 00	Butler, Miss Harriet	5 00
Brackett, Miss Anna C.	5 00	Butler, Miss Virginia	E 10 00
Brackett, George C.	10 00	Butler, Mrs. William Allen	E 10 00
Bradford, Mrs. W. H., Sr.	20 00	Butler, Charles Stewart	E 25 00
Bradley & Smith	10 00	Butler, Miss Emily O.	5 00
Brady, Mrs. James Cook	10 00	Butler, Miss Helen C.	5 00
Brand, Herman	1 00	Butler, Howard Russell	3 00
Brannan, John W.	5 00	Butler, Mrs. Prescott Hall	10 00
Brazier, Miss E. J.	5 00	Butler, Willard P.	5 00
Brennan, Mrs. Michael	5 00	Butler, Mrs. William Allen	5 00
Brennecke, George	1 00	Butler Brothers	10 00
Brenner, Victor D.	5 00	Butler Brothers	E 25 00
Brewster, Robert S.	E 25 00	Butterick, Miss Mary E.	10 00
Brien, W. K.	E 25 00	Butterworth, Mrs. George	
Brickelmaier, J. B.	5 00	Forrest	5 00
Bridgman, Miss Emily G.	5 00	Butterworth, Mrs. George F.	E 25 00
Bridgman, Mrs. C. de W.	1 00	Butterworth, William H.	3 00
Brinckertoff, Alexander G.	5 00	Byrne, James	5 00
Bristol, John I. D.	5 00		
Brittain, William F.	5 00		
Broadwell, Mrs.	E 1 00		
Brooklyn Coopersage Co.	5 00	Cady, E. E.	5 00
Brooks, Miss Bertha G.	10 00	Caesar, Mrs. Henry A.	5 00
Brooks, Miss Bertha G.	E 10 00	Caldwell, Eben	5 00
Brower, Theophilus A.	15 00	Callender, Mrs. A. M.	1 00
Brown, A. G.	5 00	Calvary Church, Archdeaconry Committee	10 00
Brown, Addison	E 5 00	Cammann, Miss I. M.	25 00
Brown, Charles F.	1 00	Camp, Elisha K.	1 00
Brown, Mrs. F. Q.	5 00	Canda, Miss Angelina	1 00
Brown, Mrs. Frederick T.	5 00	Carlebach, Mrs. B.	1 00
Brown, M. Bayard	250 00	Carleton, Mrs. G. W.	E 10 00
Brown, M. Belle	1 00	Carnegie, Mrs. T. Morris	100 00
Brown, Robert I.	5 00	Carpenter, Mrs. Miles B.	20 00
Brown, Thomas R.	5 00	Carter, Robert A.	10 00
Brown, Mrs. William H.	3 00	Carrere & Hastings	25 00
Browne, Henry B.	1 00	Carter, Mrs. A.	5 00

Carter, Samuel T.	\$10 00	Colby, Howard A.	\$25 00
Carter, Samuel T.	E 20 00	Coleman, Charles P.	1 00
Cary, Miss Kate.	10 00	Coles, J. A.	1 00
Cary, Miss Kate.	E 25 00	Colley, William	5 00
Case, Mrs. Clinton F.	10 00	Colfax, A. E.	1 00
Case, Mrs. George B.	E 10 00	Colgate, R. R.	10 00
Century Company.	25 00	Colgate, Robert.	10 00
Cher, L. A.	5 00	Colgate, Miss Roberta.	10 00
Chambers, Frank R.	10 00	Colgate, William	50 00
Chapin, S. B.	10 00	Collins, Charles.	20 00
Chapman, Miss Isabel M.	10 00	Collins, Charles.	E 25 00
Chapman, Mrs. John J.	10 00	Collins, Miss Mary.	10 00
Chapman, Mrs. John J.	E 100 00	Collins, Miss Mary.	E 25 00
Chapman, Miss Mary W.	3 00	Colman, Samuel.	5 00
Chappell, F. H.	3 00	Colt, Harris D.	10 00
Charles & Company.	5 00	Colver, Fred L.	10 00
Chauncey, Miss Lucy.	2 00	Cone, John J.	2 00
Chesbrough, Robert A.	5 00	Conklin, Mrs. Catherine.	E 2 00
Child, Miss Ruth A.	3 00	Conklin, Mrs. C.	2 00
Child, Walter C.	1 00	Connell, E. T.	20 00
Chisolm, B. Ogden.	75 00	Connell, J. Harvey.	5 00
Chisolm, George E.	35 00	Conroy, Mrs. Mary E.	2 00
Chisolm, Miss N. R.	5 00	Considine, M. J.	10 00
Chisolm, Mrs. William E.	50 00	Conwell, W. L.	E 10 00
Christian, E. D.	1 00	Cook, O. W.	1 00
Church, Charles T.	5 00	Coombe, T. Gorton.	5 00
Church of the Covenant, Sunday School.	10 00	Cooper, James Fenimore.	E 100 00
Clafin, H. B., The Co.	10 00	Cornell, Edward.	5 00
Clark, Miss Ella Mabel.	10 00	Cornell, Robert C.	10 00
Clark, Mrs. Mary D.	100 00	Corning, Christopher R.	5 00
Clark, F. Ambrose.	10 00	Coster, Mrs. Charles Henry.	10 00
Clark, Miss F. H.	2 00	Coster, Mrs. Charles Henry.	E 50 00
Clark, Mrs. J. F. A.	5 00	Coudert, F. R.	1 00
Clarke, A. Keeney.	3 00	Cow, Mrs. Davies.	10 00
Clarke, Miss Corinne J.	2 00	Cowles, E. S.	1 00
Clarke, Mr. and Mrs. E. A. S.	2 00	Cox, Mrs. John J.	10 00
Clarke, Lewis L.	20 00	Cox, Mrs. John J.	E 25 00
Clarke, Miss Madge S.	5 00	Cox, Mrs. Davies.	10 00
Clarke, Miss R. L.	E 10 00	Crabbe, Edward L.	10 00
Clarkson, Banyer.	10 00	Cran, Miss Lily C.	10 00
Clarkson, Mrs. Howard.	5 00	Crampton, Edwin H.	5 00
Clarkson, Matthew.	10 00	Crane, Mrs. A. B.	15 00
Cleveland, Mrs. Charles D.	10 00	Crane, Albert.	25 00
Cleveland, Mrs. F. E.	10 00	Crane, Mrs. Ruth.	10 00
Close, Stuart.	10 00	Crawford, Francis H.	5 00
Close, Walter H.	15 00	Crestbrough, Mrs. Mary F.	5 00
Cluett, George H.	20 00	Crestbrough, Mrs. Mary F.	E 10 00
Clyde, George W.	5 00	Crocker, Mrs. Frank.	5 00
Clyde, William P.	25 00	Cromwell, Benjamin F.	1 00
Coan, Titus M.	10 00	Crosby, Miss E.	E 35 00
Cockey, Mrs. E. T.	2 00	Crosby, Mrs. F. V. S.	2 00
Coe, Edward B.	20 00	Crosby, Miss Mary R.	5 00
Coe, Edward B.	E 20 00	Crosby, Mrs. Mary R.	E 10 00
Coe, George V.	5 00	Crowell, Frank.	5 00
Coffin, C. A.	25 00	Crowell, Mrs. J.	10 00
Coffin, Joseph W.	1 00	Crowell, Mrs. J.	E 10 00
Coffin, William	5 00	Crowley, Mrs. Victor.	2 00
Coffin & Company.	5 00	Curlie, H. A.	2 00
Coffin, C. F., & Company.	5 00	Curtis, Miss Caroline A.	5 00
Coghil, Miss S. A.	5 00	Curtis, Miss Elizabeth B.	5 00
Cohan & Hartig.	5 00	Curtis, Mr. and Mrs. Eugene	5 00
Cohen, N. Drie.	5 00	Curtis, Mrs. F. K.	2 00

Curtis, H. H.	55 00	de Peyster, Miss Augusta M.	\$25 00
Curtis, Mrs. George W.	5 00	de Peyster, Miss Augusta M.	E 10 00
Curtis, Mrs. Ronald E.	5 00	de Peyster, Miss Frances G.	25 00
Curtis, Warren.	5 00	de Peyster, Miss Frances G.	E 5 00
Cushman, Mrs. E. H.	1 00	Derby, Richard J.	25 00
		de Rham, H. Casimer.	5 00
		Deshon, Mrs. Henry S.	10 00
		de Sola Bros. & Fardo.	5 00
		Dexter, Stanley W.	5 00
		Dick, Mrs. J. Henry.	5 00
		Dick, Mrs. Horace.	1 00
		Dickson, James F.	10 00
		Diedrich, Miss Marie M.	5 00
		Dillingham, E. R.	5 00
		Dinsmore, Mrs. W. B.	10 00
		Dinsmore, Mrs. W. B.	E 5 00
		Dodd, Lee W.	5 00
		Dodge, A. Douglas.	5 00
		Dodge, Cleveland H.	E 25 00
		Dodge, Cleveland H.	E 100 00
		Dodge, D. Stuart.	25 00
		Dodge, D. Stuart.	E 100 00
		Dodge, Miss Elizabeth W.	10 00
		Dodge, Francis E.	10 00
		Dodge, Mrs. George E.	25 00
		Dodge, Mrs. George E.	E 100 00
		Dodge, Miss Grace H.	E 25 00
		Dodge, Miss Julia.	5 00
		Dodge, Mrs. M. W.	5 00
		Domnick, Miss Elsie.	5 00
		Domnick, Miss Elsie.	E 5 00
		Dommerich, Louis F.	5 00
		Dommerich, Louis F.	E 5 00
		Donaldson, Mrs. Henry H.	10 00
		Doob, Mrs. H. M.	5 00
		Doob, Mrs. H. M.	5 00
		Doolittle, O. S.	2 00
		Dorman, Mrs. Richard A.	1 00
		Doster, Charles T.	5 00
		Douglas, Mrs. George	10 00
		Douglas, William.	25 00
		Douglas, James.	25 00
		Douglas, William H.	10 00
		Douglas, William P.	10 00
		Dowd, John J.	10 00
		Doyle, J. S.	E 10 00
		Draper, Mrs. Henry	10 00
		Draper, Mrs. W. K.	2 00
		Draper, Mrs. William F.	5 00
		Dreiser, James Huntington.	5 00
		Drew, Mrs. John.	10 00
		Dreyfus, Mrs. Ella.	1 00
		Duane, Mrs. William North.	1 00
		DuBois, Mrs. Arthur.	5 00
		DuBois, C. D.	10 00
		DuBois, C. D.	E 10 00
		DuBois, Mrs. Eugene.	5 00
		DuBois, Miss Katherine.	E 200 00
		Dudley, Miss Fanny.	2 00
		Dudley, William B.	2 00
		Duer, Miss Harriet R.	3 00
		Duer, Miss M. T.	6 00
		Dunham, Charles M.	5 00
		Denny, Miss A. E.	10 00
		Denny, Miss A. E.	E 25 00
		Denny, Miss Adeline L.	25 00
		Denny, Miss Adeline L.	E 10 00
		Denzer, Emanuel.	2 00



Halsey, Mrs. Silas C.	\$10 00	Hencken, Mrs. Albert C.	\$50 00
Halsted, Miss Christina.	5 00	Hencken, Hancke.	5 00
Halsted, Miss A. B.	30 00	Henderson, Miss M. W.	5 00
Halsted, Miss A. B.	E 50 00	Henderson, Miss M. W.	E 5 00
Halsted, Miss Laura F.	5 00	Hendricks, Mrs. Edgar.	5 00
Halsted, Miss M. M.	E 25 00	Hendrix, Miss Emma.	5 00
Ham, James M.	E 5 00	Henriques, Mrs. C. A.	10 00
Ham, James M.	E 25 00	Henry, Mrs. H. H.	10 00
Hampson, John Henry	5 00	Henry, William	10 00
Hampson, Theodore	E 5 00	Henry, William	E 10 00
Hanschlin, Miss Elise	2 00	Hentz, Henry	10 00
Harden, Percival L.	5 00	Hepburn, W. M.	6 00
Hardenbergh, T. E.	5 00	Hermann, Ferdinand.	E 10 00
Hare, J. Montgomery	5 00	Hermann, Julius.	5 00
Harkness, Edward S.	150 00	Hermann, Esther.	5 00
Harkness, E. S.	E2,500 00	Hermann, Arnold.	5 00
Harkness, L. V.	E 25 00	Herzig, Joseph.	5 00
Harkness, Mrs. Stephen W.	50 00	Hess, Simon.	5 00
Harrison, Mrs. William E.	10 00	Hesse, Louis.	3 00
Harper, Mrs. Joseph W.	5 00	Hewlett, Mrs. J.	6 00
Harrah, Charles J.	50 00	Hewson, John H.	10 00
Harrah, Charles J.	E 500 00	Heywood, Miss Edith.	5 00
Harrison, Mrs. Mary L.	10 00	Heywood, Miss Edith.	E 15 00
Hartman, Mrs. Edith C.	1 00	Higbie, James S.	E 20 00
Haskell, Mrs. J. A.	8 00	Higgins, Charles M.	10 00
Hasslacher, Jacob.	5 00	Hillard, H. R.	3 00
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Havemeyer, Mrs. Fred'k C.	E 25 00	Hirrichs, Fred W.	2 50
Havemeyer, J. C.	15 00	Hirsch, Nathan.	15 00
Havemeyer, J.	E 80 00	Hitch, Mrs. F. Delano.	10 00
Hawk, William S.	25 00	Hitchings, H. M.	E 15 00
Hawks, Miss Mary G.	2 00	Hoar, Mrs. E. H.	5 00
Hay, George T.	1 00	Hochheimer, A.	5 00
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Haynes, Miss Caroline C. F.	2 00	Hoffman, Mrs. Eugene A.	20 00
Haynes, W. de F.	5 00	Hoffman, Mrs. Eugene A.	20 00
Hays, Mrs. Charles M.	2 00	Hoffman, Miss Mary U.	1 00
Healy, A. Augustus.	25 00	Hoffman, Samuel V.	10 00
Hearn, James A., & Son.	25 00	Hoffman, Mrs. William B.	5 00
Heide, Henry	10 00	Hoffman, Mrs. William B.	E 10 00
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Heineman, Julius.	5 00	Holt, Henry.	10 00
Heinemann, Herman.	10 00	Holt, Mrs. Henry.	S 10 00
Heinemann, Herman.	E 10 00	Holt, Mrs. L. Emmet.	E 25 00
Heinz, Mrs. Charles F.	2 00	Holt, Philetus H.	5 00
Heiser, Miss R. M.	1 00	Holt, Robert S.	20 00
Heisenbutter, Frank H.	5 00	Holter, Mrs. G. C.	10 00
Heisenbutter, Henry C.	5 00	Holter, Mrs. E. O.	E 25 00
Heisenbutter, Henry C.	E 10 00	Holtz, Mrs. Sarah L.	1 00
Heller, Miss E. M.	1 00	Holms, Mrs. Sarah L.	1 00
Heller, J. E.	3 00	Hoo, G. A.	10 00
Heller, L. & Son.	5 00	Holkins, Mr. and Mrs. J. A.	10 00
Heller, Miss L. R.	1 00	Hopkins, Mrs. T. P.	5 00
Heller, Miss L. R.	E 12 00	Hopkin, William W.	5 00
		Horn, Miss Annie L.	10 00

Horn, Miss S. L.	\$10 00	Jermain, Miss M. C.	\$30 00
Hornblower, Miller & Potter	10 00	Jesup, Mrs. Morris K.	50 00
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Hosmer, Mrs. E. S.	5 00	Johnson, Arthur G.	25 00
Hosmer, Mrs. E. S.	E 5 00	Johnson, Arthur G.	E 100 00
Howard, Mrs. E. W.	5 00	Johnson, Gilbert H.	50 00
Howard, Mrs. Elizabeth W.	E 10 00	Johnson, Gilbert H.	E 100 00
Howe, Henry M.	5 00	Johnson, Isaac B.	30 00
Howe, J. Morgan.	5 00	Johnson, James W.	15 00
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Howells, Mrs. H. C.	E 10 00	Johnson, D. V. R.	E 100 00
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Hoyt, Miss Gertrude L.	E 5 00	Johnstone, Mrs. Francis U.	10 00
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Hoyt, Winfield S.	15 00	Jones, Mrs. Mason R.	5 00
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Hunter, Miss Edith H.	E 10 00	Judson, A. L.	E 5 00
Hunter, Mrs. William R.	10 00	Judson, Henry A.	E 10 00
Huntington, Mrs. C. R.	5 00	Judson, Mrs. A. D.	E 100 00
Huntington, Francis C.	25 00	Jungbluth, Karl.	E 20 00
Huntington, Mrs. Francis C.	5 00		
Hurd, R. M.	E 50 00	K	
Husted, A. N.	5 00	Kane, Mrs. John Innes.	35 00
Husted, Miss M. K.	10 00	Karelsen, Adolphus E.	5 00
Hyatt, A. M.	E 5 00	Kastor, Adolph, & Bros.	10 00
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Hyde, Mrs. Clarence M.	100 00	Kaufman, Mrs. L.	2 00
Hyde, Frederick E.	5 00	Kaufman, Mrs. Charles.	10 00
Hyde, Samuel M.	10 00	Kayser, Julius.	E 25 00
		Keeley, Robert A., & Co.	5 00
I		Keeler, E. R.	1 00
Ilgén, Ernest.	2 00	Keller, Ernest.	E 5 00
Ilsley, Mrs. John P.	1 00	Kerr Printing Co.	5 00
Ireland, John B.	5 00	Kerr, Miss Ruth.	1 00
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Irving, Miss H. C.	2 00	Kellogg, Mrs. Charles.	E 25 00
Iselin, Oliver.	10 00	Kellogg, Mrs. F. Leonard.	5 00
Iselin, Mrs. William E.	10 00	Kellogg, Mrs. Harbers.	5 00
Isham, Samuel.	10 00	Kelsey, C. H.	25 00
		Kelsey, C. H.	E 25 00
J		Kemey, Mr. & Mrs. Walter	5 00
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James, Mrs. D. Willis.	E1,000 00	Kerr, Mrs. L. S.	10 00
Jameson, E. C.	E 200 00	Korr, R. C.	25 00
Jameson, E. C.	E 200 00	Korr, Thomas B.	5 00
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Jenkins, Alfred W.	5 00	Keyes, E. L.	E 10 00
Jennings, Miss Cecelia D.	5 00	Kidd, Mrs. James.	5 00
		Kidde, Walter.	5 00

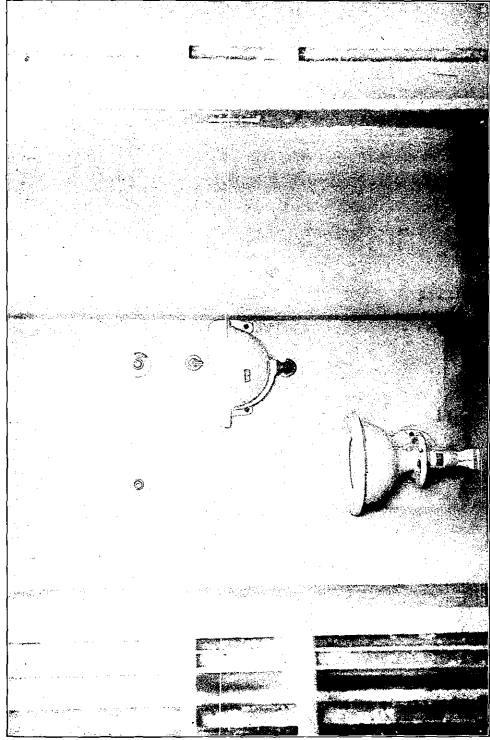




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Milbank, Mrs. Joseph	50 00	Munn, Charles A.	10 00
Miles, P. B.	5 00	Munnich, Miss Adeline N.	2 00
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Miller, Mrs. Alexander	E 25 00	Murphy, George M.	5 00
Miller, Miss Dorothy	1 00	Murphy & Fultz	2 00
Miller, Mrs. Eli R.	3 00	Murray, Miss Catharine	2 00
Milligan, Charles	1 00	Murray, Miss S. S.	5 00
Mills, Mrs. Mountfort	3 00	Murtland, Samuel	E 200 00
Mimford, Miss Agnes A.	3 00		
Mimford, Miss Agnes A.	E 10 00		
Minturn, Mrs. John Wendell	10 00		
Minturn, Mrs. Robert B.	25 00		
Minturn, Mrs. Robert B.	E 100 00		
Minturn, Robert Shaw	5 00		
Mitchell, Mrs. Edward	10 00		
Mitchell, Mrs. Edward	E 10 00		
Mitchell, Mrs. John Murray	10 00		
Mitchell, Mrs. Moncrieff	5 00		
Mitchell, Mrs. Sarah L.	5 00		
Mitchell, Mrs. Sarah L.	E 5 00		
Mitchell, William	E 10 00		
Moeller, Miss Hannah	5 00		
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Molineaux, Edward L.	10 00		
Molineaux, Roland	5 00		
Moller, Edwin C.	20 00		
Moller, Edwin C.	E 25 00		
Moller, Miss S. Adeline	5 00		
Montant, Alphonse	5 00		
Monteath, Miss Sara J.	3 00		
Montgomery, James M.	10 00		
Montgomery, James M.	E 10 00		
Moody, H. A.	2 00		
Moore, Mrs. D. S.	2 00		
Moore, Miss Katharine T.	10 00		
Moore, Mrs. William H.	25 00		
Moran, Miss N. P.	25 00		
Morgan, Miss Caroline L.	25 00		
Morgan, George H.	15 00		
Morgan, Mrs. J. B.	10 00		
Morgan, Mrs. P.	10 00		
Morgan, J. P., Jr.	50 00		
Morgan, Miss Mary P.	2 00		
Morgan, William Fellows	15 00		
Morgan, Mrs. William Fellows	10 00		
Morgan, Mrs. William Fellows	10 00		
Morganstern, Albert G.	5 00		
Morganstern, Mrs. E. M.	3 00		
Morganstern, M. L.	25 00		
Morningstar, Joseph	5 00		
Morris, Mrs. John A.	10 00		
Morris, William	2 00		
Moses, Mrs. William	3 00		
Moses, Mrs. R. J.	3 00		
Mott, Lewis F.	5 00		
Mott, W. F.	E 20 00		
Mott, W. F.	E 20 00		
Mount & Woodhull	5 00		
Muller, Alfred	5 00		
Muller, Schall & Co.	E 25 00		
Muller, Schall & Co.	E 25 00		
Mulry, Thomas M.	25 00		

Orr, Alexander E.	\$20 00	Perkins, Mrs. Gilman H.	\$2 00
Osborn, Mrs. G. W.	1 00	Perkins, Mrs. Henry A.	5 00
Osborn, William Church	25 00	Perry, W. Heart	5 00
Osborn, William Church	E 100 00	Peters, Miss Alice R.	5 00
Osborne, Thomas Mott	5 00	Peters, E. B.	3 00
Otis, Miss Alla	5 00	Peters, Mrs. Edward Mc	10 00
Otis, Miss Alla	E 5 00	Phelps, Edwin C.	5 00
Ottley, James H.	10 00	Peters, W. R.	10 00
Ottley, James H.	E 25 00	Peters, Mrs. W. R.	5 00
Outerbridge, A. E., & Co.	5 00	Peters, Misses Isabel and	E 15 00
Owen, Samuel	5 00	Petersen, Miss Kate O.	10 00
		Petersen, Otto L.	10 00
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		Phelps, Asael	25 00
		Phelps, Mrs. William W.	10 00
		Phelps, Mrs. William W.	E 50 00
		Phelps, Eugene A.	25 00
		Phibbrick, Edwin C.	5 00
		Phipps, Miss Ada	5 00
		Phipps, Henry	E 500 00
		Phipps, Miss Sarah M.	5 00
		Phipps, Miss Sarah M.	E 25 00
		Pillot, Miss Clara	15 00
		Pinchot, Amos R. E.	10 00
		Pinchot, Mrs. James W.	25 00
		Pine, Miss Alice	5 00
		Pinkerton's National Detect-	10 00
		ive Agency	10 00
		Pitkins, Mrs. A. H.	25 00
		Pitkin, William F.	E 7 00
		Plant, J. R.	E 10 00
		Platt, Mrs. Marion E.	10 00
		Plant, Albert	10 00
		Plumb, Charles L.	2 00
		Plummer, Miss M. G.	10 00
		Polk, Mrs. Anna H.	5 00
		Polk, Dr. and Mrs. W. M.	10 00
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		Pollak, Gustav	5 00
		Polston	1 00
		Pomroy, Mrs. H. K.	25 00
		Pomroy Bros.	10 00
		Porter, Mrs. C. L.	5 00
		Porter, Miss G. H.	5 00
		Pope, Miss Elizabeth A.	5 00
		Pope, Miss Theodate	5 00
		Porter, Mrs. Clarence	5 00
		Porter, Mrs. Frank B.	E 25 00
		Post, Abram S.	E 25 00
		Post, Mrs. Carroll J.	5 00
		Post, James H.	25 00
		Post & Plummer	10 00
		Potisky, Mrs. H. J.	1 00
		Potter, Miss Blanche	10 00
		Potter, Miss G. H.	5 00
		Pouch, Alonzo B.	5 00
		Pouch, Francis E.	5 00
		Pouch, Francis E.	E 10 00
		Powers, William	2 00
		Prall, John H.	5 00
		Pratt, Herbert L.	25 00





Great Meadow Prison [under construction] — Cell Interior

## CONTRIBUTORS' LIST.

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St. Paul's Chapel Business		Scott, George S.	\$50 00
Women's Club	\$10 00	Scott, Miss Louise B.	10 00
Sabin, Charles H.	10 00	Scott, Miss Louise B.	E 5 00
Sabine, Miss Frances M.	10 00	Scott, Walter	E 10 00
Sabine, W. T.	10 00	Scott, Walter G.	25 00
Sachs, Paul J.	E 5 00	Scribner, Mrs. L. Blair	20 00
Sachs, Mrs. Samuel	10 00	Seager, Henry R.	5 00
Sackett, Henry W.	5 00	Seaman, F. A.	5 00
Safford, Daniel B.	10 00	See, A. B. Electric Elevator	
Sage, Mrs. Dean	100 00	Company	15 00
Sage, Mrs. Dean	E 500 00	Seeley, Mrs. N. E.	E 10 00
Sage, Dean	E 100 00	Seeman, Daniel W.	10 00
Sage, William H.	E 250 00	Selden, A. K., Jr.	2 00
Sahler, Mrs. A. P.	5 00	Seligman, Edwin R. A.	5 00
Sahler, Miss Helen G.	5 00	Seligman, George W.	10 00
Sahler, Miss Helen G.	E 10 00	Seligman, Isaac N.	50 00
Saks, Isadore.	10 00	Seligman, Miss M.	10 00
Salant, Aaron B.	5 00	Sellow, T. G.	10 00
Saltonstall, Miss G. M.	1 00	Sellow, T. G.	E 10 00
Sampson, Mrs. E. P.	E 10 00	Senior, Mrs. S. F.	2 00
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Sard, Grange	10 00	Shaw, Samuel P.	5 00
Satterlee, Col. & Mrs. H. L.	50 00	Shedd, Mrs. W. W.	2 00
Satterthwaite, Mrs. P.	5 00	Sheets, E. A.	5 00
Satterthwaite, Mrs. Thomas		Sheldon, Edwin B.	10 00
E.	15 00	Siedton, George G.	10 00
Saul, Charles R.	5 00	Shepard, Augustus D.	10 00
Saunders, Arthur C.	5 00	Shepard, C. Sidney	25 00
Sawyer, Decatur M.	10 00	Shepard, Edward M.	10 00
Sawyer, Mrs. H. E.	3 00	Shepard, Mrs. Elliott F.	25 00
Sayre, Miss Mary Hall	5 00	Shepard, F. H.	E 10 00
Sayres, Gilbert V.	1 00	Shepherd, Mrs. W. B.	5 00
Schenck, Frederick B.	10 00	Sherman, Mrs. Charles E.	10 00
Schenck, Frederick B.	E 50 00	Sherman, Mrs. F. D.	5 00
Schermerhorn, F. Augustus	25 00	Sherman, F. T.	5 00
Schickel, W. C.	1 00	Sherman, Frederick T.	E 5 00
Schieffelin, Mrs. Mary J.	5 00	Sherill, Miss Helen L.	3 00
Schieffelin, William Jay	20 00	Shimmin, Mrs. F. N.	3 00
Schieffelin, Mrs. William Jay	10 00	Short, Miss Florence.	E 1 00
Schiff, Jacob H.	25 00	Sibley, Mrs. H. W.	10 00
Schiff, Jacob H.	E1,000 00	Sichts, Rene A.	7 50
Schiff, Mortimer L.	25 00	Sidenberg, Charles	2 50
Schiff, Mortimer L.	E1,000 00	Siebert, Charles L.	2 00
Schley, Mrs. J. Montfort	10 00	Silberstein, Abraham	2 00
Schmidt, F. Leopold	5 00	Silva, Mrs. J. W.	5 00
Schneiwind, Heinrich, Jr.	10 00	Simmons, Mrs. Joseph F.	5 00
Schneiwind, Mrs. H.	E 10 00	Simon, Franklin	5 00
Schott, Hubert M.	5 00	Simon, Alfred L., & Co.	10 00
Schultheis, Henry	2 50	Simons, Mrs. Charles D., Jr.	5 00
Schuyler, Miss Georgina	5 00	Simonson, E. C.	5 00
Schuyler, Miss Louisa Lee	5 00	Simpson, Mrs. W. K.	2 00
Schwab, Emil E.	10 00	Sing, Miss Annie	3 00
Schwab, Miss Emily	5 00	Skely, Mrs. W. W.	10 00
Schwab, Miss Emily	E 15 00	Skolny, Joseph, & Co.	E 10 00
Schwab, Mrs. Lawrence H.	5 00	Skougard, Jens.	25 00
Schwab, Mrs. Margaret P.	E 2 00	Slade, Mrs. Francis H.	2 00
Schwab, Mrs. T.	E 5 00	Slade, Francis Louis	5 00
Schwartz, Louis F.	10 00	Slicer, Mrs. Thomas R.	5 00
Schwarz, Harry E.	1 00	Shimmon, Robert	1 00
Schwarzenbach, Robert J. F.	2 00	Stoan, Benson B.	5 00
Schwarzky, E. E.	5 00	Stoan, Samuel	E 100 00
Scotfield, H. C.	5 00	Stoan, Mrs. Samuel	25 00





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 Schwab, Mrs. N.  
 Smith, Mrs. Andrew H.  
 Smith, Mrs. Henry St. John.  
 Smith, Mrs. St. John.  
 Spiess, M.  
 Stebbins, Miss Ethel.  
 Stebbins, Mrs. E. Vail.  
 Sugden, Eben.  
 Thomas, Mrs. H. W.  
 Truss Company.  
 Tucker, Mrs. S. A.  
 Vail, Mrs. O. W.  
 Watt, Mrs. J. S.  
 Wehrenberg, William D.  
 Westcott, C. L.  
 Williams, Mrs.  
 Wolf, Mrs. A.

### Constitution and By-Laws.

AN ACT to incorporate the Prison Association of New York. Passed May 9, 1846, by a two-thirds vote. (As subsequently amended.)

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

§ 1. All such persons as are now and hereafter shall become members to the said association pursuant to the constitution thereof, shall and are hereby constituted a body corporate by the name of The Prison Association of New York, and by that name have the powers that by the third title, of the eighteenth chapter, of the first part of the Revised Statutes, are declared to belong to every corporation, and shall be capable of purchasing, holding and conveying, any estate, real or personal, for the use of said corporation, provided that such real estate shall never exceed the yearly value of ten thousand dollars, nor be applied to any other purpose than those for which the corporation is formed.

§ 2. The estate and concerns of said corporation shall be managed and conducted by its executive committee, in conformity to the constitution of the said corporation; and the following articles that now form the constitution of the association shall continue to be the fundamental laws and constitution thereof, subject to alterations in the mode therein prescribed.

#### Article First.

The objects of the association shall be:

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons, whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform.

#### Article Second.

The officers of the society shall be a president, vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and these shall be the following standing committees, viz.: a finance committee, a committee on detentions, a committee on prison discipline, a committee on discharged convicts and an executive committee. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.



## Article Third.

The officers named in the preceding article shall be ex-officio members of the executive committee, who shall choose one of their number to be chairman thereof.

## Article Fourth.

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

## Article Fifth.

The society shall meet annually in the city of New York, at such time and place as the executive committee shall appoint, and at such other times as the president, or in his absence, one of the vice-presidents, shall designate.

## Article Sixth.

Any person contributing annually to the funds of the association not less than five dollars shall, owing to such contribution, be a member thereof. A contribution of five hundred dollars shall constitute a life patron; a contribution of one hundred dollars shall constitute an honorary member of the association for life, and a contribution of fifty dollars shall constitute a member of the association for life. Honorary and corresponding members may, from time to time, be appointed by the executive committee.

## Article Seventh.

A female department shall be formed, consisting of such females as shall be selected by the executive committee, who shall have charge of the interest and welfare of prisoners of their sex, under such regulations as the executive committee shall adopt.

## Article Eighth.

The officers of the association shall be chosen annually at the annual meeting, at which time such persons may be elected honorary members as shall have rendered essential service to the cause of prison discipline.

## Article Ninth.

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and cooperating with it.

## Article Tenth.

The executive committee shall have power to add to any of the standing committees such persons as, in their opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

## Article Eleventh.

This constitution may be amended by a vote of the majority of the society at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers elected for the current year, under the constitution, shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted that no manager of said society shall receive compensation for his services.

§ 3. The said executive committee shall have power to establish a workhouse in the county of New York, and in their discretion, to receive and take into the said workhouse all such persons as shall be taken up and committed as vagrants or disorderly persons in said city as the Court of General Sessions of the Peace, or the Court of Special Sessions, or the Court of Oyer and Terminer, in said county, or any police magistrate, or the commissioner of the almshouse may deem proper objects, and the said executive committee shall have the same powers to keep, detain, employ and govern the said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate and concerns of said association, and the management, government, instruction, discipline and employment, of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse, to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect and examine, all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection of

any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

### By-Laws.

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting.

II. At every meeting of the executive committee five members shall be necessary to constitute a quorum.

III. The order of business at the annual meeting shall be as follows:

1. Election of chairman and secretary.
2. The reading of the minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.
5. Report of corresponding secretary on the work of the year.
6. Annual report of the treasurer.

IV. The order of business at every other stated meeting shall be as follows:

1. The reading and approval of the minutes of the last preceding meeting.
2. Report of treasurer.
3. Reports from standing committees.
4. Report from the corresponding secretary.
5. Reports from special committees.
6. Report from the general agent.
7. Miscellaneous business.

At a special meeting no other business shall be transacted than that for which the said meeting was called.

V. The chairman shall appoint all standing and special committees and decide all questions of order, subject to an appeal; and the rules of order shall be those embodied in Cushing's Manual, so far as they are applicable.

VI. The recording secretary of the association shall be the secretary of the executive committee; and it shall be his duty to keep the minutes of the proceedings of said committee, to record them in a book provided for that purpose, and to give due notice of all meetings of the committee.

VII. The corresponding secretary shall conduct the correspondence of the executive committee and of each of the standing committees; and shall act as the general financial agent of the association, and shall report at each stated meeting of the committee.

VIII. The treasurer shall have charge of the funds of the association, and shall give such security as the executive committee may require. His duties are more fully defined in by-law X.

IX. There shall be six standing committees, namely, on finance, detentions, discharged convicts, law, house, and library.

X. The committee on finance shall be charged with the duty of raising and caring for the funds.

The funds of the association shall be divided into three parts to be known as:

1. The endowment fund.
2. The reserve fund.
3. The general fund.

*The Endowment Fund.*—The endowment fund shall consist of such contributions as shall be given with the restriction that the income only shall be used for the purpose of the association, and all legacies.

*The Reserve Fund.*—The reserve fund shall consist of such sums as may be set aside from the general fund from time to time by the executive committee for investment. Whenever any part of the reserve fund shall be appropriated by the executive committee, such sum shall be immediately transferred to the general fund. The endowment and reserve funds shall be under the immediate direction and control of the committee on finance, and all investments of these funds shall be ordered by the committee. The treasurer of the association shall be a member and act as the treasurer of the committee on finance, and shall be responsible for the safe-keeping of the sureties of the endowment and reserve funds.

Any uninvested balance of the endowment and reserve funds shall be kept each in separate trust companies in the name of the association, subject to check of the treasurer, and shall, whenever possible, bear interest. All income from the endowment and reserve funds may be transferred to the general fund as soon as received.

No part of the reserve fund shall be used for any purpose except by resolution of the executive committee, and whenever any part shall be appropriated by the executive committee it shall immediately be transferred to the general fund.

*The General Fund.*—The term "general fund" shall cover all receipts of the association not constituting a special fund or specified for the endowment fund, the intention being that all the income, except legacies, including donations for general purposes, and income from endowment and reserve funds, shall be credited to the general fund to which the authorized disbursements of each activity of the association shall be charged at the close of the fiscal year.

The treasurer shall notify the corresponding secretary at once of all transfers of income from the endowment and reserve funds to the general fund.

The treasurer shall notify the corresponding secretary, immediately on receipt by him of any sum for the account of the association, that such receipt may be entered at once to the credit of the proper account on the books of the association.

The corresponding secretary shall be the general disbursing agent of the association, the object of the provision being to keep in the central offices of the association all receipts for payments by him for the association of any kind, nature or description, and to have in the central offices immediate record of all his disbursements. This provision shall not apply to the endowment and reserve funds.

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank

as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of either the reserve or general fund, the corresponding secretary shall send to the treasurer a copy of the resolution making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance. Such account shall be separate and distinct from those accounts opened for the uninvested balance of the endowment and reserve funds.

The corresponding secretary shall keep a bank account in the name of the association, subject to his check as corresponding secretary for current disbursements, and shall deposit to the credit of said bank account all moneys he may receive from the treasurer drawn from the general fund.

The committee on finance shall audit and report upon accounts of the treasurer and of the corresponding secretary.

At each regular meeting of the executive committee the treasurer shall make a detailed statement of the receipts and disbursements for the preceding calendar month. He shall make a statement showing investments and the receipts and disbursements of the endowment and reserve funds; he shall make, at the annual meeting of the association, a detailed statement of receipts and disbursements for the fiscal year.

XI. It shall be the duty of the committee on detentions:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and in Brooklyn, and to adopt proper measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto.
2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

XII. It shall be the duty of the committee on discharged convicts:

1. To correspond with prison agents or superintendents relative to the character and trades of prisoners, and to ascertain, previous to the discharge of each prisoner, his feelings, views and capabilities, with a view of making the best arrangements for his future employment.
2. To keep a record of all persons who will employ discharged prisoners and of their several occupations; to procure such employment for prisoners and applying therefor as seems best adapted to the capacity of each; to hold correspondence with employers; to keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for them.
3. To secure suitable boarding places for discharged prisoners, where they will not be exposed to corrupting influences, taking care not to have more than one in a place, where it can be avoided.
4. To see that the prisoners are provided with suitable clothing, of a kind that will not attract particular attention.
5. To consider the internal organization of the management of prisons, and the physical and moral influences to be exerted on the prisoners during their